2020 Biennial Report

The 2020 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act

United States Department of Justice
Office on Violence Against Women
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Acknowledgments

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In addition, we wish to express our appreciation to the VAWA grantees who collected and reported the data on which this report is based. Their efforts, and the data and stories they share about responding to domestic/sexual violence, demonstrate the effectiveness of VAWA funding across the country, and highlight where work remains to be done.

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Considerations for the Reader

In response to the reporting requirements authorized by VAWA 2000, the 2020 Biennial Report to Congress on the Effectiveness of Grant Funds under the Violence Against Women Act (2020 Biennial Report) presents aggregate qualitative and quantitative data submitted by grantees of 15 currently and two formerly authorized discretionary grant programs, as well as two formula grant programs administered by the Office on Violence Against Women (OVW).\(^1\) This report also presents current research on best practices to respond to domestic violence, dating violence, sexual assault, and stalking, which OVW uses to invest in proven strategies and solutions to further the common goal of ending domestic and sexual violence.

The following sections outline key notes for the reader to consider when reviewing the 2020 Biennial Report.

The Scope and Burden of Violence

- VAWA addresses domestic violence, dating violence, sexual assault, and stalking, all of which predominantly victimize women. However, VAWA programs and policies serve all victims of these crimes, including men.
- For brevity, these crimes are referred to throughout this report as “domestic/sexual violence.”
- The term “victim” is used in this report instead of “survivor” to emphasize that violence and abuse are criminal in nature and to account for victims who survive violence and those who do not.

The Effectiveness of VAWA Discretionary Grant Funding

- Throughout this document, the icon shown here is used to highlight established and emerging research on national best practices to respond to domestic violence, dating violence, sexual assault, and stalking. This report incorporates many of the most recent academic and practice-based studies on the activities carried out by OVW-funded grantees under the statutory purpose areas of VAWA, as well as national survey data on incidence.

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\(^1\) For a detailed list of grant programs authorized by VAWA and funded by OVW, see “VAWA Funding and its Effectiveness” in the Introduction of this report.
and prevalence. The studies and data highlighted here are meant to provide broader context for the grantee-reported information presented in the chapters of this report. OVW uses this research to invest in proven strategies and solutions to further the common goal of ending domestic and sexual violence.

- More information on the evidence base for VAWA programs can be found in OVW’s 2018 Biennial Report to Congress on the Effectiveness of Grant Programs Under VAWA, the National Institute of Justice’s Compendium of Research on Violence Against Women, and many scholarly sources.

Data Presentation

- This report contains data reported by grantees who were funded both prior to and after the 2013 reauthorization of VAWA.

- Prevalence data are presented to the tenth decimal place where possible, and presented as whole integers if unavailable.
  - For example: *In 2014, The National Violent Death Review Reporting System (NVDRS) analyzed data from 18 participating states and found that strangulation, hanging, and suffocation account for 8.6% of female homicides annually.*

- Each chapter presents the most frequently reported data (for example, purpose areas or victim services). For more information about the types of data that grantees provide, refer to the sample forms located on the VAWA MEI website: [https://www.vawamei.org/tools-resources/](https://www.vawamei.org/tools-resources/).

- Grantee data are often presented as totals across the two-year reporting period.
  - For example: *Grantees received a total of 575,162 hotline calls.*
  - In some cases, a total is not available. Some victims may seek multiple services in a given reporting period, or seek services over multiple reporting periods. In those cases, a calculated average across the four six-month reporting periods is presented.
    - For example: *During each six-month reporting period, on average, Legal Assistance for Victims Program grantees provided services to 28,204 victims.*

- Grantee data are presented as whole integers.
  - For example: *102 Improving Criminal Justice Response, Rural, and Tribal Governments grantees used funds for law enforcement activities; these grantees supported a semi-annual average of 45 full-time equivalent (FTE) law enforcement officers.*
  - In some cases, due to rounding, “nearly 100%” is used to indicate that percentages are greater than or equal to 99.5%, but less than 100%.
• For example: Nearly 100% of child victims who sought services received them during each six-month period.

• Additionally, due to rounding, percentages may add to more than 100%.

• In other cases, due to rounding, numbers may appear the same while their percentages are different.
  • For example: Supervised Visitation grant funds supported an average of 5 supervision staff (20%) and 5 program coordinators (18%) per each six-month reporting period.

• Some grantees provide services to victims, children, and other dependents. In these program chapters, demographic tables, as opposed to charts, are displayed. Where they appear, these tables do not include the total for race as persons could select multiple racial categories.
Executive Summary

Congress first enacted the Violence Against Women Act (VAWA) in 1994 to improve the nation’s criminal justice response to violence against women, ensure services for victims, and create informed policy on the issue (Violence Against Women Act of 1994).

Programs and Policies Authorized by VAWA and Subsequent legislation address sexual assault, domestic violence, dating violence, and stalking. They promote a coordinated community response to these crimes, meaning an approach in which law enforcement, victim services providers, prosecutors, courts, and others work together in a seamless, systemic way. Reauthorized in 2000, 2005, and 2013, VAWA articulates Congress’s commitment to effective strategies for preventing and responding to domestic and sexual violence, holding offenders accountable, and ensuring safety, autonomy, and justice for victims.

The Office on Violence Against Women (OVW) administers grants under VAWA and provides technical assistance and training to grant recipients so that funds are used to support evidence-based interventions, when and where possible, and so that grantees can effectively combat these crimes in their communities. As of October 2020, OVW administers 15 statutorily authorized discretionary and four formula programs that provide grants to criminal justice agencies, victim services organizations, and other entities that address domestic and sexual violence.

$257 million in FY 2016
In Fiscal Year 2016, OVW made 550 discretionary awards totaling just under $257 million.

$257 million in FY 2017
In Fiscal Year 2017, OVW made 534 discretionary awards totaling just over $257 million.

$269 million in FY 2018
In Fiscal Year 2018, OVW made 535 discretionary awards totaling just over $269 million.

$282 million in FY 2019
In Fiscal Year 2019, OVW made 642 discretionary awards totaling over $282 million.

$291 million in FY 2020
In Fiscal Year 2020, OVW made 554 discretionary awards totaling nearly $291 million.
The United States has a history of migration, and a diverse, changing population. In 2019, 39.9% of the population identified as a member of a racial or ethnic minority group, such as Asian or Asian American; Black or of African descent; Latinx or Hispanic; Native American or American Indian; Native Hawaiian or Other Pacific Islander; multiracial; along with other religious and ethnic minorities (U.S. Census Bureau, 2019). As the United States becomes a more diverse country, researchers and practitioners alike must better understand the impact of violence on different communities, the barriers victims face in seeking services, and best practices for systems to respond effectively and in ways that account for cultural and social differences (Gillum, 2019; Lee, 2019; Murshid & Bowen, 2018; Njie-Carr et al., 2019).

NY - Grantee Perspective

For the last three years, SASP-CS funding has been our primary technical and funding resource while building Violence Intervention Program’s Sexual Assault Program. It enabled us to create policies and procedures to integrate sexual assault language and knowledge into our client assessment, counseling, and data collection. It helped us to recruit, identify, and train counselors who share their knowledge and skills with their teammates and improve the overall quality of the services we offer to the sexual assault victims. It gave us access to the network of other social service organizations and the best practices they implement. We increased our network of partners in every reporting period, which led to provision of higher quality wrap-around services. As a result of the tangible client outcomes we produced as a SASP-CS grantee, we have been able to leverage our success to access other sexual assault funds. We have built a solid foundation based on the best practices and lessons-learned and we will continue to utilize our expertise in order to ensure program sustainability and continuous service provision.

VIOLENCE INTERVENTION PROGRAM, INC., NEW YORK (SASP-CS)

OVW's grant-making and technical assistance account for the unique ways—and in some cases disproportionate rates at which—these victimizations affect underserved and vulnerable populations, including women of color, women living in poverty, American Indian and Alaska Native women, people with disabilities, and lesbian, gay, bisexual, transgender, and queer (LGBTQ) individuals. In developing programs and policies, OVW also considers the particular impact of domestic and sexual violence on men and boys, immigrants, residents of rural areas, the elderly, youth, and college students to ensure that services and justice solutions address their needs.

Between July 1, 2017, and June 30, 2019, over 1,500 grantees and technical assistance providers reported their VAWA-funded accomplishments and challenges. This Executive Summary is a synopsis of efforts funded through VAWA over this two-year period to help people and communities recover from the destructive and pervasive effects of sexual assault, domestic violence, dating violence, and stalking. The accompanying 2020 Biennial Report to Congress (2020 Biennial Report) includes detailed descriptions of grantees’ accomplishments, aggregated data on their work spanning the two years, and scholarly research that supports the effectiveness of grant-funded activities. This summary and the full report include snapshots of the ways grantees are using VAWA funds to help victims and administer justice.
The Scope and Burden of Violence

Domestic Violence, Dating Violence, Sexual Assault, Sex Trafficking, and Stalking in the United States

OVW relies on current national data and empirical research to inform its understanding of the scope and nature of domestic and sexual violence in the United States. National surveys administered by the Bureau of Justice Statistics (BJS) and the Centers for Disease Control and Prevention (CDC) measure the incidence and prevalence of sexual assault, domestic violence, dating violence, and stalking, and some of the adverse outcomes associated with those victimizations. National data and research findings, taken with numerical and narrative information that VAWA-funded grantees report about the victims they serve and the services they provide, paint a picture of a persistent criminal justice and public health problem.

OVW primarily uses two national measures of incidence and prevalence to estimate the extent of domestic and sexual violence. Because one is health-based and the other is criminal justice-based, these surveys generate different data on rates of violence. The National Intimate Partner and Sexual Violence Survey (NISVS) is a telephone survey that collects information from people ages 18 and older about their experiences of sexual violence, domestic and dating violence, and stalking. The NISVS makes national- and state-level data available simultaneously and contributes to an understanding of the impact of violence and abuse on distinct populations. Whereas the NISVS takes a public health approach to measuring incidence and prevalence, the National Crime Victimization Survey (NCVS) represents a criminal justice perspective. Through household telephone surveys, the NCVS collects information on nonfatal crimes, including those reported and not reported to law enforcement, against people ages 12 and older.

Other national data sets are also used to further understand the extent to which sexual assault, domestic violence, dating violence, and stalking affect millions of people in the United States and the considerable impact of violence and abuse on communities. These include crime statistics reported to the Federal Bureau of Investigation (FBI) and other surveys administered by federal agencies.

OVW uses the findings of studies funded by the National Institute of Justice (NIJ) and other federal agencies to further inform its grant-making. These studies describe the dynamics and impact of domestic and sexual violence, including perpetrator behavior and characteristics, physical and mental health outcomes among victims and their children, criminal justice processes and outcomes, and the effectiveness of system- and community-based interventions to prevent and respond to domestic and sexual violence and hold offenders accountable.
OVW launched its Research and Evaluation Initiative in 2016 to study effective approaches to combatting domestic and sexual violence. The purpose of the Initiative is to generate more knowledge about strategies for serving victims and holding offenders accountable, thereby equipping communities with information to better align their work with practices that are known to be effective, while also increasing grantees’ ability to generate empirical knowledge on the efficacy of their work.

Domestic Violence

Under VAWA, “domestic violence” includes “any felony or misdemeanor crime of violence committed by a current or former spouse or intimate partner of the victim, by a person with whom the victim shares a child in common, by a person who is cohabitating with or has cohabitated with the victim as a spouse or intimate partner, by a person similarly situated to a spouse of the victim under the domestic or family violence laws of the jurisdiction receiving grant monies, or by any other person against an adult or youth victim who is protected from that person’s acts under the domestic or family violence laws of the jurisdiction” (Violence Against Women Act of 1994). As with sexual assault, dating violence, and stalking, domestic violence affects all segments of society regardless of socioeconomic status, age, race, ethnicity, religion, sexual orientation, gender, or gender identity.

Dating Violence

“Dating violence,” which includes many elements of domestic violence, refers to violence committed by a person who is or has been in a romantic or intimate relationship with the victim. Dating violence often begins at a young age and involves teenagers or young adults.

Sexual Assault

VAWA, as amended by VAWA 2013, defines the term “sexual assault” as “any nonconsensual sexual act proscribed by federal, tribal, or state law, including when the victim lacks capacity to consent” (Violence Against Women Reauthorization Act of 2013). Broadly, sexual assault may include rape, attempted sexual assault, and threats of sexual violence.

Stalking

VAWA, as amended by VAWA 2005, defines “stalking” as engaging in a course of conduct directed at a specific person that would cause a reasonable person to fear for his or her safety or the safety of others, or suffer substantial emotional distress.
Sex Trafficking

Sex trafficking is a form of sexual violence that involves the use of physical violence, threats, force, fraud, or other types of coercion to force victims to engage in commercial sex acts. Traffickers frequently target vulnerable individuals, and then use these forms of power and control to induce victims to perform such acts and stay involved in the sex industry (Office to Monitor and Combat Trafficking in Persons, 2017; Polaris Project, 2013, 2017).

Effectiveness of VAWA

Discretionary Grant Funding

VAWA grants are critical to addressing sexual assault, domestic violence, dating violence, and stalking. They funded an average of 2,816 full-time equivalent (FTE) staff during each six-month reporting period outlined in this report, including attorneys for victims, victim advocates, law enforcement officers, prosecutors, Sexual Assault Nurse Examiners (SANEs), program coordinators, and administrative staff. VAWA provides funding for training, materials, equipment and supplies, and other necessities for responding effectively inside and outside the justice system. Funding is used in some places to enhance existing programs and services, while in other places it is used to fill gaps in services or establish programs where none existed. To the extent possible, OVW prioritizes funding for programs and practices that research has shown to work.

Grants are awarded under discretionary programs according to the eligibility criteria defined in each program's statute. Grants are typically awarded for a two- or three-year period, and grantees can usually apply for continuation funding. In addition to administering formula and discretionary programs authorized by VAWA, OVW supports several special initiatives designed to address emerging issues in the field (e.g., the need for more comprehensive services for sexual assault victims) and to enhance victim services and offender accountability through promising and/or evidence-based approaches (e.g., domestic violence homicide reduction). The next sections summarize the types and quantities of activities funded by VAWA during the two-year period covered by this report.

Criminal Justice Response

Over the past 25 years, VAWA funding has transformed how criminal justice systems in many communities respond to domestic and sexual violence. Some of the innovations funded by VAWA are law enforcement collaboration with victim services providers and healthcare professionals, use of evidence-based lethality assessments to curb domestic violence-related homicides, improved medical forensic examinations for sexual assault victims, investigation and prosecution policies and practices that focus on the offender and account for the effects of trauma on victims, specialized law enforcement and prosecution units, specialized courts and dockets, enhanced offender monitoring strategies, and improved training opportunities for law enforcement, prosecutors, and judges.
In many communities, fatality review teams have been established to identify deaths caused by domestic violence and to examine any systemic interventions, in the hopes of improving the systemic response. For more information, visit: http://ndfri.org/

In 2018 OVW led a joint effort between the Departments of Justice and Health and Human Services to identify best practices for the care and treatment of sexual assault survivors and the preservation of forensic evidence. This effort culminated in a report to Congress that summarizes themes from listening sessions OVW held with leaders in law enforcement, prosecution, healthcare, forensic science, and other fields, as well as with survivors. The report also describes initiatives underway within and beyond the Department of Justice to support communities in caring for victims and properly handling evidence. For more information, visit: https://www.justice.gov/ovw/page/file/1100476/download

In some jurisdictions, “high-risk response teams,” often composed of law enforcement, victim advocates, court personnel, human service providers, and attorneys representing victims, deliberate with victims exposed to high risk of recurring, severe violence about possible heightened deterrence strategies to avert repeat violence. Team representatives may make home visits, accompany victims to legal proceedings, advocate for enhanced protective services, or support victims attempting to access critical counseling or economic resources. For more information, visit: http://www.dvhrt.org/

In addition, grantees’ reports demonstrate that VAWA-funded criminal justice solutions are evolving alongside the changing dynamics of violence and victimization, and are being used to address domestic and sexual violence as they intersect with challenges such as cyberstalking and with advances in forensic science. In the two years covered by this report, VAWA-funded grantees supported under the Improving Criminal Justice Response (ICJR) Program reported the following accomplishments:

- Law enforcement made 77,892 arrests, including 7,872 for protection order violations;
- Prosecutors disposed of 46,466 cases, of which 55% resulted in convictions;
- Courts disposed of 1,390 criminal cases, of which 47% resulted in convictions;
- Courts engaged in judicial monitoring of a semi-annual average of 343 offenders for compliance with court-ordered conditions at 12,826 individual review hearings;
- Probation agencies supervised a semi-annual average of 4,381 offenders and conducted a total of 176,750 monitoring activities; and
- Supervised offenders who did not attend mandatory batterer intervention, engaged in new criminal behavior, or violated protection orders or another condition of probation had their probation revoked more than half (66%) of the time.

Services for Victims and Families

VAWA grant funds are used to provide services to victims and their families as they cope with the immediate and often long-term impact of violence in their lives. These services help victims stay safe and establish independence after leaving an abusive relationship, and they connect victims with resources to support their recovery and, if they choose, pursuit of justice. Direct services funded through VAWA include:

- Crisis intervention to help victims deal with their immediate needs after being victimized, find resources, and plan for safety in the aftermath of violence;
- Legal advocacy and representation in civil and criminal matters, which help victims navigate the legal system and obtain favorable outcomes in their cases;
- Assistance with obtaining orders of protection, which are one of the most frequently sought legal remedies for domestic violence victims and have been shown to reduce further violence and improve quality of life for victims;

Tribal - Grantee Perspective

T-SASP funding has allowed us to have a safe space for victims of sexual assault to come and get help. Prior to our Tribe receiving this grant, the tribal members of our community only had the Dearing House or the State-run shelter to report to, other than the hospital. Many of the tribal people in our area would rather not go to any of those places due to poor treatment and racism. This grant has also given us the means to host our talking circles, the funding to do our cultural activities, as well as the materials to hand out at the health fairs, community days, and powwows.

PONCA TRIBE OF INDIANS OF OKLAHOMA (T-SASP)
• Shelter and transitional housing for victims fleeing abuse, with accompanying services to help them find employment and permanent housing for themselves and their children; and

• Supervised visitation and monitored custody exchanges, which account for the elevated risk of violence and homicide faced by victims and their children during the post-separation period.

Coordinated Community Response

VAWA-funded grantees are required to work in meaningful ways with community partners to ensure an effective, coordinated community response (CCR) to domestic and sexual violence. VAWA-funded grantees provide information on their partnerships and collaborative efforts with their applications for funding and over the course of their projects.

Multidisciplinary teams shape local approaches for preventing and responding to violence and abuse, provide cross-disciplinary training so each member understands the others’ roles, facilitate referrals, and assess gaps and weaknesses in the community’s response. An example of a CCR often funded by VAWA is the Sexual Assault Response Team (SART). SARTs are designed to meet victims’ needs, improve investigation and prosecution, and foster accountability for each system involved. Another example is domestic violence fatality review teams, which determine what led to a domestic violence homicide and aim to correct system deficiencies identified in the process. Grantees report that collaboration with community partners improves the quality of services and the effectiveness of the justice system response.

Research shows that strategies to combat domestic/sexual violence are most effective when combined and integrated across disciplines (Beldin et al., 2015; DePrince et al., 2012; Family Justice Center Alliance, 2013; Gagnon et al., 2018; Greeson et al., 2016; Robinson & Fayton, 2016; Rosen et al., 2018; Shepard & Pence, 1999).

MT • Grantee Perspective

The program funding has allowed many survivors of domestic violence to have access to holistic civil legal services, which they would not have had prior to funding. Prior to funding, survivors with limited financial resources had to rely on the generosity of the local bar to provide civil legal services. Such legal services, when available, often lacked competent, client-centered representation in cases of domestic and sexual violence. By having access to attorneys who are educated and experienced in the dynamics of domestic and sexual violence, the program has provided education to the judiciary and court personnel that would not be available without grant funding. The attorney’s use of expert witnesses in court proceedings provides education to the judiciary. The judiciary is then able to apply their newfound knowledge in the case at hand, as well as broadly in future cases involving domestic and sexual violence which come before the judiciary.

Spotlight on services: Over 1,000,000 services provided

- 360,667 VICTIM ADVOCACY services provided
- 172,770 CRISIS INTERVENTION services provided
- 114,038 CIVIL LEGAL ADVOCACY services provided
- 95,570 CRIMINAL JUSTICE ADVOCACY services provided
- 1,415,115 HOUSING BED NIGHTS
- 490,601 HOTLINE CALLS
Recognizing that an effective response must account for the unique needs of marginalized and culturally specific populations, some grantees have refocused their collaborative efforts on involving a more diverse range of community stakeholders in impactful ways. For instance, see the National Latin@ Network’s Community-Centered Evidence-Based Practice Approach at https://nationallatinonetwork.org/exploring-community-evidence/what-is-community-centered-ebp

An ongoing longitudinal study by leaders in the field of IPV research is testing the outcomes of a web-based, culturally specific danger assessment tool and safety planning interventions designed for immigrant, refugee, and indigenous women. This research aims to provide evidence that will inform practice in order to decrease risk and improve health and well-being outcomes for underserved survivors. (Sabri et al., 2019).

**NC • Grantee Perspective**

LAV grant funding has allowed victims to maintain legal actions for child custody and defend retaliatory actions by the perpetrator of domestic violence. This is an ongoing need for victims. Dedicated responses by LAV-funded attorneys can turn the insidious tide of this frequently utilized control technique, which involves using child custody to keep survivors in abusive relationships. The victims’ ability to access quality, holistic legal support is beneficial for their ability to maintain their safety. Without LAV funding, most of these victims would not be able to receive legal services. Escaping abusive relationships without legal representation puts many at a higher safety risk. This risk is mitigated due to LAV grant attorneys and their legal services. Without assistance from LAV attorneys and advocates, victims of underserved populations such as immigrant, Latino, and limited English proficiency speakers would be unable to access and receive legal services in their community.

**30TH JUDICIAL DISTRICT DOMESTIC VIOLENCE-SEXUAL ASSAULT ALLIANCE, NORTH CAROLINA (LEGAL ASSISTANCE FOR VICTIMS PROGRAM)**

In the two years covered by this report, VAWA-funded grantees met regularly with:

- **LEGAL SERVICES ORGANIZATIONS**
- **SEXUAL ASSAULT ORGANIZATIONS/PROGRAMS**
- **PROSECUTION OFFICES**
- **HEALTH/MENTAL HEALTH ORGANIZATIONS**
- **SOCIAL SERVICE ORGANIZATIONS**
- **COURTS**
- **DOMESTIC VIOLENCE ORGANIZATIONS/PROGRAMS**

### Services for and Response to Underserved and Other Vulnerable Populations

Victims’ experiences and a growing body of research confirm that certain populations are victimized by violence and abuse—and report it—at different rates and may have harmful experiences with the criminal justice system when they report due to the presence of bias and lack of understanding. The ways that victims experience, resist, and survive violence can be shaped by a host of cultural, social, and economic factors.

Thus, funds authorized by Congress through VAWA are used to address unique challenges that people from underserved and marginalized populations face when they are victimized. Grantees are encouraged—and in many cases are required—to conduct culturally and linguistically specific outreach to these populations and to develop policies, practices, and resources that ensure these victims can access services and that their abusers are held accountable.

During each six-month reporting period, on average, VAWA-funded grantees served:

- **9,601** victims who identified as American Indians or Alaska Natives;
- **4,222** victims who identified as Asian;
- **15,863** victims who identified as Black or African American;
- **20,147** victims who identified as Latinx or Hispanic;
- **562** victims who identified as Native Hawaiian or Other Pacific Islander;
- **4,722** victims who were children or youth (infancy to age 17);

1 Victims were reported once in each race/ethnicity category that applied.

2 These numbers do not include children and youth indirectly exposed to violence who were served (797) by Consolidated Youth grantees.
Technical Assistance

OWF funds technical assistance providers (TA providers) to offer VAWA-funded grantees training, site visits, tools and resources, and consultation with experts to help them effectively respond to domestic and sexual violence. Technical assistance is designed to enhance and support grantees’ implementation of their VAWA-funded projects and thereby maximize the impact of grant funding. In addition, technical assistance supports grantees in building organizational and community capacity to address domestic and sexual violence with a goal of creating sustainable improvements that last beyond the grant period.

In shaping its Technical Assistance Initiative, OWF solicits input from grantees to ensure that training and other technical assistance is responsive to their needs, promotes good practices, and helps them implement their OWF-funded grant activities most effectively.

The following technical assistance activities were reported by TA providers during the two-year reporting period:

- Training events: 3,735
- People trained with TA funds: 242,020

Training for Professionals

Victims have contact with a range of professionals, including law enforcement, prosecutors, court personnel, health and mental health professionals, and others. Victims’ experiences with these people can have a profound effect on their recovery and their willingness to assist the criminal justice system. Whether it is a police officer responding to a call, a nurse conducting a sexual assault medical forensic exam, or a judge hearing a case that involves a history of domestic violence, it is critical that each person responds appropriately,

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*5,056* victims who were 60 or older;

*8,927* victims with disabilities;

*14,047* victims with limited English proficiency;

*13,703* victims who were immigrants, refugees, or asylum seekers;

*28,161* victims who lived in rural areas;

*8,888* victims who identified as male; and

*636* victims who identified as lesbian, gay, bisexual, transgender, and queer (LGBTQ); and

*231* victims who are Deaf or hard of hearing.\footnote{All grant programs serve victims of domestic/sexual violence who identify as LGBTQ. As of this report, data on the number of victims who identify as LGBTQ is only available from Consolidated Youth, Justice for Families, Rural, and Tribal Jurisdiction grantees.}

A recent study confirmed prior research on the positive impacts of culturally specific practices and found that trauma-informed and culturally specific support provided at Latina-serving community-based organizations contributed to Latina survivors’ well-being and self-confidence. (Serrata et al., 2020).

VAWA-funded grantees offer training and technical assistance for those responding to the needs of victims, such as best practices in organizational structures, developing supportive work environments, managing secondary trauma (i.e., the trauma suffered when one hears about others’ firsthand experiences of trauma), reducing compassion fatigue (i.e., reduced feelings of compassion toward those who have suffered, developing as a result of frequent exposure to other people’s trauma), and improving self-care. Advocates who are well-trained are better able to support victims seeking to become and remain free from violence (Choi, 2016; Frey et al., 2017; Merchant & Whiting, 2015).

Research shows that health care providers who receive training on screening for and identifying victims of domestic violence improve their practice, professional attitudes, and comfort in asking about violence in the patient’s home (Alvarez et al., 2017; Ambuel et al., 2013; Zachor et al., 2018).

NY - Grantee Perspective

Live interpreters must be provided in emergency departments for substantive communication with D/deaf survivors. Disability Program funding has allowed us to target this critical service gap. It has allowed us to recruit a small cohort of experienced interpreters, provide them with training on trauma-informed interpreting for survivors, and establish an on-call system to ensure the availability of qualified interpreters when a D/deaf survivor presents to a partnering emergency department. Disability Program funding allows us to compensate this cohort of specially-trained interpreters, including both hearing ASL interpreters and Deaf interpreters, in order to incentivize their on-call participation. While this is a small pilot in a single participating hospital, we believe it is an important step towards achieving equal access for D/deaf survivors.

**BARRIER FREE LIVING, NEW YORK (DISABILITY PROGRAM)**
A recent study of nearly 1,000 police from a large urban police department in the U.S. showed that law enforcement personnel who participated in trauma-informed training reported misperceptions about trauma at significantly lower rates than the pre-training sample. These findings indicate that training on the impacts of trauma has the potential to improve outcomes pertaining to first contact with SA/DV victims, case investigations, holding offenders accountable, and public safety (Franklin et al., 2019).

Recent research shows that violence prevention education, such as bystander intervention programs, can be effective in changing behavior and reducing dating violence (Coker et al., 2017, 2016; DeGue et al., 2014; Jouriles et al., 2018; Taylor et al., 2013; Zapp et al., 2018). In some cases, these results have been shown to last several years after program delivery (Coker et al., 2017; Foshee et al., 2004).

Community Education, Awareness, and Prevention

Community education, awareness-raising, and prevention activities funded by VAWA are designed to reduce violence through changing attitudes and beliefs that legitimize or promote domestic and sexual violence. Some promising approaches to this work involve engaging men and boys in advocacy and outreach, promoting bystander intervention, running social media campaigns, and organizing educational and mentoring programs.

More than 1.2 million individuals participated in VAWA-funded education, awareness, or prevention activities related to sexual assault, domestic or dating violence, stalking, or child or elder abuse. Typically, these events and activities provided information about the nature and dynamics of these victimizations, available resources, and strategies for prevention. Of these individuals:

- **163,558** were elementary, middle, or high school students;
- **371,554** were college students; and
- **522,720** were other youth, professionals, and community members.
CA • Grantee Perspective
Asian Women’s Shelter cannot stress enough the importance of culturally responsive services for survivors, especially language access. In the San Francisco Bay Area, we have received calls from limited English proficiency survivors who stayed at other domestic violence shelters and expressed that they have not fully received or understood the available services due to language/cultural barriers, or that their time was up at those shelters and they would need to leave soon without having any plans. At times, survivors would have to stay at one shelter after another, while afraid of becoming homeless and postponing their healing and stability from the abuse. Language access is a civil right as well as a trauma-informed practice for survivors of domestic violence, which we have hoped mainstream domestic violence shelters could improve upon.

ASIAN WOMEN’S SHELTER, CALIFORNIA
(CULTURALLY SPECIFIC SERVICES PROGRAM)

MN • Grantee Perspective
While domestic violence impacts people of all socioeconomic levels, it disproportionately affects women with incomes below the poverty level. The need for safe, affordable housing for survivors of domestic violence, sexual violence, dating violence, and stalking is without question. And yet, finding safe, affordable housing continues to be one of the greatest obstacles facing women who are attempting to leave abusive relationships and often forces them to choose between living in unsafe, substandard conditions or returning to their abusers. In addition, victims often face multiple barriers that make securing safe, affordable housing significantly more challenging: lack of access to financial resources, unemployment/underemployment, lack of social/family supports, poor credit and rental history, criminal records, mental health issues, and issues related to their abusive partners’ behavior that lead to eviction or unlawful detainers. For low-income families in Minnesota, the demand for affordable housing far exceeds supply and for the few that do find housing, the majority of their income is paid towards rent which can result in an increased risk of future homelessness. While there are government programs that can assist low-income households with their housing cost, there is currently a five to seven year wait for applicants who are on the list.

ALEXANDRA HOUSE, INC., MINNESOTA
(TRANSITIONAL HOUSING PROGRAM)
Another significant barrier for safety and offender accountability is an inconsistent judicial response to domestic violence. For example, orders of protection are not consistently granted or written to include requested provisions as allowable under the law. Bail conditions are not uniformly set, and some judges appear not to know the full range of bail options, including remand under certain conditions. Additional training for judges, clerks, and magistrates across the County would improve these responses. For foreign-born survivors of domestic violence, access to DV services in their native language would help to ensure survivors can remain safe and stable. Yet, access to professional interpreters with the specific expertise needed to support survivors is often expensive, especially when the language is unique and/or the interpreter is needed on an emergency basis. Funding for appropriate language access is an area of ongoing need.

ERIE COUNTY DISTRICT ATTORNEY'S OFFICE, NEW YORK (ICJR PROGRAM)

- Increasing organizational capacity to serve a greater number of victims and to provide more comprehensive services for their clients;
- Mitigating barriers to consistent and comprehensive services for victims in rural areas and tribal communities, such as challenges to maintaining confidentiality and lack of transportation;
- Providing sufficient trauma-informed and evidence-based training to victim service providers, law enforcement officers, prosecutors, judges, and court personnel;
- Institutionalizing policies toward sexual assault, dating violence, and stalking on college campuses to ensure a uniform response;
- Providing services and support to immigrant and refugee victims and their communities, and improving training for service providers on the particular needs of these populations;
- Increasing access to qualified interpreters and translation services for victims with limited English proficiency (LEP) and other underserved victims;
- Ensuring that services are accessible to people with disabilities and people who are Deaf or hard of hearing, and addressing the specific needs of elder victims; and
- Improving offender accountability through monitoring, batterer intervention programs (BIP), and stricter enforcement of protective orders.

The 2020 Biennial Report includes aggregated data on activities funded by VAWA during the two-year reporting period, established and emerging research on national best practices for responding to domestic/sexual violence, along with snapshots of the impact of VAWA on individual communities, organizations, and victims. The report reflects two years of collective efforts to respond to sexual assault, domestic violence, dating violence, and stalking across the nation. It describes significant accomplishments that would not have been possible in the absence of VAWA funding, and highlights where much work remains to be done.
**Introduction**

The Violence Against Women Act of 1994 (VAWA) marked an historic step forward in our nation’s response to crimes of violence that predominantly victimize women (Violence Against Women Act of 1994).

**VAWA Changed the Legal Landscape, Creating Powerful** criminal and civil enforcement tools for holding perpetrators accountable and for offering victims access to safety and justice. In addition, VAWA recognized that, given the strong social barriers that keep these crimes hidden, public support for specialized outreach, services, training, and enforcement is critically important to achieving the vision of a society that does not tolerate domestic and sexual violence and stalking.

To this end, VAWA established formula and discretionary grant programs to help communities respond to these crimes and better address the needs of victims. The Department of Justice (DOJ)’s Office on Violence Against Women (OVW) awards grants to support states, territories, tribal communities, local government, educational institutions, and nonprofit victim services agencies across the country in developing innovative and effective strategies to respond to sexual assault, domestic violence, dating violence, and stalking.

**IL - Grantee Perspective**

The Culturally Specific Services Program has enabled us to provide patients with wrap-around case management services through the funding of our case managers. These services are the backbone of our programming and the case managers are the center’s passion and greatest strength. They provide exemplary direct service to survivors, are survivor-centered, trauma-informed, queer-affirming, and committed to improving outcomes for survivors and community. They center harm reduction and anti-oppression frameworks in the delivery of services. In addition to the day-to-day work of the case managers, the funding has also allowed for drop-in programming for queer young people who are survivors. There is a lack of services in the Chicagoland area specifically designed for LGBTQ survivors. Additionally, the drop-in programming acts as prevention education for young people on community violence, consent, and healthy sexual relationships. The funding has also encouraged ongoing conversations, partnerships, and trainings with other agencies that provide care for survivors.

**Howard Brown Health Center, Illinois (Underserved Program)**

The Violence Against Women Act of 2000 (VAWA 2000) strengthened the original law by improving protections for battered immigrants, survivors of sexual assault, and victims of dating violence. VAWA 2000 also reauthorized key grant programs created by VAWA and subsequent legislation. It established programs to provide legal assistance for victims, and to address elder abuse, stalking, violence against individuals with disabilities, and safe visitation and exchange of children in cases of domestic violence, child abuse, sexual assault, and stalking (Violence Against Women Act of 2000).
The National Congress of American Indians serves as a resource center for tribes implementing and preparing to implement special domestic violence criminal jurisdiction under VAWA. For more information, visit: http://www.ncai.org/tribal-vawa/get-started/itwg

**Tribal • Grantee Perspective**

Without OVW funding, there would not be a Tribal Domestic and Sexual Assault Coalition. If the Wabanaki Women’s Coalition, Inc. (WWC) did not exist, there would not be a technical assistance provider to respond daily to the many programmatic and fiscal questions from the member advocacy centers. There would not be culturally specific training for advocates or a Tribal voice at the many statewide meetings where decisions are made that impact the Tribes. With the funding of the WWC, Tribal advocates receive the necessary training required by state law to provide advocacy services for survivors of domestic and sexual violence. Funding also enables WWC to coordinate awareness activities in all of Maine’s Tribal communities and bring training to each community to meet their needs in responding to crimes of domestic violence, sexual assault, stalking, dating violence, and trafficking. WWC is able to provide opportunities for survivors from all the Tribal communities to attend a weekend healing retreat. This funding has changed the landscape of the response that native women can expect to receive in Tribal communities throughout Maine.

**WABANAKI WOMEN’S COALITION, INC. (TRIBAL COALITIONS PROGRAM)**

The Violence Against Women Act of 2005 (VAWA 2005) improved and expanded legal tools and grant programs, reauthorized programs created by the original VAWA and subsequent legislation, and strengthened federal criminal laws and legal protections for immigrants (Violence Against Women and Department of Justice Reauthorization Act of 2005). The Act also created new programs, with an increased emphasis on violence against American Indian and Alaska Native women, as well as meeting the needs of sexual assault and youth victims.

The Violence Against Women Reauthorization Act of 2013 (VAWA 2013) made important changes and improvements to OVW-administered grant programs. It is the first federal funding statute to explicitly prohibit discrimination on the basis of actual or perceived gender identity or sexual orientation. VAWA 2013 included an historic provision to address a jurisdictional loophole by recognizing tribes’ inherent authority to exercise “special domestic violence criminal jurisdiction” (SDVCJ) over both Indians and non-Indians who assault Indian spouses, intimate partners, or dating partners, or who violate certain protection orders in Indian Country. In addition, VAWA 2013 amended the federal assault statute to empower federal prosecutors to seek significant penalties for felony-level violence against a spouse, intimate partner, or dating partner committed in Indian Country, including a 10-year offense for assaulting an intimate partner by strangling or suffocating. VAWA 2013 also clarifies that VAWA funds can be used to assist victims with issues related to severe forms of trafficking co-occurring with domestic/sexual violence, and amended several grant program statutes to authorize the use of funds to serve victims of sex trafficking (Violence Against Women Reauthorization Act of 2013).

To document the effect of VAWA funding, VAWA 2000 required the U.S. Attorney General to report biennially on the effectiveness of activities carried out with VAWA grant funds (Violence Against Women Act of 2000). Specifically, the statute provides:

**Reports by Grant Recipients.** The Attorney General or Secretary of Health and Human Services, as applicable, shall require grantees under any program authorized or reauthorized by this division (i.e., VAWA 2000) to report on the effectiveness of the activities accomplished with amounts made available to carry out that program, including number of persons served, if applicable; number of persons seeking services who could not be served; and such other information as the Attorney General or Secretary may prescribe.

**Reports to Congress.** The Attorney General or Secretary of Health and Human Services, as applicable, shall report biennially to the Committees on the Judiciary of the House of Representatives and the Senate on the authorized grant programs.

In response to these reporting requirements, OVW entered into a cooperative agreement with the Muskie School of Public Service, Catherine E. Cutler Institute for Health and Social Policy (Muskie School) at the University of Southern Maine to develop and implement state-of-the-art reporting tools to capture data that demonstrate the effectiveness of VAWA grant funding. For more information see https://www.vawamei.org/.

**ME • Grantee Perspective**

Spruce Run-Womancare Alliance has been the recipient of transitional housing program funds for many years. This support has dramatically enhanced the organization’s capacity to serve victims of domestic/sexual violence as they seek to establish and maintain safe housing. Financial assistance at critical junctures offers the most dramatic improvement to the lives of the victims we serve. Perhaps the second greatest benefit has been the depth of support and advocacy they have available to them as they transition away from abusers and into sustainable, autonomous, living situations. Whether crisis intervention and support in an apartment, personal accompaniment at a court hearing, or advocacy for a child’s needs at a local school, compassionate and trained advocates are available to traditional housing residents. This accessibility is invaluable.

**PARTNERS FOR PEACE, MAINE (TRANSITIONAL HOUSING PROGRAM)**
INTRODUCTION

VAWA Funding and its Effectiveness

VAWA funding has been critical in addressing domestic and sexual violence. As of October 2020, OVW administers 19 statutorily authorized grant programs, 15 of which are discretionary. Additionally, OVW’s portfolio includes active awards that were made under previously authorized programs, as well as a comprehensive technical assistance provider initiative (Technical Assistance Program) and several special initiatives. VAWA funds four formula grant programs—STOP Violence Against Women (STOP Program), Sexual Assault Services (SASP Program), Grants to State Sexual Assault and Domestic Violence Coalitions (State Coalitions Program), and Grants to Domestic Violence and Sexual Assault Tribal Coalitions Program (Tribal Coalitions Program).

Discretionary grant funds are awarded to a variety of recipients. Eligibility for each program is defined by the program’s federal statute. States, tribal governments, city and county governments, government agencies, universities, nonprofit organizations that serve victims, and others may apply for discretionary VAWA funding. Grants are typically awarded for a period of two or three years depending on the specific program, and grantees under most programs may apply for continuation funding.

During the July 1, 2017–June 30, 2019 reporting period, OVW administered 17 current and formerly authorized discretionary grant programs authorized by the Violence Against Women Act of 1994 and subsequent legislation. These grant programs are designed to develop the nation’s capacity to reduce domestic/sexual violence and stalking by strengthening services to victims and holding offenders accountable.

Discretionary Grant Programs

- Enhanced Training and Services to End Violence and Abuse of Women Later in Life Program (Abuse in Later Life or ALL Program)
- Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and Stalking on Campus Program (Campus Program)
- Consolidated Grant Program to Address Children and Youth Experiencing Domestic and Sexual Assault and Engage Men and Boys as Allies (Consolidated Youth or CY Program)
- Grants to Enhance Culturally Specific Services for Victims of Sexual Assault, Domestic Violence, Dating Violence, and Stalking Program (Culturally Specific Services Program or CSSP)
- Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program (Disability Program)
- Grants to Support Families in the Justice System Program (Justice for Families or JFF Program)
- Improving Criminal Justice Response to Sexual Assault, Domestic Violence, Dating Violence, and Stalking Grant Program (ICJR Program)

In addition to statutorily authorized programs, OVW funds several special initiatives to enhance victim safety and autonomy, to increase the availability of victim services, and to enhance offender accountability.

Tribal Grantee Perspective

Prior to T-SASP funding, only two counties within our eleven county jurisdiction provided specific services to children impacted by sexual assault. As a result of T-SASP funding, the Family Violence Prevention Program (FVPP) has hired a child advocate and implemented services specific to children and their families/caregivers who have been impacted by sexual violence. Child advocacy has made a profound difference for families coping with child sexual assault. Prior to T-SASP funds, many families were left to navigate the criminal process alone. With the support and advocacy provided by the child advocate, child survivors and their families/caregivers have the support and guidance to help alleviate some of the stress of the civil and criminal processes. Families who have accessed services through FVPP for child advocacy have disclosed that they do not know what they would have done without the support, guidance, and advocacy services from the program. As a result of these services, families have learned healthy and appropriate coping skills, how to thrive after the trauma, and ways to provide positive support to the survivor. T-SASP funding has made it possible for families to be empowered and find the means to cope through the traumas of sexual abuse.

MUSCOGEE CREEK NATION (T-SASP PROGRAM)
Using current research on strategies to serve victims and hold offenders accountable, OVW invests in proven strategies and solutions to further the common goal of ending domestic/sexual violence. Grant-funded activities fall into the areas discussed below.

### Criminal Justice Response

The criminal justice system is designed to enhance victim safety and hold offenders accountable for their actions through investigation, arrest, and prosecution, as well as through close judicial scrutiny and management of offender behavior. To ensure that the rights and protections of victims are paramount in the development of strategies to address these crimes, VAWA-funded agencies within the criminal justice system must collaborate through meaningful partnerships with nonprofit, sexual assault, and domestic violence organizations and coalitions.

### Law Enforcement

VAWA funds efforts to improve and expand the criminal justice system’s response to victims of domestic/sexual violence. In particular, ICJR, Rural, Tribal Governments, and Tribal Jurisdiction Program grantees are awarded funds for law enforcement activities and staff. Other programs that are awarded funds for training can train law enforcement officers, and engage law enforcement in CCR efforts.

Across the two-year reporting period:
- **113** ICJR, Rural, Tribal Governments, and Tribal Jurisdiction Program grantees used funds for law enforcement activities;
- These grantees supported a semi-annual average of **55** full-time equivalent (FTE) law enforcement officers;
• **54** ICJR and Rural Program grantees used funds to develop, support, and/or train specialized law enforcement units;

• Overall, VAWA-funded grantees trained at least **81,379** law enforcement officers;

• Overall, VAWA-funded grantees trained **12,496** Sexual Assault Nurse Examiners/Sexual Assault Forensic Examiners (SANEs/SAFEs);

• Overall, a semi-annual average of **831** VAWA-funded grantees engaged in CCR related meetings with local, state, and/or federal law enforcement agency staff; and

• A semi-annual average of **135** Rural, Tribal Governments, and T-SASP Program grantees engaged in these meetings with tribal law enforcement.

Law enforcement officers are traditionally the gatekeepers of the criminal legal system. Without an appropriate law enforcement response, victims’ safety remains in jeopardy and offenders escape accountability, almost invariably committing more violence. In the absence of thorough investigation, probable cause assessment, arrest, and charging, offenders are immune from prosecution and potential sanctions: arrest rates remain low, removal of firearms from perpetrators is inconsistent, and sexual assault kits go untested (for research findings on these issues, see: Alderden & Ullman, 2012; Campbell et al., 2015; Campbell, Feeney et al., 2017; Campbell & Fehler-Cabral, 2017; Lynch et al., 2018; Seave, 2006; Shaw et al., 2016; Valentine et al., 2019; Webster et al., 2010; Wintemute et al., 2015; Zeoli et al., 2016).

**Prosecution**

VAWA grant programs promote development and improvement of effective prosecution strategies to address domestic/sexual violence. In particular, ICJR, Rural, Tribal Governments, and Tribal Jurisdiction Program grantees are awarded funds for prosecution activities and staff. ICJR and Rural Program grantees can use funds to develop, support, and/or train specialized prosecution units; other programs that are awarded funds for training can train prosecutors.

Across the two-year reporting period:

• **66** ICJR, Rural, Tribal Governments, and Tribal Jurisdiction Programs grantees funded prosecution activities;

• These grantees supported a semi-annual average of **44** full-time equivalent (FTE) prosecutors;

• VAWA-funded grantees trained at least **12,349** prosecutors;

• **46** ICJR and Rural Program grantees used funds to develop, support, and/or train specialized prosecution units; and

• Data reported by ICJR Program-funded prosecution offices showed a conviction rate of **67%** for sexual assault cases.

Convictions include cases resulting in deferred adjudication, which represent 6% of sexual assault conviction outcomes.

Since the enactment of VAWA, there have been significant innovations in the prosecution of domestic/sexual violence, such as the development of comprehensive investigation policies and procedures; the establishment and expansion of specialized units; technology upgrades; increased numbers of dedicated prosecutors, investigators, and victim advocates; and the availability of training and technical assistance. However, additional systemic improvements are necessary, as the prosecutorial response to domestic/sexual violence is inconsistent within and across jurisdictions. For example, while laws have been enacted in all states regarding strangulation, it is not prosecuted consistently (Pritchard et al., 2015; Reckdenwald et al., 2017; Training Institute on Strangulation Prevention and California District Attorneys Association, 2013). Further, many domestic/sexual violence cases are declined by prosecutors and non-evidentiary factors consistently emerge as significant determinants of whether a case is prosecuted, whether a victim is deemed credible and/or agrees to cooperate, and whether a defendant is found guilty; likewise, these factors influence the severity of the sentence imposed (Alderden & Long, 2016; Alderden & Ullman, 2012).
Courts

Four VAWA-funded grant programs—ICJR, Justice for Families, Rural, Tribal Governments, and Tribal Jurisdiction—used funds for court activities. Other programs can engage court personnel in coordinated community response efforts.

Across the two-year reporting period:

- **36** ICJR, Justice for Families, Rural, Tribal Governments, and Tribal Jurisdiction Program grantees engaged in grant-funded court activities;
- These grantees supported a semi-annual average of **12** full-time equivalent (FTE) court personnel, such as judges, clerks, and docket managers;
- VAWA grantees trained at least **18,019** court personnel;
- ICJR, Justice for Families, and Rural grantees used funds to support a semi-annual average of **21** specialized courts;
- ICJR Program-funded courts disposed of **1,390** sexual assault, domestic/dating violence, stalking, and/or related cases, more than half of which (51%) were domestic/dating violence misdemeanors; **47%** of all charges disposed of resulted in convictions;
- ICJR Program-funded court programs engaged in judicial monitoring of a semi-annual average of **343** offenders and conducted **12,826** individual review hearings;
- Overall, a semi-annual average of **532** VAWA-funded grantees engaged in CCR-related meetings with local, state, and federal courts; and
- A semi-annual average of **127** Rural, Tribal Governments, Tribal Jurisdiction, and T–SASP Program grantees engaged in these meetings with tribal courts.

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**OH • Grantee Perspective**

ICJR Program funding has allowed Summit County to maintain a streamlined approach to felony intimate partner domestic violence cases. Having these cases handled by our Domestic Violence Unit from beginning to end ensures that offenders will be held accountable and victims will be informed and empowered throughout the process. By centralizing these cases in one courtroom with one judge, consistency is maintained and familiarity is developed with repeat offenders and survivors. ICJR Program funding supports three full-time specialized domestic violence unit assistant prosecuting attorneys and one full-time domestic violence investigator. Our unit is trained in the evidence-based prosecution philosophy so that we can move forward with cases which otherwise might not be prosecutable due to a victim’s decision not to come forward or to recant.

**SUMMIT COUNTY, OHIO (ICJR PROGRAM)**

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**MD • Grantee Perspective**

The project offers materials designed specifically for probation officers, focusing on improved responses to sexual assault within the context of offender supervision. It provides an overview of why this work is important, highlights the criminal justice response to sex offenders, provides an overview of the Comprehensive Approach model of sex offender management, and provides a definition of what victim-centered supervision is. It also defines specialized approaches to sex offender supervision, shares sample tools, and provides a scorecard for assessing, and ultimately re-assessing, the extent to which a jurisdiction’s probation practices are victim-centered.

**CENTER FOR EFFECTIVE PUBLIC POLICY, MARYLAND (TECHNICAL ASSISTANCE PROGRAM)**

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** Prosecution**

Across the two-year reporting period, ICJR Program-funded prosecution activities included:

<table>
<thead>
<tr>
<th>Cases</th>
<th>Accepted for Prosecution</th>
<th>Disposed of</th>
<th>Resulted in Convictions</th>
</tr>
</thead>
<tbody>
<tr>
<td>78,833</td>
<td>50,455</td>
<td>46,466</td>
<td>25,477</td>
</tr>
</tbody>
</table>

Among all dispositions, 55% of cases resulted in conviction. Convictions include cases of deferred adjudication, which represents 14% of all conviction outcomes.

**vii** Convictions include cases resulting in deferred adjudication, which represent 32% of all conviction outcomes.
Probation

VAWA-funded grant programs promote the development and improvement of effective probation and parole strategies to address domestic/sexual violence. Four VAWA-funded grant programs—ICJR, Justice for Families, Rural, and Tribal Governments—used funds for probation activities. Other programs that are awarded funds for training can train probation and corrections personnel.

Across the two-year reporting period:

- 39 ICJR, Justice for Families, Rural, Tribal Governments, and Tribal Jurisdiction Program grantees engaged in grant-funded probation activities;
- These grantees supported a semi-annual average of 22 full-time equivalent (FTE) probation officers;
- A semi-annual average of 19 ICJR and Rural Program grantees used funds to develop, support, and/or train specialized probation units; and
- Overall, VAWA-funded grantees trained at least 10,900 corrections personnel, including probation and parole officers, correctional facilities staff, and other offender monitors.

ICJR Program-funded probation agencies made 176,750 contacts with offenders and 10,097 contacts with victims. They disposed of 5,239 probation violations, of which 3,452 resulted in partial or full probation revocation, including incarceration.

Services for Victims and Families

During the two-year reporting period, 16 current and formerly authorized VAWA discretionary grant programs funded direct services to victims, such as:

- Core services; including crisis intervention, hotline services, transportation, and referrals to community resources and agencies;
- Safety planning;
- Emergency assistance (e.g., clothing, food, medical care, and housing);
- Victim advocacy, counseling, and support;
- Criminal justice advocacy;
- Civil legal advocacy and assistance;
- Victim-witness notification; and
- Medical response.

During each six-month reporting period, on average, VAWA-funded grantees provided services to 107,351 victims, children, youth, and other dependents.

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This number does not include families served by Justice for Families, Supervised Visitation, and Tribal Governments grantees, or non-abusing parents receiving supportive services from Consolidated Youth grantees.
Crisis Intervention

Across the two-year reporting period, VAWA-funded grantees responded to **490,601** hotline calls.

During each six-month reporting period, on average, VAWA-funded grantees provided **31,814** primary victims with crisis intervention services.

Shelter and Transitional Housing

During each six-month reporting period, on average:

- Transitional Housing Program grantees provided transitional housing to **827** victims, **1,086** children, and **19** other dependents, and provided **1,137** victims with vouchers or rent subsidies for housing; and
- Abuse in Later Life, CSSP, Disability, Rural, Tribal Governments, Underserved, and Consolidated Youth Program grantees provided emergency shelter to **1,971** victims and **1,913** family members, and provided transitional housing to **303** victims and **467** family members.

Across the two-year reporting period:

- Transitional Housing Program grantees provided a total of **938,893** bed nights, and spent **$11,099,074** on vouchers and rent subsidies for housing; and
- Abuse in Later Life, CSSP, Disability, Rural, Tribal Governments, Underserved, and Consolidated Youth Program grantees provided a total of **292,362** emergency bed nights and a total of **183,860** transitional housing bed nights.

Legal Advocacy and Legal Services

The Legal Assistance for Victims Program (LAV Program) is the primary VAWA-funded vehicle for delivering legal assistance to victims of domestic/sexual violence. During each six-month reporting period, on average, LAV Program grantees:

- Provided services to **26,019** victims and addressed **37,731** legal issues;
- Helped **5,665** victims with more than one type of legal issue (22% of those provided with services); and
- Most frequently supported victims in seeking protection orders (**9,047**), divorces (**6,808**), child custody and visitation (**6,536**), and child support (**3,843**).

During each six-month reporting period, on average, other VAWA-funded grantees provided:

- Civil legal assistance from attorneys and paralegals to **5,762** victims, primarily limited to assistance with protection orders;
- Civil legal advocacy from nongovernmental or community-based advocates and paralegals to **22,082** victims; and
- Criminal justice advocacy from governmental victim assistants, victim-witness specialists, or advocates to **18,064** victims.
Orders of Protection

During the two-year reporting period, VAWA-funded professionals (e.g., advocates, law enforcement personnel, and prosecutors) provided assistance to victims in securing 38,701 final civil protection orders.

LAV Program grantees primarily deliver legal assistance to victims of domestic/sexual violence. During each six-month reporting period, on average, LAV Program grantees provided assistance to 9,047 victims seeking protection orders.

ICJR Program grantees focus on improving the enforcement of protection orders. Across the two-year reporting period, ICJR Program grantees engaged in the following activities, some of which were supported through VAWA funding:

- Law enforcement agencies made 7,872 arrests for violations of protection orders;
- Prosecution offices disposed of 3,646 protection order violations, with 62% resulting in convictions;
- Courts conducted post-conviction judicial monitoring, disposing of 25 violations of protection orders by offenders;
- Courts imposed sanctions such as partial or total revocation of probation, fines, and/or added conditions for 92% of those violations; and
- Probation agencies supervised offenders who had 844 protection order violations, 87% of which resulted in the imposition of sanctions.

The Courts and Justice for Families Programs support courts in improving their responses to victims of domestic/sexual violence. Across the two-year reporting period, Courts and Justice for Families Program-funded courts:

- Issued 4,976 final civil protection orders;
- Disposed of 820 protection order violation cases in criminal courts, with 62% resulting in convictions; and
- Conducted post-conviction judicial monitoring, disposing of 269 violations of protection orders by offenders and imposing sanctions for 76% of those violations.

Supervised Visitation and Safe Exchange Services

During each six-month reporting period, on average, Justice for Families, Supervised Visitation, and Tribal Governments Program grantees provided services to 1,631 families, including 2,459 children, 1,633 custodial parents, and 1,629 non-custodial parents (the Supervised Visitation Program was eliminated under VAWA 2013, but grants from previous years were still active during the period covered by this report).

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**DE - Grantee Perspective**

This funding has allowed the Delaware Family Court to train mediators, judges and commissioners in specialized domestic violence and child custody matters. Protection From Abuse (PFA) hearings in the state’s three counties are now conducted much more uniformly with a focus on making the process fair and transparent for petitioners and respondents. This funding has allowed Family Court of Delaware to produce critical information for self-represented litigants, including a new PFA packet, child custody packet, and seven one-page infographics on court procedures.

**DELAWARE ADMINISTRATIVE OFFICE OF THE COURTS (JUSTICE FOR FAMILIES PROGRAM)**

**KY - Grantee Perspective**

Funding has allowed this organization to provide a formalized process for supervised visitation and monitored custodial exchange services for this region, utilizing evidence-based practices that have enhanced security and accountability. It provides a means for children to have a voice in this process and to have that voice utilized as a consideration in all planning efforts. Sunflower Kids has provided services to more than 160 families in Kentucky and surrounding states and has become a center revered for its ability to handle complex family situations. In its operation, there were zero incidents of violence on Sunflower Kids property, and there was a reduced risk of continued interpersonal violence as a result of its existence. In addition, the organization created partnerships between community entities and law enforcement that have enhanced the stability and safety of families in the communities where it operated.

**LEXINGTON-FAYETTE URBAN COUNTY GOVERNMENT, KENTUCKY (JUSTICE FOR FAMILIES PROGRAM)**

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ix ICJR Program grantees’ criminal justice activities reach beyond the individual unit, and, as a result, grantees report criminal justice data for the entire agency within the jurisdiction.

x This conviction rate includes deferred adjudications, which represents 6% of all conviction outcomes.

xi This conviction rate includes deferred adjudications, which represents 13% of all conviction outcomes.
Across the two-year reporting period, these grantees provided the following services to families:

- A total of 40,098 one-to-one visits to a semi-annual average of 1,211 families; and
- A total of 25,308 supervised exchanges to a semi-annual average of 373 families.

Families were most likely to be referred to the program by a family court order (60%), and to have issues of domestic violence (93%).

### Coordinated Community Response

Grantees focus on interagency coordination and collaboration, whether through formal partnerships or community networking, and report the frequency of victim referrals and victim or case-level consultations, and of systems-level interactions, such as task force, work group, or coordinating council meetings.

Across the two-year reporting period, 1,760 VAWA-funded grantees engaged in CCR-related activities.

### Services for and Response to Underserved and Other Vulnerable Populations

VAWA defines “underserved populations” as “populations traditionally underserved due to geographic location, religion, sexual orientation, gender identity, underserved racial and ethnic populations, and populations underserved because of special needs (such as language barriers, disabilities, alienage status, or age).”

Historically underserved and vulnerable populations face unique challenges and barriers to accessing criminal justice, receiving services, and obtaining social and economic supports.

In response to these dynamics, Congress authorized VAWA funding to assist historically underserved victims with the unique challenges they face when seeking to become and remain free from violence.

### American Indians and Alaska Natives

During each six-month reporting period, on average, T-SASP, Tribal Governments, and Tribal Jurisdiction Program grantees served 7,234 victims.

Overall, VAWA-funded grantees served an average of 9,601 victims and 439 other family members who identified as American Indian or Alaska Native during each six-month reporting period.
Immigrants and Refugees
LAV Program grantees assist immigrant victims in self-petitioning and seeking U visa status. During each six-month reporting period, on average, LAV Program grantees provided services to 7,331 victims who were immigrants, refugees, or asylum seekers.

CSSP, SASP-CS, and Underserved Program grantees also provide assistance to victims on immigration issues. During each six-month reporting period, on average, these grantees provided services to 2,055 victims who were immigrants, refugees, or asylum seekers.

Overall, VAWA-funded grantees served an average of 13,703 victims who were immigrants, refugees, or asylum seekers, and an average of 14,047 victims who had limited English proficiency during each six-month reporting period.

People with Disabilities
Across the two-year reporting period, Disability Program grantees:

- Trained 4,957 people (including health and mental health care providers, government agency staff, domestic violence service providers, disabilities organizations staff, law enforcement personnel, and residential, institutional, and independent-living staff) to provide more effective services to victims with disabilities; and
- Provided 646 technical assistance activities, which included 601 consultations and 45 site visits.

Overall, VAWA-funded grantees served an average of 9,158 Deaf and/or disabled victims during each six-month reporting period.

People Victimized in Later Life/Elder Abuse
Across the two-year reporting period, Abuse in Later Life Program grantees:

- Used grant funds to train 5,741 individuals, including 3,040 law enforcement officers and 158 prosecutors; and
- Provided services to an average of 766 victims aged 50 or older during each six-month reporting period.

Overall, VAWA-funded grantees served an average of 5,056 victims aged 60 or older during each six-month reporting period.

Children and Youth
During each six-month reporting period, on average:

- Consolidated Youth, Justice For Families, Rural, SASP-CS, Supervised Visitation, Transitional Housing, Tribal Governments, Tribal Jurisdiction, and T–SASP Program grantees provided services to 6,668 children (infancy to age 12);

Taboos on speaking about sexuality, fear of engaging non-Native criminal justice and social services systems, and hesitancy to name respected community members as abusers for fear of the consequences are all rooted in histories of colonization and impact the likelihood of disclosure and help-seeking by AI/AN victims of sexual violence. Limited jurisdiction also inhibits the provision of justice in cases of sexual assault and child abuse in Alaska Native communities and throughout Indian Country. Many AI/AN domestic/sexual violence advocacy organizations have developed practices that acknowledge these histories and address them using traditional ways of healing and building community, while also exploring alternative methods for holding offenders accountable (Braithwaite, 2018; Deer, 2017, 2018; Mending the Sacred Hoop, n.d.).
Grantees from all programs that serve victims and their families provided services to 5,040 adolescents (ages 13 to 17),\textsuperscript{xii, xiii} and Rural Program grantees provided services to 1,023 victims of child sexual abuse.\textsuperscript{xiv}

Victims and Families Living in Rural Areas

To address barriers to accessing justice and respond to rural victims of domestic/sexual violence, VAWA funds the Rural Program. During each six-month reporting period, on average, Rural Program grantees provided services to 12,694 victims.

Overall, VAWA-funded grantees provided services to an average of 28,161 victims who lived in rural areas (including reservations and Indian Country) during each six-month reporting period.

Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ) Victims

- During each six-month reporting period, on average, VAWA-funded grantees served 636 victims who identified as lesbian, gay, bisexual, transgender, and queer (LGBTQ).\textsuperscript{xv}

Technical Assistance and Training for Professionals

Nearly all VAWA-funded grant programs provide training and expert technical assistance to a wide variety of professionals on a broad range of topics related to domestic/sexual violence. In the course of seeking services, victims may interact with advocates, law enforcement, prosecutors, court personnel, health and mental health professionals, campus personnel, educators, and government agency staff. To best serve victims of domestic/sexual violence, professionals must understand the causes, circumstances, and consequences of violence, as well as best practices to address violence and victimization.

\textsuperscript{xii}Total does not include non-custodial or custodial adolescent parents receiving supervised visitation services from Justice for Families, Supervised Visitation, or Tribal Governments grantees. However, it does include children and adolescents served by these three grant programs. In addition, Abuse in Later Life grantees only serve victims aged 50 years and older.

\textsuperscript{xiii}The Justice for Families, Rural, and Tribal Jurisdiction Program youth age category spans from 11-17.

\textsuperscript{xiv}Depending upon the age at which a victim seeks services, this number could include both child and adult victims of child sexual abuse.

\textsuperscript{xv}All grant programs serve victims of domestic/sexual violence who identify as LGBTQ. As of this report, data on the number of victims who identify as LGBTQ is only available from Consolidated Youth, Justice for Families, Rural, and Tribal Jurisdiction Program grantees.
Community Education, Awareness, and Prevention

Community education, awareness-raising, and prevention activities funded by VAWA are designed to reduce violence through changing attitudes and beliefs that legitimize or promote domestic and sexual violence. Across the two-year reporting period:

- Consolidated Youth Program grantees provided 238 ongoing educational and mentoring activities that reached 5,156 youth (3,927 of whom were students) and 2,977 other community members.

With this foundation, they can effectively respond to victims, prevent further harm, avoid unintended negative consequences, and hold offenders accountable. Grantees prioritize training law enforcement, court personnel, health care providers, and advocates, who are often first responders to victims, meaning they may be the first people that victims disclose their victimization to or ask for help.

Across the two-year reporting period, 1,318 VAWA-funded grantees convened a total of 23,299 training events, and trained 645,614 professionals, including:

- 149,449 victim advocates and other advocacy organization and agency staff;
- 81,379 law enforcement officers;
- 57,962 health professionals, such as mental health providers, health care professionals, and SANEs/SAFEs;
- 36,498 attorneys and law students;
- 21,467 government agency staff;\(^{\text{vi}}\)
- 18,019 court personnel;
- 12,349 prosecutors; and
- 6,701 faith-based organization staff.

VAWA-funded grantees most often provided training on the dynamics of domestic/sexual violence and services available to victims of these crimes, safety planning, and confidentiality. Across the two-year reporting period:

- 320 Disability, State Coalitions, Technical Assistance, and Tribal Coalitions Program grantees provided 117,084 consultations and 4,561 site visits to a broad range of professionals; and
- 83 LAV Program grantees provided technical assistance to legal professionals (including attorneys, judges, prosecutors, legal services staff, Guardians ad litem, friends of the court, and court mediators) and victim advocates.

This number includes 5,702 tribal government agency staff.

TN - Grantee Perspective

This funding has allowed the TN Coalition to End Domestic Violence and Sexual Assault (TN Coalition) to continue our Training and Technical Assistance Project, which provides extensive technical assistance on matters of legal advocacy, domestic/sexual violence, as well as empowerment-based and trauma-informed advocacy. Training and technical assistance provided by the TN Coalition builds the capacity of victim advocates and professional allies to better serve victims of domestic and sexual violence, and to work more effectively with criminal justice agencies to reduce violence against women, increase safety for victims, and hold perpetrators accountable for their actions. This funding has allowed the TN Coalition to expand webinar offerings, including a greater variety of trainings on topics for both beginning and advanced advocates and training on serving underserved populations. These webinars are recorded and accessible by advocates and allied professionals across the state at any time, so that those individuals who work unusual hours, or agencies that have limited training funds, can easily access a variety of training materials. This funding has also allowed the TN Coalition to offer more on-site trainings for victim services agencies and allied organizations. In this way, the TN Coalition is able to offer training that is tailored to the challenges and needs of an individual agency, to alleviate the strain of travel and lodging costs, and the burden of pulling multiple staff off-site and away from clients to fulfill their training needs. This enables more small, rural agencies to provide their staff with more frequent and higher-quality training, improving their capacity to serve survivors.

TENNESSEE COALITION TO END DOMESTIC AND SEXUAL VIOLENCE (STATE COALITIONS PROGRAM)

Research shows that children and adolescents are more likely to disclose abuse and bullying, recognize and stop abusive behavior in themselves and others, and engage in positive bystander and self-protective behavior when they receive school-based curricula focusing on building healthy relationships (Lester et al., 2017; Miller et al., 2013; Morrison et al., 2017; Walsh et al., 2018). This form of prevention education is particularly effective when it includes multiple lessons and parental involvement (Finkelhor et al., 2014; Letourneau et al., 2017; Lesneskie & Block, 2016).
Overall, VAWA-funded grantees conducted 17,459 educational and public awareness programs and events that reached 535,112 students and 522,720 other community members.xvii

## Formerly Authorized Discretionary Grant Programs

- Court Training and Improvements Program (*Courts Program*)
- Safe Havens: Supervised Visitation and Safe Exchange Grant Program (*Supervised Visitation Program*)

## Formula Grant Programs

- Grants to State Sexual Assault and Domestic Violence Coalitions Program (*State Coalitions Program*)
- Grants to Support Tribal Domestic Violence and Sexual Assault Coalitions Program (*Tribal Coalitions Program*)
- STOP Violence Against Women Formula Grant Program (*STOP Formula Grant Program*)
- Sexual Assault Services Formula Grant Program (*SASP Formula Grant Program*)

In addition, OVW administers the Technical Assistance Program (*TA Program*) to provide grantees with training and expertise they need to meet the challenges of addressing domestic/sexual violence and stalking.

This 2020 Biennial Report to Congress on the Effectiveness of Grant Programs under the Violence against Women Act (2020 Biennial Report) describes data submitted by grantees of 17 current and formerly authorized discretionary grant programs. It also includes data submitted by State and Tribal Coalitions, and OVW’s technical assistance providers. Data for each of these programs are provided in separate chapters of this report.

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xvii Not included in this figure are media campaigns and awareness events convened by State Coalitions and Tribal Governments Program grantees.
The Enhanced Training and Services to End Violence Against and Abuse of Women Later in Life Program

While sexual assault, domestic violence, dating violence, or stalking can affect victims in any age group, individuals who are 50 years of age or older who experience elder abuse, neglect, and exploitation can face unique barriers to receiving assistance.

Recognizing this, the Enhanced Training and Services to End Violence Against and Abuse of Women Later in Life Program (Abuse in Later Life or ALL Program) supports a comprehensive coordinated community response (CCR) to address and prevent elder abuse.

50 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 50 unique grantees reported activities funded by the ALL Program.

766 Victims Served
On average, grantees served or partially served 766 victims during each 6-month reporting period.

5,741 People Trained
Grantees trained a total of 5,741 people.

Age or disability may increase isolation for victims of elder abuse, and professionals may mistakenly perceive age or disability, rather than abuse, as the reason for a victim’s injuries. Victims may depend on their abusers for care or housing, and abusers may intimidate them using threats of placing the victim in a nursing home. The victim may also experience shame or embarrassment in addition to the fear of losing the support their abuser provides. It is particularly critical for criminal justice professionals and victim service providers to recognize indicators that an older individual is being abused.

Sexual violence against older women is rarely talked about. Ageism contributes to the mistaken notion that older people are asexual, which fosters the dangerous assumption that they cannot be targets of sexual violence. Older women may be reliant on their perpetrators to provide their care, which makes victims especially vulnerable to continued violence (Fileborn, 2017).
The Abuse in Later Life Program enhances the safety of victims by supporting projects uniquely designed to address and prevent elder abuse. Purpose areas include:

- Train programs to assist criminal justice system personnel in recognizing, addressing, investigating, and prosecuting instances of elder abuse, neglect, and exploitation;
- Provide or enhance services for victims of elder abuse, neglect, and exploitation;
- Create or support multidisciplinary collaborative community responses to victims of elder abuse, neglect, and exploitation;
- Conduct cross-training for victim service organizations, governmental agencies, courts, law enforcement, and nonprofit, nongovernmental organizations serving victims of elder abuse, neglect, and exploitation;
- Provide training programs to assist attorneys, healthcare providers, faith-based leaders, or other community-based organizations in recognizing and addressing instances of abuse in later life; and
- Conduct outreach activities and awareness campaigns to ensure that victims of abuse in later life receive appropriate assistance.

General Grant Information

Information for this report was submitted by 50 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 7 (14%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose area:
  - Create or support multidisciplinary collaborative community responses to victims.

Staff

Grant-funded staff provide services to victims and training for criminal justice professionals to help ensure a CCR to victims of elder abuse. Being able to hire staff is critical to the overall function and success of programs.

- 48 (96%) grantees used funds for staffing needs.
- Grantees funded an average of 42 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds for program coordinators and victim advocates.
Training
Grantees train professionals to effectively respond to older victims of domestic/sexual violence and elder abuse, neglect, or exploitation. This training improves the professional response to victims and increases offender accountability.

- 40 (80%) grantees used funds for training.
- Grantees convened a total of 144 training events.

Victim Services
Grantees provide an array of services to victims. Victims may receive victim advocacy, crisis intervention, financial counseling, legal advocacy, transportation, safety planning, or other services as needed. These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.

- 37 (74%) grantees used funds for victim services.
- Grantees provided services to an average of 766 victims during each 6-month period.
- 99% of victims who sought services received them during each 6-month period.
During each 6-month period, on average, grantees provided:

- Victim advocacy services to **502** victims;
- Crisis intervention services to **251** victims;
- Support group/counseling services to **299** victims;
- Civil legal advocacy services to **211** victims;
- Financial counseling services to **109** victims;
- Transportation services to **88** victims; and
- Criminal justice advocacy services to **75** victims.

**Hotline calls:**
- Grantees received a total of **5,472** hotline calls.

**Victims Seeking Services**

Grantees serve victims of domestic/sexual violence and elder abuse, neglect, or exploitation. Between July 1, 2017 and June 30, 2019:

- Most victims served or partially served were victims of **domestic/dating violence** (50%).

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**Figure 1** Provision of victim services by Abuse in Later Life Program grantees, by type of presenting victimization

<table>
<thead>
<tr>
<th>Victims served and partially served by type of victimization (6-month average)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of presenting victimization:</td>
</tr>
<tr>
<td>Domestic/dating violence</td>
</tr>
<tr>
<td>Elder abuse</td>
</tr>
<tr>
<td>Sexual assault</td>
</tr>
<tr>
<td>Stalking</td>
</tr>
</tbody>
</table>

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**CA - Grantee Perspective**

Elder Grant Program funding has allowed Tulare County to have a more collaborative, victim-centered approach to elder abuse. Prior to funding, Tulare County service providers and law enforcement had been unable to attend out-of-town training opportunities and receiving this funding was able to bring those much needed opportunities to our area. Each training has brought agencies closer together as they become more educated on the complex needs of elder abuse victims. As a community, we have learned that one agency alone is rarely able to identify and meet every need of victims in elder abuse cases. Elder Grant Program funding has allowed us to see the importance and benefit of collaboration within intervening agencies.

With this understanding, the Abuse in Later Life Victim Advocate has begun to reach out to agencies within our community that serve marginalized populations in hopes to educate them on elder abuse community resources. The Source, a local agency within our community that supports LGBTQ+ people, provides space and hosts a senior support group once a week called “Silver Foxes.”

**FAMILY SERVICES OF TULARE COUNTY, CALIFORNIA**

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A nationally representative study showed that one in ten adults aged 60 or older experienced emotional, physical, or sexual mistreatment or potential neglect in the past year (Acierno et al., 2010). Another study of women aged 55 and older found that nearly half of the sample experienced some type of physical, verbal, psychological, sexual, and/or financial abuse since turning 55 (Fisher et al., 2011). Further, 14% of women over 65 report having been physically or sexually assaulted, or both, by intimate partners during their lifetime, and many of them exhibit symptoms of PTSD, depression, and anxiety even decades after the trauma (Cook et al., 2013; Eaton et al., 2016).
Victims’ Relationships to Offenders

Grantees serve older victims of domestic/sexual violence and victims of elder abuse. Between July 1, 2017 and June 30, 2019:

- The victims most frequently served or partially served were victimized by a **spouse or intimate partner** (44%).
- The remaining victims were most commonly victimized by a **family or household member** (23%) or a **child/grandchild** (16%).

Emerging research is illuminating the ways in which multiple forms of violence against older adults often occur in tandem, or alternatively, one form of violence can trigger a cascade of other abuses (Teaster, 2017). In addition, practitioners and scholars are recognizing the need for more specific knowledge on the ways elder abuse plays out in underserved populations, calling for investigations that go beyond culture and consider geography, socioeconomic status, and access to resources (Dong, 2017; Jervis et al., 2016).

### Table 2
Victims seeking services with Abuse in Later Life grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Total victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total victims served</td>
<td>778</td>
</tr>
<tr>
<td>Victims served</td>
<td>742 95%</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>24 3%</td>
</tr>
<tr>
<td>Victims not served</td>
<td>12 1%</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Abuse in Later Life Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Abuse in Later Life Program grant.

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Emerging research is illuminating the ways in which multiple forms of violence against older adults often occur in tandem, or alternatively, one form of violence can trigger a cascade of other abuses (Teaster, 2017). In addition, practitioners and scholars are recognizing the need for more specific knowledge on the ways elder abuse plays out in underserved populations, calling for investigations that go beyond culture and consider geography, socioeconomic status, and access to resources (Dong, 2017; Jervis et al., 2016).

**NC • Grantee Perspective**

The Abuse In Later Life grant funding has allowed our Elder Justice Project to provide consistent, high-quality training to officers working in seven different municipal law enforcement agencies within our county. This training has been critical in ensuring that trained officers have the information to help them identify and appropriately respond to cases involving abuse in later life. The county DSS Adult Protective Services program has reported a significant increase in the number of elder abuse reports by law enforcement as a result of this training. Officers were encouraged to work together with APS workers throughout the life of cases when feasible and appropriate, to avoid retraumatizing victims and to enhance prosecution. Officers were also encouraged to make referrals to local victim services agencies for immediate and ongoing victims’ assistance. In addition, this grant funding allowed our Elder Justice Project to provide consistent, high-quality training to victim services providers and direct services providers within the senior services network, many of whom had not traditionally worked together.

**ALAMANCE COUNTY, NORTH CAROLINA**
Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or were only partially served:

- Victim did not meet statutory requirements;
- Program unable to provide service due to limited resources;
- Services inadequate/inappropriate for victims with mental health issues;
- Services were not appropriate for victim; or
- Program rules not acceptable to victim.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 766 victims during each 6-month reporting period. The victims most frequently served or partially served were white (63%), female (83%), and between the ages of 60 and 75 (44%).
**WA - Grantee Perspective**

This funding has allowed us to develop a Coordinated Community Response Team focused on systems change and multi-agency collaboration to improve our response to elder abuse in our community. Prior to this funding, we did not have a concentrated effort dedicated to this cause. As a result of this funding, we now have the opportunity to provide direct victim services to older adult victims of abuse, which was previously not possible as there are no similar programs specific to this population in our community. While there are several domestic violence, sexual violence victim advocacy programs and various aging network providers that serve older adults, there had not been an Elder Abuse Victim Advocate who focuses specifically on assisting older victims of abuse through victim advocacy services, crisis intervention, and civil legal advocacy until we received funding which allowed for the development of this position. Most of the domestic violence victim advocacy programs in our county are specific to intimate partner violence, which prevented older adults with abusers of a different relationship (e.g., children, grandchildren, caregivers, etc.) from receiving much-needed help and services. This funding has allowed us to fill this gap and serve the needs of the older community. Specifically, the Elder Abuse Specialist/Victim Advocate has been able to assist older adults in filing for domestic violence and vulnerable adult protection orders, which had not been possible prior to funding, leaving older adult victims to navigate this process alone.

**Recent studies have pointed toward the need to adapt lethality screenings by age since older perpetrators of intimate partner homicide are more likely to express suicidality, less likely to be estranged, and less likely to have known histories of partner violence (Salari & Maxwell, 2016; Salari & Sillito, 2016). Emerging research indicates that murder-suicide rates may be on the rise in elderly populations. Like in the general population, the vast majority of murder-suicide victims in this age category are women killed by intimate partners (Langley, 2015).**
Remaining Areas of Need

Grantees noted that victim service providers and law enforcement agencies need better training in order to enhance services to victims of elder abuse, especially around issues of:

- Trauma-informed practice;
- Recognizing, investigating, and prosecuting cases of elder abuse;
- Cross-training of elder advocates and domestic and sexual violence advocates; and
- Adherence to mandatory reporting requirements.

They emphasized the need to increase public education and victim outreach efforts in order to encourage victims to come forward.

Grantees noted that the failure to report abuse constituted a significant barrier to serving victims of abuse in later life. They cited a number of reasons for the lack of reporting, including:

- Shame and embarrassment on the part of the victim;
- Manipulation by family members and caretakers;
- Physical isolation due to lack of access to transportation;
- Little knowledge about available services; and
- Lack of community education about the dynamics of elder abuse.

Grantees also cited access to emergency and long-term affordable housing as a challenge facing victims of abuse in later life. In addition to a shortage of adequate housing, service providers also cited a number of unique challenges of working with older clients, including:

- The limited mobility of many of their clients;
- The need for enhanced mental health care; and
- The unique financial circumstances of older victims.

Grantees felt that enhanced coordination and collaboration between service providers and improved case management would allow victims of elder abuse to better access services.

Finally, grantees cited the need to reach out to and provide culturally specific services for underserved populations, including:

- Victims in rural areas;
- Victims with limited English proficiency; and
- Immigrant victims.
Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and Stalking on Campus Program

The Grants to Reduce Sexual Assault, Domestic Violence, Dating Violence, and Stalking on Campus Program (Campus Program) is designed to encourage institutions of higher education to adopt a comprehensive coordinated community response (CCR) to sexual assault, domestic violence, dating violence, and stalking.

176 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 176 unique grantees reported activities funded by the Campus Program.

693 Victims Served
On average, grantees served or partially served 693 victims during each 6-month reporting period.

157,504 Students Reached
Grantees reached a total of 157,504 incoming students through Campus-funded prevention education programming (14% of all incoming students).

Campuses address these crimes by developing campus-and community-based responses, which include:

- Campus victim services;
- Campus law enforcement;
- Health services;
- Mandatory education of incoming students; and
- Links to local criminal justice agencies and service providers.

An examination of ten public universities’ sexual assault prevention and reporting policies found that universities’ policies tend to focus on the threat of violence, as opposed to perpetrated sexual violence itself, often leaving sexual violence victims without critical resources that a more explicit sexual misconduct policy could provide (Streng & Kamimura, 2015).
The Campus Program enhances the safety of victims by supporting higher education institutions in the development of services and programs uniquely designed to address and prevent domestic/sexual violence on campuses. Purpose areas include:

- Provide personnel, training, technical assistance, and data collection, to increase apprehension, investigation, and adjudication;
- Develop and implement campus policies, protocols, and services that more effectively identify and respond to these crimes;
- Implement educational programming on prevention;
- Develop or strengthen victim services programs, including providing legal, medical, or psychological counseling;
- Provide assistance and information about victims’ options on-and-off campus to bring disciplinary or other legal action, including assistance to victims in immigration or trafficking matters;
- Expand data collection and communication systems;
- Provide capital improvements including improved lighting and communications facilities;
- Support improved coordination among campus administrators, campus security personnel, and local law enforcement;
- Develop or adapt and provide developmentally, culturally appropriate, and linguistically accessible print or electronic materials to address both prevention and intervention; and
- Develop and promote population-specific strategies and projects for victims from underserved populations on campus.

General Grant Information

Information for this report was submitted by 176 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 7 (4%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose areas:
  - Support improved coordination;
  - Implement and operate education programs for prevention; and
  - Develop and implement campus policies, protocols, and services.
Staff

Grant-funded staff provide training, coordination, prevention education, and victim services to ensure a CCR to domestic/sexual violence on college campuses. **Being able to hire staff is critical to the overall function and success of programs.**

- **168** (95%) grantees used funds for staffing needs.
- Grantees funded an average of **114** full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support program coordinators and trainers.

<table>
<thead>
<tr>
<th>Table 1</th>
<th>Staff supported with Campus grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Staff funded</strong></td>
<td><strong>6-month average</strong></td>
</tr>
<tr>
<td><strong>Total FTE staff funded</strong></td>
<td><strong>114</strong></td>
</tr>
<tr>
<td>Program coordinators</td>
<td>73 64%</td>
</tr>
<tr>
<td>Trainers</td>
<td>14 12%</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>10 9%</td>
</tr>
<tr>
<td>Administrators</td>
<td>8 7%</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

Minimum Requirements

Each campus receiving funds must address four requirements:

1. Create a CCR to address domestic/sexual violence on campus. This multidisciplinary response involves the entire campus as well as the larger community including: student affairs, student health, athletics, residence life, campus police, campus judicial boards, local law enforcement, local victim services providers, prosecutors, and state domestic violence and sexual assault coalitions.

2. Provide mandatory prevention and education programs about domestic/sexual violence for all incoming students:
   - **555,039** incoming students received prevention education (51% of all incoming students).
   - **157,504** incoming students received prevention education supported with grant funds (14% of all incoming students).

3. Provide training for campus police and security:
   - **1,905** campus police/security officers received training with grant funds.

4. Train judicial/disciplinary board members about domestic/sexual violence:
   - **4,753** judicial/disciplinary board members received training with grant funds.

While more research is needed on the effectiveness of dating violence prevention approaches, a recent study showed that bystander education programs, which take a broad community approach to preventing violence, are more effective than traditional awareness education programs in changing attitudes, beliefs, efficacy, intentions, and self-reported behaviors. (Peterson et al., 2018).

**ME • Grantee Perspective**

The Campus Program has allowed us to hire a Program Coordinator who can dedicate her full attention to the creation of a true prevention curriculum. This curriculum is the cornerstone of our efforts to reduce sexual assault, relationship violence, and stalking on our campus. Our programming around these issues has expanded exponentially and at a pace far faster than we could have accomplished without this grant. The leverage of the Campus Program has brought new individuals to the table to discuss these important issues and has focused the campus in ways we have not been able to previously. Because of the overwhelming attention the grant has brought to these topics, we have also been able to secure institutional dollars for initiatives that support the work of the grant.

**GU • Grantee Perspective**

Funding allowed us to finalize and distribute our new domestic and dating violence brochure, which addresses campus and community resources such as University of Guam’s Campus Security Safe Ride/Safe Walk Program, community-based victim services programs, as well as national websites to prevent domestic and dating violence.

1 Attendees at training events are not necessarily unduplicated. Attendees may be reported in both the minimum requirements section and the training section.
Training

In addition to the training of campus police and judicial/disciplinary board members to fulfill minimum requirements, grantees train professional members of the campus community, such as student affairs staff, faculty, campus law enforcement officers, health and mental health staff, and other community-based professionals. **This training improves the professional response to victims and increases offender accountability.**

- **129** (73%) grantees used funds for training.
- Grantees trained a total of **28,337** people.

Victim Services

Grantees provide an array of services to victims of domestic/sexual violence, including victim advocacy, crisis intervention, and legal advocacy. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **66** (38%) grantees used funds for victim services.
- Grantees provided services to an average of **693** victims during each 6-month period.
- Nearly **100%** of victims who sought services received them during each 6-month period.

**During each 6-month period, on average, grantees provided:**

- Victim advocacy services to **401** victims;
- Crisis intervention services to **347** victims;
- Support group/counseling services to **214** victims;
- Academic/educational advocacy services to **196** victims;
- Legal advocacy/court accompaniment services to **72** victims; and
- Disciplinary board advocacy services to **71** victims.
A recent review of campus responses to sexual violence showed that the number of colleges and universities who reported providing on-campus counseling for victims had increased by 16% since 2002; 55% of schools reported providing on-campus victim advocates; and just over two-thirds (76%) of schools identified off-campus resources for sexual assault victims so that they may seek services when campus resources are unavailable or not preferred (Richards, 2019). While these figures may demonstrate progress, research has shown that sexual assault prevalence as well as risk and protective factors vary greatly between institutions, indicating the need for more research and responses at the individual campus-level (Moylan & Javorka, 2020).

MA • Grantee Perspective

Campus Program funding has been crucial for Salem State University. One of the biggest achievements is implementing the 24/7 confidential advocacy hotline. This service has provided support, information, crisis intervention, and advocacy for many Salem State students. This is the only office on campus that is dedicated to survivors of sexual assault, dating and domestic violence, and stalking and this office was not available prior to the grant. Advocates are trained in providing trauma-informed, culturally sensitive services and they have helped students with medical accompaniment, assistance with protection orders and other court proceedings, information about the university conduct process and more. We also fund a part-time licensed clinician who provides therapy for survivors. This holistic response to survivors helps provide better outcomes and helps students feel supported through these difficult processes.

Table 2  Victims seeking services with Campus grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Type of presenting victimization</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sexual Assault</td>
<td>33%</td>
</tr>
<tr>
<td>Dating/domestic violence</td>
<td>9%</td>
</tr>
<tr>
<td>Stalking</td>
<td>9%</td>
</tr>
</tbody>
</table>

Victims served and partially served by type of victimization (6-month average)

Victims seeking services with Campus grant funds, July 2017–June 2019

<table>
<thead>
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<td>9%</td>
</tr>
</tbody>
</table>

Note: “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Campus Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Campus Program grant.

MS • Grantee Perspective

Training for our law enforcement/campus safety officers has been very successful. Topics covered in these trainings include report writing, roles of officers, bystander prevention techniques, domestic violence legislative updates, human trafficking, and sexual assault interview techniques. This advanced training has allowed our law enforcement/campus safety officers to better serve our campus and have better knowledge of advanced tactics, and as a result, they have become more thorough in their investigations and report writing.
Victims’ Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The victims most frequently served or partially served were victimized by an acquaintance (34%).
- The remaining victims were most commonly victimized in the context of a dating relationship (27%) or by a spouse or intimate partner (26%).
Reasons Victims Were Not Served or Were Partially Served
During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or partially served:
• Program reached capacity;
• Hours of operation;
• Services were not appropriate for victim;
• Victim did not meet statutory requirements; and
• Services inappropriate or inadequate for victims with mental health issues.

Demographics of Victims Served and Partially Served
Grantees served or partially served an average of 693 victims during each 6-month reporting period. The majority of those victims were white (58%), female (93%), and between the ages of 18 and 24 (80%).

NC • Grantee Perspective
This grant award has provided Mars Hill University with a fresh look at a problem that had largely been ignored until this grant was awarded. Because of the funds from this grant, we have been able to bring awareness to the safety and security needs of our students in the specific areas of dating/domestic violence, sexual assault, and stalking. This is something that, prior to this grant, our campus was not raising awareness about and, outside of the security office, we had no actual knowledge that a problem existed. Because of these grant funds, we have been able to improve security measures around our campus in regard to lighting, communication, and training that have vastly improved how our security personnel respond to the needs of our students. The Bystander Training program has also changed how our students and faculty/staff view their responsibility to help meet the needs of another or, at the very least, no longer turn a blind eye to what is going on around them but rather, step in and take an active stand against domestic/dating violence, sexual assault, and stalking on campus.

MARS HILL UNIVERSITY, NORTH CAROLINA

As the problem of domestic/sexual violence on campuses has gained national attention, the need for responses tailored to specific racial, sexual, and gender identities has become clearer. A large survey of undergraduate students from across the U.S. found that the predicted probability of sexual assault for Black transgender students was 57.7%, compared to 2.8% for white cisgender students (Coulter et al., 2017).

IL • Grantee Perspective
The grant strengthened our ability to get the Athletics Department involved in violence prevention. In the Spring semester, the Athletics Department was involved in the creation of the It’s On Us campaign that was organized by the Project Coordinator. They assisted in filming and editing a video to engage student athletes in the campaign. The video is now posted on the University violence prevention web page and can be used for educational programs with incoming and current students, parents, faculty, and staff. We have also posted our It’s On Us posters across campus and are asking students to sign a pledge and wear It’s On Us bracelets to share messages on campus.

BENEDICTINE UNIVERSITY, ILLINOIS
LGBTQ students are at increased risk of experiencing sexual violence; however, a recent survey of nearly 2,000 undergraduate students found that higher levels of campus inclusivity of LGBTQ people are correlated with lower levels of sexual assault (Coulter & Rankin, 2020).

TX - Grantee Perspective

These funds have allowed us to speak openly about gender-based violence (GBV). We have been working to train campus administrators about GBV at our quarterly Coordinated Community Response Team meetings. We have been able to bring to our campus a bystander intervention program that will be here long after the grant funds run out. We were also able to bring a speaker to campus from the law enforcement technical assistance (TA) provider list who spoke about GBV in the LGBTQ community and how we can better serve our students and community. The student conduct TA providers took a look at our student handbook looking for cultural competence and ensured we were being sensitive and using inclusive language. This grant has been very helpful; there is a lot of access to information that just was not present before.

CA - Grantee Perspective

Funding enabled the creation of a 14-member Coordinated Community Response Team that meets monthly, plans together, and received extensive training together. This has fostered closer working relationships amongst team members and wider collaborations for educational programming and response services. Funding has enabled the expansion of part-time counseling services into full-time, year-round services. As a result, the EmPOWER Center was able to serve more student survivors throughout the year and was able to offer support staff and faculty during winter and summer breaks. Funding for a grant Project Coordinator effectively doubled prevention staff at the EmPOWER Center, expanding capacity for prevention education programming, including on specialized topics such as healthy relationships and healthy sexuality skill-building as protective factors against sexual assault, dating/domestic violence, and stalking risk and impact.

Campus and Community Measures

Grantees provide information, to the extent that information is available, on domestic/sexual violence offenses that occur on campus and on public property or other property related to the institution that are reported to campus security or local law enforcement. Of those reported by grantees:

- **547** offenses resulted in criminal charges being filed in the local jurisdiction; and
- **1,195** offenses resulted in campus/disciplinary board actions.

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This information is not limited to offenses responded to with Campus Program grant funding.
Remaining Areas of Need

As complex organizations, colleges and universities pointed to difficulties they faced institutionalizing campus-wide policies toward sexual assault, dating violence, and stalking. Along these lines, grantees called for:

- Increased collaboration and coordination between CCRT partners;
- Enhanced communication and collaboration between on- and off-campus service providers;
- Better training for staff and faculty on reporting procedures and referrals to on-campus resources;
- Consistent training of campus law enforcement and first responders;
- Increased communication between divisions within the university, including Title IX offices and campus law enforcement; and
- Formalized and written policies and procedures to ensure uniform responses to instances of sexual assault, dating violence, and stalking.

Grantees frequently emphasized the need to increase awareness of sexual assault, dating violence, and stalking among all student groups.

Many pointed to the need to expand mandatory education and prevention training to all students, including students entering campus during winter and spring sessions, online students, graduate students, and off-campus students, including those studying abroad. Others suggested expanding outreach efforts beyond mandatory prevention education to reach more students.

In addition to expanding education on sexual assault, dating violence, domestic violence, and stalking, many grantees felt that victims were not sufficiently aware of or willing to use the services and options available to them. In order to increase victims’ use of on- and off-campus services, grantees suggested:

- Training staff, faculty, and graduate students in trauma-informed response and increasing their awareness of the services available to students;
- Training staff, faculty, and graduate students on how to handle disclosures from students;
- Involving more students in bystander intervention training;
- Improving the protocol for first responders, including campus security and local police;
- Better direct communication and targeted outreach to students about available services; and
- Having a victim advocate on campus to provide immediate assistance to prevent gaps in referrals or services.

**MS • Grantee Perspective**

A significant area of remaining need is to enhance the publicity of available resources. We feel it would be beneficial for our campus’ reporting process to be publicized through means like press releases, brochures, posters, radio and video feeds, and web-based messages. We feel that in order to serve victims, it is imperative to get the information out there. The information will provide our campus community with valuable resources and assist them in learning our universal process. We have found a coordinated approach to be very effective. If the key partners are in place, it truly enhances the community response.

**JACKSON STATE UNIVERSITY, MISSISSIPPI**

**PA • Grantee Perspective**

The most significant areas of remaining need in the college’s OVW Campus grant continue to be engaging and serving marginalized communities to ensure victim services, prevention education, and response measures all reflect cultural competency and best practices from the field. While the college has taken steps to centralize the needs and experiences of marginalized community members, we still have a long way to go in terms of aligning CCRT campus and community partners’ efforts to prioritize victims from the most marginalized communities on our campus (specifically victims who identify as LGBTQIA+, students of color, international students, immigrant students, and DACA students). While the number of students who may identify (openly) with some of these marginalized populations may be a small percentage of the College’s reported demographics, we know that individuals with marginalized identities (especially those with intersecting, multiple, marginalized identities) are statistically at greater risk of experiencing victimization in their lifetime. We also know that historically, marginalized populations such as those named here are less likely to report crimes (including sexual assault, domestic violence, dating violence, and stalking) to authorities due to institutionalized oppression and mistrust of public systems that may exist in that community.

**GETTYSBURG COLLEGE, PENNSYLVANIA**
Grantees emphasized the need to reach out to underserved populations on campus to provide culturally and linguistically appropriate services, including:

- LGBTQ community members;
- International students;
- Students with disabilities; and
- Students of color.

Overall, grantees cited a need to combat misinformation about sexual assault, dating violence, domestic violence, and stalking as well as negative stereotypes of victims, which they felt discouraged victims from reporting crimes to law enforcement and Title IX offices. Grantees suggested a number of interventions to improve reporting of crimes, including:

- Engaging male students in anti-violence initiatives;
- The use of campus climate surveys and program evaluation;
- Increasing offender accountability; and
- Clarifying campus policies and protocols for investigation.
Consolidated Grant Program to Address Children and Youth Experiencing Domestic and Sexual Assault and Engage Men and Boys as Allies

The 2013 reauthorization of VAWA authorized two youth-focused grant programs for which Congress has not appropriated funds. Rather, federal appropriations since FY 2012 have included funding for a Consolidated Youth Program that serves victims ages 0 to 24 and promotes boys’ and men’s roles in combating violence against women and girls. VAWA 2013 also added sex trafficking as a victimization that could be addressed under VAWA’s tribal- and youth-specific programs.

Consolidated Youth Program Grantees Incorporate CEV, EMY, STEP, and Youth Services purpose areas, including teen dating violence awareness and prevention, programs that respond to children’s exposure to violence in their homes through services and training, and engaging men as leaders and role models.

Findings from a nationally representative study of children exposed to violence showed that one-third of respondents experienced a physical assault in the past year, and 13% of those aged 14-17 experienced sexual assault or abuse in that time. Another large national study found that among high school adolescents, 11.7% of female and 7.4% of male students experienced physical dating violence, and 15.6% of female and 5.4% of male students experienced sexual dating violence (Finkelhor et al., 2015; Olsen et al., 2017).

69 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 69 unique grantees reported activities funded by the CY Program.

1,095 Child Victims Served
On average, grantees served or partially served 1,095 child victims during each 6-month reporting period.

21,990 People Reached
Grantees reached a total of 21,990 people at community-wide events.
Grantees must provide culturally, linguistically, and community relevant services to meet the needs of underserved populations, or referrals to existing services within their community.

Grantees engage in the following purpose areas:

- Provide services for children and youth exposed to domestic/sexual violence, including youth victims of sex trafficking and commercial sexual exploitation, such as direct counseling, advocacy, or mentoring, and must include support for the non-abusing parent or the child’s caretaker;
- Provide training, coordination, and advocacy for programs that serve children and youth (such as Head Start, child care, and after-school programs) on how to safely and confidentially identify children and families experiencing domestic violence and properly refer them to programs that can provide direct services to the children and family; and
- Create public education campaigns and support community organizing to encourage men and boys to work as allies to women and girls, endeavoring to prevent domestic/sexual violence.

VAWA 2013 clarified that victim services and legal assistance include services and assistance to victims of domestic/sexual violence who are also victims of severe forms of trafficking in persons.

General Grant Information

Information for this report was submitted by 69 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 10 (14%) grantees reported that their grants specifically addressed tribal populations.

Staff

Grant-funded staff provide training to professionals who work with children; training and public education to engage men and youth in ending violence; and victim services to child victims and children indirectly exposed to domestic/sexual violence. Being able to hire staff is critical to the overall function and success of programs.

- 69 (100%) grantees used funds for staffing needs.
- Grantees funded an average of 100 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support program coordinators and trainers.
Training
Grantees provide training to social service and healthcare professionals, educators and other school staff, child care providers, and other professionals to improve the professional identification of and response to children exposed to domestic/sexual violence. **This training improves the professional response to victims and increases offender accountability.**

- **50** (72%) grantees used funds for training.
- Grantees convened a total of **878** training events.
- Grantees trained a total of **17,760** people.
- Most often these trainings reached educators (**24%**), social service organization staff (**9%**), health professionals (**6%**), and mental health professionals (**6%**).

Community Organizing/Mobilization and Prevention
Grant-funded staff assist in community organizing and mobilization, encouraging men and boys to work as allies to prevent physical and/or sexual violence and build safe, supportive, and accountable communities.

- **19** (28%) grantees used funds for community organization/mobilization and prevention.

Community Organizing Events
Grantees provide community-wide events, such as school presentations and public forums, for members of the communities they are working in.

- Grantees hosted a total of **460** community-wide events.
- Grantees reached a total of **21,990** people at community-wide events.
  - Grantees most frequently hosted information tables (**35%**), school presentations (**25%**), and culturally specific events (**53%**).

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

### Table 1
<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>100</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>28 28%</td>
</tr>
<tr>
<td>trainers</td>
<td>14 14%</td>
</tr>
<tr>
<td>Mental health professionals</td>
<td>13 13%</td>
</tr>
<tr>
<td>Administrators</td>
<td>11 11%</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>9 9%</td>
</tr>
<tr>
<td>Outreach workers</td>
<td>7 7%</td>
</tr>
<tr>
<td>Counselors</td>
<td>5 5%</td>
</tr>
</tbody>
</table>

**ND • Grantee Perspective**
The Consolidated Youth Program has allowed us to hire and train staff to serve children and youth who have experienced trauma. In addition to funding staff, CY also greatly assists in our ability to provide training to increase staff competency in a variety of areas. For example, we were able to send our child therapist to an Eye Movement Desensitization and Reprocessing Child Specialist training, and two CY-funded therapists were able to attend a state Play Therapy conference and receive a certification training in “AutPlay” therapy. This enhanced their ability to work with children who have disabilities and are on the Autism Spectrum who have also experienced trauma. Attending this conference would not have been possible without CY funding.

**COMMUNITY VIOLENCE CENTER, NORTH DAKOTA**

**In a recent survey of 11,794 high school students, LGBTQ youth reported higher levels of teen dating violence than non-LGBTQ youth, which is in line with a growing body of research on the subject. LGBTQ students also reported higher levels of anxiety, suicidality, and peer victimization. These findings point toward the need for prevention programming, training, and services that take into account the complex experiences of LGBTQ youth (Espelage et al., 2018).**

**TX • Grantee Perspective**
Prior to receiving CV funding, we were not able to conduct any prevention programming in the Manor community. With this funding, we were able to engage children and youth in prevention from PreK - 12th grade, and offer opportunities during the school day (e.g. social emotional skills groups; safe dating workshops) or through after school programs (Con Mi MADRE, African American Youth Harvest Foundation) and paid summer youth leadership programs.

**THE SAFE ALLIANCE, TEXAS**

**ME • Grantee Perspective**
We have been able to expand our work to fully serve Oxford County, and to provide education to more youth in schools in the region we did not previously have the capacity to serve. We have been able to strengthen our relationships with our grant partners and explore new avenues for collaboration, including co-facilitated support groups and partnering on drop-ins.

**SAFE VOICES, MAINE**
Ongoing Community Organizing Activities

In addition to community-wide events, grantees provided ongoing community organizing/mobilization and prevention activities, such as educational courses and leadership/mentoring trainings, to targeted groups of men and youth.

- Grantees provided 238 ongoing community organizing activities.
  - The most common types of ongoing activities provided were educational courses (50%) and leadership/mentorship trainings (35%).
  - Grantees provided these ongoing activities to 8,133 people.
    - Grantees most frequently reached elementary, middle, high school, and university students (48%); culturally specific community group members (8%); and fatherhood group members (8%).

Public Education/Awareness Campaigns

Grantees create public education campaigns encouraging men and boys to work as allies with women and girls to prevent domestic/sexual violence.

- 12 (17%) grantees used funds for public education/awareness campaigns.

Services for Child Victims, Children Indirectly Exposed, and their Non-Abusing Parents/Caregivers

Child victims and children indirectly exposed to violence need comprehensive support services that meet a wide array of needs to help them become and remain safe from violence.

- 37 (54%) grantees used funds for victim services.

Child Victim Services

Grantees may provide child victims with individual or group counseling services; offer education advocacy with the child’s school; assist the child and accompanying parent or caregiver in obtaining a protection order; and provide safety planning, court accompaniment, shelter, and/or transportation.
Grantees provided services to an average of 1,095 child victims during each 6-month period.

99% of child victims who sought services received them during each 6-month period.

During each 6-month period, on average, grantees provided:
- Child advocacy services to 691 victims;
- Support group/counseling services to 507 victims; and
- Crisis intervention services to 447 victims.

Child Victims Seeking Services
Grantees serve child victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- Most victims served or partially served were victims of sexual assault (49%).

An estimated one in ten adults report being sexually abused as children. These child victims are more likely to experience other forms of child abuse, maltreatment, and neglect. Additionally, girls are more likely than boys to experience sexual abuse (Perez-Fuentes et al., 2013; Carlson et al., 2015). Notably, however, the incidence of children exposed to or experiencing violence is much higher than the rates of these crimes reported to authorities (Health Resources & Services Administration and Maternal & Child Health Bureau, 2015).

Tribal - Grantee Perspective
The CEV program funding has allowed us to work more closely with youth in the community. Building those one-on-one relationships with children who have been exposed to or who are victims of sexual assault and domestic violence has proven beneficial to the children and youth, as well as the advocates. Through this grant we are able to assist children and youth with emergency clothing, hygiene products, food, and school supplies and we are able to eliminate homelessness for children by providing rental assistance to the family. Our Child Therapist has been a wonderful added resource for children and youth who have experienced trauma. Working one-on-one with the children seems to be the most rewarding in our field of work. They start to trust and ask questions and they soon realize we are there for them and no matter what they say, it stays between us and is confidential. Working on crafts, taking them on outdoor adventures and having the children use journals to write their thoughts down has opened a huge door of communication between the child and the advocate. Our major role is building trust between the child and advocate. Soon they start calling their advocate to tell them something exciting that happened to them that day. As indicated by our data, our form of advocacy provides children and youth with a feeling of comfort in coming forward to a safe place to address their DV/SA victimization and exposure.

Kalispel Tribe of Indians

<table>
<thead>
<tr>
<th>Table 2</th>
<th>Child victims seeking services with CY grant funds, July 2017–June 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Child victims seeking services</td>
<td>6-month average</td>
</tr>
<tr>
<td>Total child victims seeking services</td>
<td>1,103</td>
</tr>
<tr>
<td>Child victims served</td>
<td>1,051</td>
</tr>
<tr>
<td>Child victims partially served</td>
<td>44</td>
</tr>
<tr>
<td>Child victims not served</td>
<td>8</td>
</tr>
</tbody>
</table>

Note: “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the CY Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the CY Program grant.
Child Victims’ Relationships to Offenders

Grantees serve child victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The child victims most frequently served or partially served were victimized in the context of the child’s dating relationship (35%).
- The remaining child victims were most commonly victimized by a family member (22%) or by an acquaintance (18%).

A recent survey of 1,141 high-risk youth who had been exposed to violence found that at particular points during early adolescence, boys may be at equal risk of experiencing teen dating violence as girls. While the fear caused by victimization seems to impact girls more intensely, these data indicate a need to consider the impacts of teen dating violence across age and gender (Reidy et al., 2016).

MA - Grantee Perspective

The CEV grant has brought together key stakeholders in the community to respond to the violence our young people are experiencing, and to build a sustainable plan to support, prevent, and build a healthier community. This has been done through the assembly of our Springfield Responds Advisory Board which comes together each month to both treat and prevent dating violence. With the representatives from community-based agencies, the local police force, the school district, and the District Attorney’s Office, we have already made so much headway in shifting the culture of violence in our community. Much of this has been through the creation of a policy that is in the works to be adopted by the Springfield Public School system.

YWCA OF WESTERN MASSACHUSETTS

VT - Grantee Perspective

CEV funding has created an unprecedented depth of prevention and intervention services for marginalized youth in Chittenden County, VT. Youth left CEV grant programs with more skills for reaching out to people who can help and provide resources to get that help. One participant said, “I have a community of people to fall back on if I ever need them.” Another youth participant shared, “one thing I’m leaving (the program with) that I didn’t know before is that there really are other people going through the same things I am, and they understand and actually know how it feels.” Building supportive community connection is an enormous source of resilience for marginalized youth who are often isolated and left feeling alone. Because their marginalization can increase their vulnerability to experiences of violence, providing spaces where they connect, learn about healthy relationships and resources, and grow a deeper connection to their sense of self worth and authenticity begins the lifelong pivot toward healing, violence prevention, and ultimately culture shift.

HOPE WORKS, INC., VERMONT
Reasons Child Victims Were Not Served or Were Partially Served

During each reporting period, grantees noted the following barriers as reasons why child victims were not served or were only partially served:

- Program unable to provide service due to limited resources;
- Transportation;
- Program reached capacity;
- Services not appropriate for child; or
- Victim did not meet statutory requirements.

Services for Children Indirectly Exposed to Violence

Grantees provide a variety of services to children indirectly exposed to domestic/sexual violence, including child advocacy, crisis intervention, and individual or group counseling. Children indirectly exposed to violence may also require assistance with school- and/or health-related issues, transportation needs, and legal issues. These comprehensive support services address a wide variety of needs to help children become and remain safe from violence.

- Grantees provided services to an average of 797 children indirectly exposed to violence during each 6-month period.
- 97% of children indirectly exposed to violence who sought services received them during each 6-month period.

During each 6-month period, on average, grantees provided:

- Child advocacy services to 569 children;
- Support group/counseling services to 305 children;
- Education advocacy to 273 children; and
- Crisis intervention services to 205 children.

Research increasingly indicates the need to understand youth violence in an integrated, non-siloed way. One such approach is the polyvictimization framework, which considers a web of violence, rather than individual, isolated experiences. This understanding leads to prevention and intervention approaches that are based on poly-strengths; in other words, an accounting of the many tools and resources children and families have available to them to build resiliency and to become and remain safe from harm (Hamby et al., 2018).
A recent meta-analysis found that all forms of violence negatively impact educational outcomes for children. In particular, the study showed that those who experienced sexual violence during childhood scored 25 percentile points lower on standardized tests than those who had not experienced this form of violence and had a 14% probability of not graduating (Fry et al., 2018).

NC • Grantee Perspective

The CEV funding has allowed us to offer evidence-based treatment for victims, train professionals on the behavioral and psychosocial indicators of children exposed to violence in order to improve identification of victims, and to install a Parent Child Interaction Therapy lab to improve access to quality trauma-informed therapy for young children and their non-offending caregivers/parents. Animal-assisted therapy and trauma-sensitive yoga have been implemented to improve engagement for resistant child victims with Autism and/or highly traumatized children/youth. The CEV program funding has allowed four schools to improve teacher/administrator identification of children exposed to violence and has increased the ability within a school setting to identify and respond in a trauma-informed, supportive manner. School advocacy groups have provided prevention activities for all students and decreased the stigma of disclosing violence. We have expanded partnerships with Centro Comunitario to enhance services to children who are Latino, Black/African American, or speak Spanish in the rural community. We are continuing to strengthen the relationship with child protective services (CPS), including expanded parameters of CPS and how to improve the coordinated community response to children exposed to violence.

30TH JUDICIAL DISTRICT DOMESTIC VIOLENCE-SEXUAL ASSAULT ALLIANCE, NORTH CAROLINA

UT • Grantee Perspective

This funding has allowed our organizations to form an extremely strong partnership to provide meaningful, impactful, and successful services to youth experiencing violence. Prior to this funding, no schools in Cache County had a full-time therapist to provide services for youth. This funding has allowed us to have two therapists available to meet the needs of youth.

CITIZENS AGAINST PHYSICAL AND SEXUAL ABUSE, UTAH

Children Indirectly Exposed to Violence Seeking Services

Grantees serve children indirectly exposed to domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of children served or partially served were indirectly exposed to domestic violence (88%).

### Figure 6

Provision of services to children indirectly exposed to violence by CY Program grantees, by type of violence

<table>
<thead>
<tr>
<th>Type of presenting victimization:</th>
<th>Domestic violence</th>
<th>Dating violence</th>
<th>Sexual assault</th>
<th>Stalking</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children served and partially served by type of victimization (6-month average)</td>
<td>88%</td>
<td>6%</td>
<td>6%</td>
<td>1%</td>
</tr>
</tbody>
</table>

### Table 3

Children indirectly exposed to violence seeking services with CY grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Children seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total children seeking services</td>
<td>820</td>
</tr>
<tr>
<td>Children served</td>
<td>774</td>
</tr>
<tr>
<td>Children partially served</td>
<td>23</td>
</tr>
<tr>
<td>Children not served</td>
<td>23</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially served” represents children who received some but not all of the service(s) they requested, provided those services were funded under the CY Program grant. “Not served” represents children who sought services and did not receive the service(s) they were seeking, provided those services were funded under the CY Program grant.

Indirectly Exposed Children’s Relationships to Offenders

Grantees serve children indirectly exposed to domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The children most frequently served or partially served were indirectly exposed to violence by a **spouse or intimate partner of a parent/caregiver** (48%).
- The remaining children were most commonly exposed to violence by a **family member** (44%), or a **dating partner of the parent/caregiver** (5%).
Reasons Children Indirectly Exposed to Violence Were Not Served or Were Partially Served

During each reporting period, grantees noted the following barriers as reasons why children indirectly exposed to violence were not served or were only partially served:

- Program unable to provide service due to limited resources; or
- Program reached capacity.

**NOTE: Numbers for relationship to offender were too small to compute for stalking victimizations.**
Demographics of Children Served and Partially Served
Grantees served or partially served an average of 1,095 child victims and 797 children indirectly exposed to violence during each 6-month period. The child victims most frequently served or partially served were white (50%), female (79%), and between the ages of 13 and 17 (47%). Children indirectly exposed to violence were most frequently white (37%), male (52%), and between the ages of 0 and 12 (64%).

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>6-month average</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Child victims</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
</tr>
<tr>
<td>Race</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>American Indian or Alaska Native</td>
<td>32</td>
<td>3%</td>
<td>39</td>
</tr>
<tr>
<td>Asian</td>
<td>21</td>
<td>2%</td>
<td>35</td>
</tr>
<tr>
<td>Black or African American</td>
<td>207</td>
<td>21%</td>
<td>161</td>
</tr>
<tr>
<td>Hispanic or Latino</td>
<td>233</td>
<td>24%</td>
<td>244</td>
</tr>
<tr>
<td>Native Hawaiian or Other Pacific Islander</td>
<td>9</td>
<td>1%</td>
<td>3</td>
</tr>
<tr>
<td>White</td>
<td>492</td>
<td>50%</td>
<td>275</td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>111</td>
<td></td>
<td>51</td>
</tr>
<tr>
<td>Gender</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>782</td>
<td>79%</td>
<td>363</td>
</tr>
<tr>
<td>Male</td>
<td>213</td>
<td>21%</td>
<td>399</td>
</tr>
<tr>
<td>Total</td>
<td>1,095</td>
<td></td>
<td>797</td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>100</td>
<td></td>
<td>36</td>
</tr>
<tr>
<td>Age</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0–12</td>
<td>131</td>
<td>13%</td>
<td>488</td>
</tr>
<tr>
<td>13–17</td>
<td>457</td>
<td>47%</td>
<td>241</td>
</tr>
<tr>
<td>18–24</td>
<td>384</td>
<td>39%</td>
<td>31</td>
</tr>
<tr>
<td>Total</td>
<td>1,095</td>
<td></td>
<td>797</td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>123</td>
<td></td>
<td>37</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Children with disabilities</td>
<td>92</td>
<td>8%</td>
<td>26</td>
</tr>
<tr>
<td>Children who are Deaf or hard of hearing</td>
<td>2</td>
<td>&lt;1%</td>
<td>3</td>
</tr>
<tr>
<td>Children with limited English proficiency</td>
<td>35</td>
<td>3%</td>
<td>14</td>
</tr>
<tr>
<td>Children who are immigrants, refugees, or asylum seekers</td>
<td>60</td>
<td>5%</td>
<td>29</td>
</tr>
<tr>
<td>Children who live in rural areas</td>
<td>212</td>
<td>19%</td>
<td>136</td>
</tr>
<tr>
<td>Children who are homeless/runaways</td>
<td>186</td>
<td>17%</td>
<td>113</td>
</tr>
<tr>
<td>Children who are lesbian, gay, bisexual, transgender, or intersex</td>
<td>256</td>
<td>23%</td>
<td>18</td>
</tr>
<tr>
<td>Children with mental health issues</td>
<td>315</td>
<td>29%</td>
<td>95</td>
</tr>
</tbody>
</table>

Table 4 Demographic characteristics of children served with CY grant funds, July 2017–June 2019

A recent survey of more than 18,000 culturally diverse high school students found that more than a quarter of gender minority students had experienced sexual or dating violence or made a suicide attempt in the past year, compared with fewer than one in ten cisgender students. Gender minority students also reported receiving significantly less school, peer, community, and family support. The study found that school, peer, and family support were correlated to lower rates of violence and self-harm for all students; however gender minority youth may need particular forms of support in order to overcome the extremely elevated risks they face (Ross-Reed et al., 2019).
Support Services and Referrals for Non-Abusing Parents/Caregivers

In addition to services for children, grantees provide support services and referrals to non-abusing parents/caregivers of child victims and children indirectly exposed to violence. Grantees may either provide these services directly, or refer parents to other agencies.

- Grantees provided support services to an average of 421 non-abusing parents/caregivers.
- Grantees provided referrals to an average of 341 non-abusing parents/caregivers.

**During each 6-month period, grantees provided the following services and/or referrals to non-abusing parents/caregivers:**

- Advocacy services;
- Parent education services; and
- Support group/counseling services.

Shelter Services

Grantees provided emergency housing to an average of 55 non-abusing parents/caregivers and 81 accompanying family members for a total of 11,661 bed nights.

Remaining Areas of Need

Grantees expressed a need for **increased education and outreach to youth and families** along with the need for **greater prevention and intervention programming**, specifically:

- Early prevention education for elementary and middle school students;
- Healthy masculinity programming for men and boys;
- Information for parents and guardians on healthy relationships, violence prevention, and ways to discuss violence and sexual abuse with their children; and
- Education regarding victims’ rights.

Grantees also noted the need for **additional training for service providers and those who work with young people**, including:

- Training for teachers and school personnel to identify signs of exposure to violence and make appropriate referrals;
- Strategies for addressing inconsistencies among service providers’ understandings of mandated reporting requirements; and
- Training for teachers and school personnel on understanding trauma-informed practices.

Early identification and intervention by health care providers and mental health professionals can support families in breaking intergenerational cycles of violence (Cohodes et al., 2016; World Health Organization, 2017; McFarlane et al., 2017; Montalvo-Liendo et al., 2015; Turner, et al., 2017).

CA • Grantee Perspective

One of the biggest accomplishments of this project has been the creation of In This Together (ITT), a clinical group therapy program for children (ages 0-18) exposed to domestic/dating violence and their non-abusing parents. In this and previous periods, therapy has been provided to survivor parents and their children through multi-family group therapy. To increase accessibility for victims in isolated/remote areas of Marin County (West Marin and Southern Marin), the Center for Domestic Peace (C4DP) also launched a bilingual mobile clinical team to provide therapy upon request in these areas, decreasing the need for the survivors to travel to C4DP’s centrally-located offices (which they do not have the resources to do) and increasing their access to therapy in a safe, private setting. With OVW funds, C4DP has taken a pilot program with little marketing and grown it into a thriving therapeutic model that includes both group and individual therapy for high-need and underserved populations. Over the course of the entire grant, 412 domestic/dating violence survivors (246 children and 166 adults) participated in ITT group therapy, and in the last two reporting periods, 30 parents with 48 children have participated in individual therapy.

HUCKLEBERRY YOUTH PROGRAMS, CALIFORNIA

CT • Grantee Perspective

We are always challenged by the ambivalence that some men and boys have about taking a stand against domestic violence. It is not that they believe it is acceptable to be violent, so their silence need not be framed as a lack of awareness or a lack of empathy. We’ve heard men say that they don’t know what to say or how to act. We’ve heard men express concerns they might get attacked, or this is a “no-win situation.” We’ve heard that men who are silent may feel there is a high risk of misspeaking. Creating a community free of domestic violence requires continual information-sharing and dialogue. Through our technical assistance providers at Men Can Stop Rape, we have learned some techniques on how to get men and boys to open up so they won’t feel the backlash of societal pressure to remain silent.

CONNECTICUT COALITION AGAINST DOMESTIC VIOLENCE
Many grantees also mentioned the importance of meeting the basic needs of young victims, particularly surrounding transportation, emergency and long-term affordable housing, and mental health services.

Finally, grantees noted that service providers face additional challenges when working with underserved populations, particularly:

- Rural youth;
- LGBTQ youth;
- Immigrant and refugee communities; and
- English language learners.
Grants to Enhance Culturally Specific Services for Victims of Domestic Violence, Dating Violence, Sexual Assault, and Stalking Program

The Grants to Enhance Culturally Specific Services for Victims of Sexual Assault, Domestic Violence, Dating Violence, and Stalking (Culturally Specific Services Program or CSSP) creates a unique opportunity for culturally specific community-based organizations to address the critical needs of victims of domestic/sexual violence in a manner that affirms a victim’s culture and effectively addresses language and communication barriers.

Grantees may either be a culturally specific community-based program with existing expertise in serving victims of domestic/sexual violence, or a culturally specific community-based program that partners with another organization with expertise in serving victims of domestic/sexual violence.

62 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 62 unique grantees reported activities funded by the CSSP Program.

2,362 Victims Served
On average, grantees served or partially served 2,362 victims during each 6-month reporting period.

373 Immigration Matters
On average, grantees provided assistance with 373 immigration matters during each 6-month reporting period.

Latina and African American women who are sexually assaulted may bear an additional burden in seeking support, as they are disproportionately affected by income and asset poverty, and may have limited access to legal, medical, and social support services that may aid in violence prevention and recovery (Loya, 2014; Roschelle, 2017).
CSSP enhances the safety of victims and their children by supporting community-based culturally specific projects to address and prevent domestic/sexual violence. Purpose areas include:

- Increase communities’ capacity to provide culturally specific resources and support for victims and their families;
- Enhance traditional services to victims through the leadership of culturally specific programs offering services to victims of domestic/sexual violence;
- Work in cooperation with the community to develop education and prevention strategies highlighting culturally specific issues and resources regarding victims of domestic/sexual violence;
- Provide culturally specific resources and services that address the safety, economic, housing, and workplace needs of victims, including emergency assistance;
- Provide culturally specific programs for children exposed to domestic/sexual violence;
- Work with state and local governments and social service agencies to develop and enhance effective strategies to provide culturally specific services to victims;
- Strengthen criminal justice interventions, by providing training for law enforcement, prosecution, courts, probation, and correctional facilities on culturally specific responses to domestic/sexual violence; and
- Examine the dynamics of culture and its impact on victimization and healing.

General Grant Information

Information for this report was submitted by 62 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 4 (6%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose areas:
  - Increase communities’ capacity to provide culturally specific resources and support for victims and their families;
  - Enhance traditional services to victims through the leadership of culturally specific programs offering services to victims of domestic/sexual violence; and
  - Provide culturally and linguistically specific resources and services that address the safety, economic, housing, and workplace needs of victims.
Staff

Grant-funded staff provide victim services, training, outreach, advocacy, counseling, court and medical accompaniment, and community education to increase victim safety and offender accountability. **Being able to hire staff is critical to the overall function and success of programs.**

- **62** (100%) grantees used funds for staffing needs.
- Grantees funded an average of **74** full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates and program coordinators.

### Table 1  
**Staff supported with CSSP grant funds, July 2017–June 2019: Selected groups**

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total FTE staff funded</strong></td>
<td><strong>74</strong></td>
</tr>
<tr>
<td>Victim advocates</td>
<td>19 26%</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>15 20%</td>
</tr>
<tr>
<td>Administrators</td>
<td>10 14%</td>
</tr>
<tr>
<td>Outreach workers</td>
<td>8 11%</td>
</tr>
<tr>
<td>Counselors</td>
<td>7 9%</td>
</tr>
<tr>
<td>Trainers</td>
<td>6 8%</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

**The United States has a history of migration, and a diverse, changing population. In 2019, over one-third (39.9%) of the population identified as a member of a racial or ethnic minority group, such as Asian or Asian American; Black or of African descent; Latinx or Hispanic; Native American or American Indian; Native Hawaiian or Other Pacific Islander; multi-racial; along with other religious and ethnic minorities (U.S. Census Bureau, 2019). Racial, ethnic, and/or religious minorities may encounter barriers to seeking services and escaping violence due to factors such as poverty, racism, isolation, exclusion, cultural norms, immigration status, limited access to services, and a dearth of linguistically and/or culturally appropriate services (Alvarez & Fedock, 2018; Campbell et al., 2008; Choi et al., 2016; Crenshaw, 1991; Dabby, 2017; Deutsch et al., 2017; Ho et al., 2017; Kapur et al., 2017; Lee, 2013; Mose & Gillum, 2015; O’Neal & Beckman, 2016; Stockman et al., 2014; St. Vil et al., 2017; Yoshihama et al., 2012).**

**MI • Grantee Perspective**

Prior to having CSSP funding, LA VIDA would not have had enough staff to provide culturally specific support groups to Latina women in Southwest Detroit and Southeast Michigan. With the addition of our CSSP Outreach Worker, we have been able to sustain a continuous support group for Latina survivors of intimate partner violence (IPV). CSSP funding has also allowed the Special Programs Manager to design and implement a culturally specific Financial Empowerment curriculum for Latina survivors of IPV, especially women who have experienced/are experiencing financial abuse. We have been able to provide regular classes at our location for women that include many financial topics in a culturally specific manner that existing curricula are lacking. We have also been able to provide financial workshops at parent meetings in the community for survivors of financial abuse, which would not have been possible without CSSP funding. Because of these educational workshops, we have seen an increase in women coming to LA VIDA for other services such as adult and youth counseling and legal advocacy.
Training

Grantees train victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff, mental health and other professionals how to develop an effective coordinated community response to violence. **This training improves the professional response to victims and increases offender accountability.**

- 50 (81%) grantees used funds for training.
- Grantees convened a total of 802 training events.
- Grantees trained a total of 14,803 people.
- Most often these trainings reached victim advocates (13%), health professionals (10%), faith/spiritual-based organization staff (8%), volunteers (8%), and law enforcement officers (8%).

Community Education

Grant-funded staff provide general information to the community, highlighting culturally specific issues and resources, to increase awareness of domestic/sexual violence. **Community education and outreach activities can be used as a tool to connect people across cultural differences with a common goal of building safe, supportive, and accountable communities, inclusive of all members.**

- 54 (87%) grantees used funds for community education.
- Grantees hosted a total of 2,296 education events.
- Grantees provided education to a total of 56,790 people.

<table>
<thead>
<tr>
<th>People educated with CSSP grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>People educated</td>
</tr>
<tr>
<td>Total people educated</td>
</tr>
<tr>
<td>Community members</td>
</tr>
<tr>
<td>Middle/high school students</td>
</tr>
<tr>
<td>Faith-based groups</td>
</tr>
<tr>
<td>University or college students</td>
</tr>
<tr>
<td>Community groups</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

**On the occasion of the 25th anniversary of VAWA (2019), 72 leaders who work in service provision, justice responses, advocacy, and research in the field of domestic/sexual violence told interviewers that enhancing the cultural relevance of responses to violence was a major concern. They reported that all programs, not just those aimed at culturally specific populations, should be prepared to serve victims with intersectional identities and complex experiences, particularly through anti-oppression and social justice approaches. These views point toward the importance of developing and providing training that enhances the flexibility of all programs and agencies that serve victims of domestic and sexual violence, their families, and communities (White et al., 2019).**

**MD • Grantee Perspective**

The CSSP funding has allowed Progressive Life Center to engage the faith-based community in a way that we have not previously been able to. We have greater credibility in the community as an organization that not only cares about domestic violence and sexual assault, but one that is willing to provide technical assistance and support. We have developed new partnerships with other service providers and faith-based leaders, gained the trust of survivors that we have their best interest at heart, worked with more government entities, worked on coalition building and to create an organized community response. It has also allowed us to create a culturally specific training for African American survivors and the faith community.

PROGRESSIVE LIFE CENTER, INC., MARYLAND

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1 Community education involves providing general information that will increase public awareness of sexual assault, domestic violence, dating violence, and stalking. Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables a professional to improve his or her response to victims as it relates to their role in the system.
Victim Services

Victims of domestic/sexual violence within diverse cultures experience unique barriers when seeking and utilizing assistance. Culturally competent services for these victims may include providing advocacy and support to those who seek protection orders; accompaniment during medical procedures, such as a sexual assault forensic examination; providing interpretation or translation services; assistance with safety planning; accompaniment to court; shelter and transitional housing assistance; or immigration assistance. These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.

- **61 (98%)** grantees used funds for victim services.
- Grantees provided services to an average of **2,362** victims during each 6-month period.
- **99%** of victims who sought services received them during each 6-month period.

Services include:

- **1,389** individuals received **VICTIM ADVOCACY**
- **1,124** individuals received **CRISIS INTERVENTION**
- **1,246** individuals received **COUNSELING SERVICES**
- **527** individuals received **TRANSPORTATION SERVICES**
- **2,832** **VICTIM-WITNESS NOTIFICATION/VICTIM OUTREACH SERVICES**
- **19,793** **HOTLINE CALLS**

On average, during each 6-month reporting period, CSSP grantees provided services to **2,362 INDIVIDUALS**.

By presenting violence as a public health issue that is relevant to everyone, and not just victims, grantees work to change both collective social norms and individual behavior and perceptions (Ford et al., 2017; McMahon & Baker, 2011; Tabachnick & McCartan, 2017; Yoshihama et al., 2012). Depending upon the needs and resources of specific communities, grantees’ efforts might range from posting materials on bulletin boards in rural settings to large social media campaigns in major metropolitan areas.

The VAWA self-petition and the T and U visas are remedies available to immigrant and refugee victims of domestic/sexual violence and other crimes to assist them in obtaining safety and escaping their abusers (Angel & Orloff, 2014; Orloff et al., 2014; U. S. Citizenship and Immigration Services, 2016; Warren, 2016). The VAWA self-petition is designed to prevent an abusive citizen or lawful permanent resident spouse from using immigration-related threats to keep an abused immigrant spouse from reporting the abuse or leaving the abusive relationship (Procedure for Granting Immigrant Status, 2013; Violence Against Women Act of 1994, 2000; Violence Against Women and Department of Justice Reauthorization Act of 2005). The T and U visas are vehicles of humanitarian relief for victims of certain serious crimes who lack lawful status in the United States and who are helpful, have been helpful, or are likely to be helpful in the investigation or prosecution of the crimes. T visas may be granted to victims of severe forms of trafficking, and among the crimes for which a U visa may be granted are rape, domestic violence, and sexual assault; however, victims must have suffered substantial physical or mental abuse as a result of the crime (Immigration and Nationality Act; U.S. Citizenship and Immigration Services, 2016).
During each 6-month period, on average, grantees provided assistance with the following immigration matters:

- U visa services for 102 victims;
- VAWA self-petition services for 44 victims;
- Work authorization services for 39 victims;
- T visa services for 18 victims; and
- Cancellation of removal services for 5 victims.

Grantees provide emergency shelter or transitional housing to victims and their family members. Emergency shelter can include nights in safe houses or hotel/motel accommodations.

### Table 3

<table>
<thead>
<tr>
<th>Shelter services</th>
<th>Victims (6-month average)</th>
<th>Family members (6-month average)</th>
<th>Bed nights (2-year total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency shelter</td>
<td>47</td>
<td>50</td>
<td>7,192</td>
</tr>
<tr>
<td>Transitional housing</td>
<td>23</td>
<td>12</td>
<td>9,607</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>69</strong></td>
<td><strong>62</strong></td>
<td><strong>16,799</strong></td>
</tr>
</tbody>
</table>

### Victims Seeking Services

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of domestic/dating violence (73%).
Victims’ Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a **spouse or intimate partner** (76%).
- The remaining victims were most commonly victimized in the context of a **dating relationship** (8%) or by another **family or household member** (8%).

### Table 4 | Victims seeking services with CSSP grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total victims seeking services</td>
<td>2,390</td>
</tr>
<tr>
<td>Victims served</td>
<td>2,255</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>107</td>
</tr>
<tr>
<td>Victims not served</td>
<td>29</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the CSSP grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the CSSP grant.

### OR - Grantee Perspective

The funding has allowed us to hire additional staff and offer more frequent and different types of culturally specific trauma groups. These support groups offer a space for survivors to heal and recover in a safe environment and build connections and supports that continue beyond the group. Trauma group members were afforded one-on-one case management and mental health therapy with a culturally specific therapist. We have been able to serve more survivors and offer services to youth affected by domestic violence, and have offered groups for youth in our Self-Enhancement, Inc. schools. Advocates were able to attend extensive training and share the practices with the organization, as well as provide greatly needed training in our state to advocates working in mainstream organizations in communities without many culturally specific services for African Americans. Advocates were able to advocate for survivors at community coordinated access meetings. Advocates were given one-on-one and group clinical supervision with an African American clinical supervisor.

SELF ENHANCEMENT, INC., OREGON

### IL - Grantee Perspective

Having a second adult counselor will allow us to have the capacity to make a greater impact in the lives of survivors through our counseling services. Our state of Illinois has struggled to pass a state level budget, forcing some agencies to close and decreasing service options for survivors. Those that remain open, like our agency, are noting an increase in clients seeking services. It is especially important for our agency to increase its capacity to serve immigrant survivors who have even fewer options and resources. We find that many Spanish-speaking survivors prefer to travel long distances and wait for services at our agency because of our culturally proficient services. CSSP funds have been particularly critical during this period of instability in our state.

MUJERES LATINAS EN ACCION, ILLINOIS
Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or were only partially served:

- Program reached capacity;
- Program unable to provide service due to limited resources;
- Services were not appropriate for victim;
- Transportation;
- Services were not appropriate for victims with mental health issues; or
- Victim did not meet statutory requirements.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 2,362 victims during each 6-month period. The victims most frequently served or partially served were Hispanic or Latina (42%), female (95%), and between the ages of 25 and 59 (71%).
Figure 7 | Demographics of victims served and partially served: Gender (6-month average)

- Female: 95%
- Male: 5%

Figure 8 | Demographics of victims served and partially served: Age (6-month average)

- 13-17: 2%
- 18-24: 13%
- 25-59: 71%
- 60+: 13%

Figure 9 | Demographics of victims served and partially served: Other (6-month average)

- People who are immigrants, refugees, or asylum seekers: 54%
- People with limited English proficiency: 51%
- People who live in rural areas: 6%
- People with disabilities: 4%
- People who are Deaf or hard of hearing: 2%

MI - Grantee Perspective

This funding has allowed us to provide and maintain culturally identifiable spaces where victims feel validated and affirmed. It has allowed us to have a Crisis Line, to provide trauma-informed workshops with supporting materials, and to obtain training and technical assistance. Funding has given us the opportunity to provide full-time culturally specific services to victims and survivors in the Black community that were not there before. Now with our Culturally Specific funded programming, Black women who have never had an opportunity to even tell their stories, have someone to believe them, or a place to go to experience hope, help, and healing at our center. They are becoming economically empowered and getting referrals for services that really help them.

SISTERS AGAINST ABUSE SOCIETY, MICHIGAN
Secondary Victims

Secondary victims are individuals who are indirectly affected by domestic/sexual violence, including children, siblings, spouses or intimate partners, parents, grandparents, other relatives, friends, and neighbors.

- Grantees provided services to an average of 552 secondary victims during each 6-month period.

**Figure 10** Provision of services to secondary victims by CSSP grantees, by type of presenting victimization

<table>
<thead>
<tr>
<th>Type of presenting victimization:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Domestic/dating violence</td>
<td>85%</td>
</tr>
<tr>
<td>Sexual assault</td>
<td>14%</td>
</tr>
<tr>
<td>Stalking</td>
<td>1%</td>
</tr>
</tbody>
</table>

Remaining Areas of Need

Grantees frequently cited **insufficient access to qualified interpreters and a lack of translation services** as serious barriers to victims receiving the help they needed. The inability to understand and be understood by law enforcement, service providers, and court personnel **discouraged victims from seeking assistance, and sometimes compromised their safety**.

Specifically, grantees called for **more trained bilingual advocates across shelters, social service agencies, law enforcement agencies, cities, and counties**.

Grantees also cited the need for more **community education, outreach, and awareness in the cultural communities in which they worked** in order to:

- Encourage open discussion of sexual assault and domestic violence;
- Promote positive community beliefs that support victims;
- Educate young people about healthy relationships;
- Promote available services; and
- Encourage victims to come forward.
Grantees also reported a need for more **culturally and linguistically appropriate victim services**, especially:

- Mental health and substance abuse services; and
- Civil legal services.

Additionally, grantees identified **increased access to free or low-cost civil legal assistance** as a growing need in marginalized communities.

Grantees stated that **immigrant and refugee victims often faced highly complex legal issues** due to their immigration status and cultural background, and **victims from marginalized groups struggled with cultural and social isolation and long histories of trauma** in addition to their experiences with domestic violence and/or sexual assault.

Grantees also emphasized the need to provide **training to law enforcement, judges, court personnel, and service providers on culturally-sensitive, trauma-informed practices.**

Grantees often struggled to **help victims meet basic needs**, especially:

- Emergency, transitional, and long-term housing;
- Transportation;
- Employment; and
- Child care.

Finally, grantees noted that **a number of groups remain underserved**, including:

- Immigrant victims;
- Youth or child victims;
- LGBTQ victims;
- Male victims;
- Victims in rural areas; and
- Victims with limited English proficiency.

Whether because of **isolation, difficulty ensuring anonymity, fear of reporting due to immigration status, or lack of knowledge of available services**, grantees reported difficulty in adequately serving these populations.

**D.C. • Grantee Perspective**

Based on our program’s experience with the community we serve, one of the remaining areas of significant need is the expansion of access to legal services, especially for family and immigration matters. There is also great need for more readily available information about the issue of child custody and child support, as well as for political asylum for domestic violence victims. The demand for legal advice and services associated with these issues is too high within our community and the services that our Entre Amigas program has access to, while reflective of an amazing strong network of partners, are not enough to address the need.

**LA CLINICA DEL PUEBLO, WASHINGTON, D.C.**

**NJ • Grantee Perspective**

We still identify a lack of language access as a significant area of remaining need for South Asian survivors seeking services. In order to report a crime, appear in court, or even access a single social service, the survivor’s needs must be understood. We have found, from speaking with our survivors, a lack of language access not only deters them from seeking help elsewhere but often keeps them in their current situation.

**MANAVI, NEW JERSEY**

**NY • Grantee Perspective**

Due to the intersectionality of sexual violence with immigration and socio-economic status, many victims refrain from reporting crimes and enter the legal system with the fear of being exposed to immigration related issues, job loss and even arrest. They fear losing their children and being deported and as a result, continue being abused.

**VIOLENCE INTERVENTION PROGRAM, INC., NEW YORK**
Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program

The Education, Training, and Enhanced Services to End Violence Against and Abuse of Women with Disabilities Grant Program (Disability Program) recognizes the need to focus on sexual assault, domestic violence, dating violence, and stalking against individuals who are Deaf and/or disabled.

These challenges significantly compound problems facing those seeking support to end the violence in their lives. They also complicate the criminal justice system’s ability to investigate and prosecute cases, and create difficulties for victim service providers to assist victims.

41 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 41 unique grantees reported activities funded by the Disability Program.

4,957 People Trained
Grantees trained a total of 4,957 people.

2,860 People Educated
Grantees educated a total of 2,860 people.

The Disability Program enhances the safety of victims of domestic/sexual violence by supporting projects uniquely designed to address and prevent these crimes against individuals with disabilities.

People with disabilities may be even more susceptible to domestic/sexual violence, due to key risk factors, such as lower socioeconomic status (e.g., more poverty, less education and income), increased isolation, and increased dependency on others (Hahn et al., 2014).
Further research is needed to accurately determine the prevalence of victimization among individuals who are Deaf and/or disabled, in part because these victims may be marginalized or overlooked by society, health care professionals, service providers, and researchers (Ballan et al., 2016; Ballan & Freyer, 2017a; Mastrocinque et al., 2017; Mikton et al., 2014; Plummer & Findley, 2012).

Grantees engage in the following purpose areas:

- Provide personnel, training, technical assistance, advocacy, intervention, risk reduction, treatment, counseling, advocacy, and other assistance;
- Conduct outreach activities to ensure that individuals with disabilities receive appropriate assistance;
- Conduct cross-training for victim service organizations about risk reduction, intervention, and prevention;
- Provide technical assistance to help with modifications to policies, protocols, and procedures to ensure equal access to services;
- Provide training and technical assistance on the requirements of shelters and victim services organizations under federal anti-discrimination laws;
- Modify facilities, purchase equipment, and fund personnel so that shelters and victim service organizations can accommodate the needs of individuals with disabilities;
- Provide advocacy and intervention services for individuals with disabilities; and
- Develop model programs providing advocacy and intervention services within organizations.

General Grant Information

Information for this report was submitted by 41 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- One grantee reported that their grant specifically addressed tribal populations.

Grantees most frequently addressed the following purpose areas:

- Provide personnel, training, technical assistance, advocacy, intervention, risk reduction, treatment, counseling, advocacy, and other assistance;
- Develop model programs providing advocacy and intervention services; and
- Conduct cross-training for victim service organizations about risk reduction, intervention, and prevention.

Staff

Grant-funded staff provide training, consultation, and information to service providers about responding to violence against women with disabilities. Being able to hire staff is critical to the overall function and success of programs.
41 (100%) grantees used funds for staffing needs.

- Grantees funded an average of 41 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support program coordinators, administrators, disability advocates, and victim advocates.

### Table 1: Staff supported with Disability grant funds, July 2017–June 2019: Selected groups

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>41</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>23, 56%</td>
</tr>
<tr>
<td>Administrators</td>
<td>4, 10%</td>
</tr>
<tr>
<td>Disability advocates</td>
<td>4, 10%</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>4, 10%</td>
</tr>
<tr>
<td>Deaf advocates</td>
<td>2, 5%</td>
</tr>
<tr>
<td>Support staff</td>
<td>2, 5%</td>
</tr>
</tbody>
</table>

NOTE: Data presented for the most frequently reported categories only (≥5%).

### Training

Grantees train professionals in the service-delivery system to respond more effectively to victims with disabilities by providing information on the unique needs of these individuals and the special challenges they face when they become victims of violence. This training improves the professional response to victims and increases offender accountability.

- 22 (54%) grantees used funds for training.
- Grantees convened a total of 215 training events.

The Disability Program funding has allowed Domestic Violence Intervention Services (DVIS) to hire a Deaf project coordinator. This staffing has created more awareness among DVIS staff who do not normally encounter Deaf individuals. Staff has started to pick up some basic sign language and overall, they have reported feeling more comfortable about interacting with Deaf clients and using interpreters since the project coordinator was hired. Having access to interpretation funds has removed a communication barrier which allows us to build on the existing collaborations and create more meaningful relationships. Funding has also allowed collaboration members to attend various training opportunities and actually dedicate time to the Deaf community to improve sexual and domestic violence services for Deaf survivors.

### OK - Grantee Perspective

Cross-training between disability services and victim services organizations allows providers to serve Deaf and/or disabled persons most effectively. Because victims with disabilities come from various cultural, racial, socioeconomic, geographic, and ethnic populations, and have different disabilities, it is critical that victim services, law enforcement agencies, and other first responders tailor their programs to appropriately respond to the full spectrum of assistance victims need (Ballan et al., 2014; Ballan & Freyer, 2017b; Khemka & Hickson, 2017; Lund et al., 2017; Nelson & Lund, 2017).

### MA - Grantee Perspective

Critical first steps that this funding has made possible to date include collecting valuable data from stakeholders, as well as collecting useful data regarding existing agency policies and procedures and the physical characteristics of our service locations. Also as a result of this grant funding, we were able to complete a second set of indicators, compiling further data we have since used to inform our Needs Assessment Plan. Perhaps the most valuable of all is the opportunity the grant has afforded us to offer individual interviews and focus group participation to the survivors themselves. The information gathered through our research would not have been possible with out this funding, and would have left many problem areas undiscovered.

THE ARC OF BRISTOL COUNTY, MASSACHUSETTS
Community Education

Grant-funded staff provide general information to the community to increase awareness of domestic/sexual violence. **Community education can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.**

- 10 (24%) grantees used funds for community education.
- Grantees hosted a total of 96 education events.
- Grantees provided education to a total of 2,860 people.

| People educated with Disability grant funds, July 2017–June 2019: Selected groups |
|----------------------------------------|-----------------|
| People educated                        | 2-year total    |
| Total people educated                  | 2,860           |
| Deaf individuals                       | 1,364 48%       |
| Parents/guardians of individuals with disabilities | 769 27%       |
| People with disabilities               | 358 13%         |
| Community groups                        | 204 7%          |

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

Technical Assistance

In addition to training, grantees provide technical assistance to service providers to enable them to improve services to individuals with disabilities who are victims of domestic/sexual violence. Technical assistance may be provided through site visits, consultations, information responses, referrals, or other collaboration, and may include guidance on collaboration and cross-training for responding to victims with disabilities; responding to violence against women with mental illness; accessible communication (ASL interpreters/communication devices); and managing disclosure, confidentiality, and safety.

- 10 (24%) grantees used funds for technical assistance.
- Grantees provided a total of 646 technical assistance activities.

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1 Community education involves providing general information that will increase public awareness of sexual assault, domestic violence, dating violence, and stalking. Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables a professional to improve their response to victims as it relates to their role in the system.
Victim Services
Grantees provide an array of services to victims. All victims receive safety planning, referrals, and information as needed. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **7 (17%)** grantees used funds for victim services.
- Grantees provided services to an average of **28** victims during each 6-month period.
- **100%** of victims who sought services received them during each 6-month period.

**During each 6-month period, on average, grantees provided:**
- Support group/counseling services to **14** victims;
- Case management to **10** victims;
- Victim advocacy services to **10** victims;
- Peer support services to **9** victims;
- Crisis intervention to **8** victims;
- Civil legal advocacy services to **7** victims; and
- Personal planning services to **7** victims.

**Other services:**
- Grantees received a total of **34** hotline calls; and
  - **79%** of these calls came from victims.

Victims Seeking Services
Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of **domestic/dating violence** (79%).

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**Figure 1** Provision of victim services by Disability Program grantees, by type of presenting victimization

<table>
<thead>
<tr>
<th>Victims served and partially served by type of victimization (6-month average)</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Type of presenting victimization:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Domestic/dating violence</td>
</tr>
<tr>
<td>Sexual assault</td>
</tr>
<tr>
<td>Stalking</td>
</tr>
</tbody>
</table>

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**People with intellectual disabilities are sexually assaulted at a rate seven times higher than that of people without disabilities, according to an analysis of Justice Department data (Shapiro, 2018).**

**WA - Grantee Perspective**
The tight-knit collaboration with the partners has been instrumental in helping develop common language and common goals, and identifying and addressing common barriers to meet the needs of resident survivors in long-term care settings. Having space and time to regularly meet with partners to build strategies, discuss policies, procedures and practices; and develop deliverables has expanded our internal capacity, awareness, and expertise extensively. We could not have done this without funding. We have an increased awareness of how to reach, respond to, and support survivors in a collaborative and intersectional way, where we did not before. Disability program funds were also essential in developing in-depth understanding of trauma, abuse disclosure, accommodation provision, and access. It also gave our collaboration tools to better identify and respond to the hurdles that are specific to survivors in long-term care, many of whom face too great a threat of retaliation to disclose. The Long-Term Care Ombudsperson has seen a general increase in reporting of sexual abuse, as has the Developmental Disability Ombudsperson. All organizations have changed the way they respond to abuse.
Interpreters who are specially trained in a trauma-informed approach can help ensure that Deaf, hard of hearing, and low English proficiency victims may communicate with service providers in a clear and transparent way (Bancroft et al., 2017).

Every individual who has worked most closely with the collaborative has shared significant changes in worldview because of this work. Participants shared that they learned to recognize ableism and have a deeper understanding of what inclusion and access means. Participants shared about recognizing the broad range of needs of survivors with disabilities and the importance of every role. Participants have shifted from coming together as separate agencies to truly seeing themselves as a collaborative. They also shared that their new understanding is something they bring into their personal lives, as well as professional. This depth of change on both an individual and systems level would not be possible without the grant funding we’ve received since 2011 under the OVW Disability Program. The program’s cooperative model, including its focus on process as a significant part of product development, has been critical to our successes. Additionally, we also recognize that being funded for a lengthy period of time has contributed to our ability to make these significant changes. It would be unlikely to be able to make some of these more sustainable changes in only one grant period.

College students and young adults with disabilities are nearly twice as likely to have experienced psychological, sexual, stalking, or physical abuse as those without disabilities (Brown et al., 2017; Findley et al., 2016; Haydon et al., 2011; Reyns & Scherer, 2018; Scherer et al., 2016). In particular, a recent study using data from the National College Health Assessment concluded that female students with disabilities were over 100% more likely to experience completed assaults, attempted assaults, and relationship assaults compared to female students without disabilities (Campe, 2019).

Victims’ Relationships to Offenders
Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a **spouse or intimate partner** (65%).
- The remaining victims were most commonly victimized by a **family or household member** (16%), or in the context of a **dating relationship** (8%).

### Table 3 | Victims seeking services with Disability grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total victims seeking services</td>
<td>28</td>
</tr>
<tr>
<td>Victims served</td>
<td>27</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>1</td>
</tr>
<tr>
<td>Victims not served</td>
<td>0</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Disability Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Disability Program grant.

### Figure 2 | Type of victimization by relationship to offender: Domestic violence (6-month average)

- **Spouse** 79%
- **Family member** 14%
- **Dating relationship** 5%
- **Stranger** 1%

**NOTE:** Numbers for relationship to offender were too small to compute for sexual assault and stalking victimizations.

Reasons Victims Were Partially Served
During each reporting period, grantees noted the following barriers as reasons why victims were not served or were only partially served:

- Program unable to provide service due to limited resources; and
- Transportation.
Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 28 victims during each 6-month period. The victims most frequently served or partially served were white (45%), female (92%), and between the ages of 25 and 59 (77%).

Emerging research suggests that men with disabilities experience abuse at similar rates to women with disabilities, and more often than non-disabled men, pointing toward the need for targeted intervention strategies (Mitra et al., 2016; Platt et al., 2017). Further, individuals with multiple disability types experience sexual assault rates more than 1.5 times those experienced by people with one disability (Harrell, 2017).

**NY - Grantee Perspective**

This grant made it possible for three partner agencies to join together in pursuit of the mutual goal of improving our collective capacity to serve Deaf survivors of domestic violence and sexual assault. Representatives of all partner agencies have significantly improved their individual cultural competency, and the agencies as a whole have gained a better understanding of the unique issues facing Deaf survivors. We have been able to incorporate these learnings into tangible changes that will positively impact services for Deaf survivors. We ensured agency policies and procedures are sensitive to the needs of Deaf survivors and we have implemented a mandatory training program for all staff and volunteers. We were able to host a Trauma Informed Qualified Interpreters training to ensure a pool of local interpreters were trained on trauma-informed interpreting for survivors. Access to services has improved as both RESTORE and Willow have experienced a continuous increase in the number of Deaf survivors seeking services. Most importantly, the accomplishments made possible through OVW funding will continue to make an impact beyond this grant cycle as these changes have been incorporated into agency services. The Deaf Gain Collaborative is looking forward to building upon the positive foundation we have made and making more positive changes when we address the remaining three key findings of the needs assessment that were not included in the strategic plan.

**Alternatives for Battered Women, New York**
Demographics of victims served and partially served: Other (6-month average)

- People with disabilities: 53%
- People who are Deaf or hard of hearing: 50%
- People with limited English proficiency: 31%
- People who are immigrants, refugees, or asylum seekers: 15%
- People who live in rural areas: 1%

Remaining Areas of Need

Grantees noted that service providers and victim advocates need specialized training and technical assistance to better serve victims with disabilities, including the ability to:

- Understand and accommodate the communication needs of Deaf and hard of hearing victims;
- Communicate with individuals with cognitive disabilities;
- Provide better accessibility for victims with physical disabilities;
- Work with victims with severe mental illness and/or substance abuse; and
- Collaborate with adult guardians in order to provide care to victims.

Without the proper tools to serve victims with disabilities, grantees felt that victims with disabilities would hesitate to report abuse and therefore put themselves in further danger.

Grantees also pointed to the need for more community education and outreach to victims with disabilities, caretakers, and community members, including:

- Creating awareness of available DV/SA services for people with disabilities;
- Educating the community about violence against people with disabilities;
- Combating social stigmas and discrimination against people with disabilities, which prevent victims from getting the help they need; and
- Educating people with intellectual disabilities about sex, consent, and healthy relationships.

Grantees also noted how barriers to accessing services abound for victims with disabilities. The lack of accessible transportation, physically inaccessible facilities, or the lack of appropriate assistive technology all hinder a victim’s ability to access much needed services.
Noting that disability rights organizations and domestic/sexual violence service providers often work in silos, grantees called for more collaboration between service providers to serve the unique needs of victims with disabilities, as well as proper training to service providers and the criminal justice system on:

- The use of appropriate language and terminology when working with victims with disabilities;
- Accommodating the unique needs of clients with physical, intellectual, or developmental disabilities; and
- Trauma-informed practices for working with victims with disabilities.

Grantees also emphasized the importance of meeting the basic needs of victims with disabilities, including:

- Safe and accessible shelter and long-term housing;
- Transportation; and
- Mental health services.

**FL • Grantee Perspective**

We need better communication across interconnecting systems, such as healthcare, law enforcement, and the criminal justice system. While education and community awareness of resources is of critical importance in addressing obstacles faced by people with disabilities, it is imperative that the resources and systems in place to serve people with disabilities are functioning collaboratively and have a common language and understanding of how to provide trauma-informed and accessible services.

*DISABILITY INDEPENDENCE GROUP, INC., FLORIDA*
Improving Criminal Justice Responses to Sexual Assault, Domestic Violence, Dating Violence, and Stalking Grant Program

The Improving Criminal Justice Responses to Sexual Assault, Domestic Violence, Dating Violence, and Stalking Grant Program (ICJR Program) is designed to treat domestic/sexual violence as serious violations of criminal law by encouraging collaborative partnerships among state, local, and tribal governments and courts.

Through a Coordinated Community Response (CCR), the ICJR Program challenges entire communities to communicate, identify problems, and share ideas for responding to victims of domestic/sexual violence. This results in new responses and the application of best practices to enhance victim safety and ensure offender accountability at each juncture in the criminal justice system through investigation, arrest, prosecution, and close judicial oversight.

225 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 225 unique grantees reported activities funded by the ICJR Program.

36,402 Victims Served
On average, grantees served or partially served 36,402 victims during each 6-month reporting period.

174,090 Cases Investigated
Grantees investigated a total of 174,090 cases.

A study in one jurisdiction found that, of incidents of rape, physical assault, or stalking by an intimate partner known to police, roughly 32% result in the arrest or detention of the offender, and an estimated 7% of incidents result in criminal prosecution (Broidy et al., 2016).

Research shows that a more negative response from police can increase the likelihood of victims experiencing greater PTSD symptom severity (Srinivas & DePrince, 2015).

1 Formerly the Grants to Encourage Arrest and Enforcement of Protection Orders Program, this program was renamed beginning in FY 2016 to more accurately reflect the scope of the program. Throughout this report, the program will be referred to as ICJR.
The scope of the ICJR Program is vast, as required to accomplish these goals. Purpose areas include:

- Develop or strengthen policies and training that assist in the recognition, investigation, and prosecution of crimes against older individuals and individuals with disabilities;
- Implement pro-arrest programs, policies, and training in police departments (for example, policies improving responses to protection order violations), and improve tracking of criminal cases;
- Develop state, tribal, territorial, or local policies, procedures, and protocols for preventing dual arrests and prosecutions;
- Coordinate computer tracking systems to ensure communication;
- Provide technical assistance and equipment to facilitate the enforcement of protection orders, including the development of protection order registries, across departments, agencies, states, and tribal jurisdictions;
- Centralize and coordinate police enforcement, prosecution, and judicial responsibility;
- Strengthen legal advocacy service programs;
- Develop and establish comprehensive victim service and support centers, such as family justice centers;
- Educate judges and court-based personnel (including juvenile courts);
- Improve the response of the criminal justice system to immigrant victims;
- Develop and promote legislation and policies to enhance best practices for responding to domestic/sexual violence;
- Develop Sexual Assault Forensic Examiner programs;
- Develop multidisciplinary high-risk teams for reducing domestic violence and dating violence homicides;
- Train prosecutors;
- Develop Sexual Assault Response Teams or similar CCRs for sexual assault;
- Improve investigation and prosecution of sexual assault and treatment of victims;
- Provide HIV testing, counseling, and prophylaxis for victims; and
- Address sexual assault evidence backlogs, including notifying and involving victims, and develop protocols for addressing backlogs.
General Grant Information

Information for this report was submitted by 225 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 12 (5%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose areas:
  - Strengthen legal advocacy service programs;
  - Centralize and coordinate police enforcement, prosecution, and judicial responsibility; and
  - Develop and implement policies and training directed at the criminal justice response to sexual assault.

Staff

Grant-funded staff provide training, victim services, law enforcement activities, prosecution, court services, supervision of offenders, and batterer intervention programs to increase victim safety and offender accountability. **Being able to hire staff is critical to the overall function and success of programs.**

- 223 (99%) grantees used funds for staffing needs.
- Grantees funded an average of 421 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates and program coordinators.

<table>
<thead>
<tr>
<th>Table 1</th>
<th>Staff supported with ICJR grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff funded</td>
<td>6-month average</td>
</tr>
<tr>
<td>Total FTE staff funded</td>
<td>421</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>154</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>62</td>
</tr>
<tr>
<td>Law enforcement officers</td>
<td>42</td>
</tr>
<tr>
<td>Prosecutors</td>
<td>30</td>
</tr>
<tr>
<td>Victim assistants</td>
<td>20</td>
</tr>
<tr>
<td>Administrators</td>
<td>19</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

The 2013 reauthorization of VAWA added a purpose area to the ICJR program aimed at developing Sexual Assault Response Teams (SARTs). SARTs bring together professionals from the criminal legal, medical, mental health, and advocacy sectors to enhance cross-system coordination and strengthen each sector’s ability to respond to sexual assault. Research shows that SARTs can improve legal outcomes, help-seeking experiences of victims, and relationships between multidisciplinary responders (Greeson et al., 2016; Greeson & Campbell, 2015).

**NY * Grantee Perspective***

ICJR Program funding has allowed for the development and continuing implementation of a High Risk Team in Erie County. Without funding for a Coordinator position, this would not have been possible. The High Risk Team has created a mechanism to train advocates, law enforcement, and community stakeholders in consistent implementation of evidence-based risk assessment tools, and to refer the cases identified as having a higher level of risk for lethality or serious assaults for additional intervention. By creating this multidisciplinary team, Erie County is able to develop individualized intervention plans to keep victims safe and hold dangerous offenders more accountable. The High Risk Team is also a tool to assess and improve system responses to domestic violence in Erie County and improve communication across systems.

**Erie County, New York**

**CA * Grantee Perspective***

The ICJR grant program that funds the Elk Grove Domestic Violence Response Team (EGPD DVRT) provides clients and the community with victim/survivor focused direct services. Without the ICJR funding, victims would be forced to seek out and visit several agencies before receiving services or assistance. Victims would not have the support of an advocate when interacting with law enforcement or other agencies. Clients would attend civil, family or criminal court hearings without guidance, knowledge of the system and without a safety plan. The ICJR grant program funds not only provide a dedicated victim advocate stationed at the Elk Grove Police Department, the funding provides effective victim services. The EGPD DVRT program is well established and respected in the community, thanks to the current ICJR funding, and previous Arrest Program funding (from January 2014 - September 2016).

**City of Elk Grove, California**
Training
Grantees train victim advocates, law enforcement officers, prosecutors, court personnel, probation and correction officers, child protection staff, sexual assault forensic and nurse examiners, and mental health and other professionals how to develop an effective CCR to violence. This training improves the professional response to victims and increases offender accountability.

- 155 (69%) grantees used funds for training.
- Grantees convened a total of 4,329 training events.
- Grantees trained a total of 90,627 people.
- Most often these trainings reached law enforcement officers (37%), victim advocates (10%), multidisciplinary groups (9%), and health professionals (7%).

Victim Services
Grantees provide an array of services to victims. Victims receive safety planning, referrals, and information as needed. These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.

- 177 (79%) grantees used funds for victim services.
- Grantees provided services to an average of 36,402 victims during each 6-month period.
- Nearly 100% of victims who sought services received them during each 6-month period.

During each 6-month period, on average, grantees provided:

- Victim advocacy services to 22,133 victims;
- Crisis intervention services to 17,455 victims;
- Criminal justice advocacy/court accompaniment services to 13,093 victims;
- Civil legal advocacy/court accompaniment services to 12,381 victims; and
- Support group/counseling services to 7,232 victims.

Other services:

- Victim-witness notification/victim outreach services were used a total of 94,537 times;
- Grantees received a total of 241,471 hotline calls; and
  - The majority of these calls (51%) came from victims.
Victims Seeking Services

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of domestic/dating violence (87%).

**Figure 1** Provision of victim services by ICJR Program grantees, by type of presenting victimization

**Table 2** Victims seeking services with ICJR grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total victims seeking services</td>
<td>36,551</td>
</tr>
<tr>
<td>Victims served</td>
<td>35,591 (97%)</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>810 (2%)</td>
</tr>
<tr>
<td>Victims not served</td>
<td>149 (&lt; 1%)</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the ICJR Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the ICJR Program grant.

Victims’ Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a spouse or intimate partner (68%).
- The remaining victims were most commonly victimized in the context of a dating relationship (19%) or by another family or household member (7%).

When advocates are present in proceedings following a rape, victims fare better in both the short- and long-term, experiencing less psychological distress, physical health struggles, sexual risk-taking behaviors, self-blame, guilt, depression, and barriers to continued engagement in legal matters (Patterson & Campbell, 2010; Patterson & Tringali, 2013; Xie & Lynch, 2016). A recent study found that access to and utilization of victim services reduced the associated risk of revictimization by 40% (Xie & Lynch, 2016). Another study found that rape survivors with advocates were more likely to have police reports taken (59% of the time) than those without advocates, whose reports were taken only 41% of the time (Campbell, 2006).

**AL • Grantee Perspective**

ICJR grant funding provides trauma-informed, victim-centered services in the SafeHouse/SafeShelby four county service area which was not available prior to this funding. Victims had to travel several hours for forensic exams and often had limited access to transportation or support. A huge gap in services existed prior to the founding. Additionally, through the provision of services offered through SafeShelby, there have been numerous requests for services from persons who experienced sexual assault or violence months and sometimes many years ago. These victims either did not feel safe asking for help or did not have access to or know about resources available to help with the healing and recovery process.

**SHELBY COUNTY, ALABAMA**

**CA • Grantee Perspective**

This funding allows our subgrantee, the Family Violence Law Center, to operate the only Mobile Response Team (MRT) for Alameda County, which allows us to respond on-scene if a survivor requests support from an advocate when filing a domestic violence report or when they are receiving medical treatment following an incident. MRT Advocates can then help the client develop a safety plan and often serves as a critical bridge to safe housing. Regardless of what time of night it may be or whether it is a weekend or a holiday, our advocates can temporarily help clients get a hotel overnight and then access a confidential domestic violence shelter.

**ALAMEDA COUNTY, CALIFORNIA**
Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or partially served:

- Conflict of interest;
- Victim did not meet statutory requirements;
- Services were not appropriate for victim;
- Program unable to provide service due to limited resources; and
- Program reached capacity.
Demographics of Victims Served and Partially Served

Grantees served or partially served an average of **36,402** victims during each 6-month period. The victims most frequently served or partially served were **white** (48%), **female** (89%), and between the ages of **25 and 59** (75%).

**Studies have shown that the provision of trauma-informed, culturally sensitive services can significantly improve victims’ sense of well-being (Serrata et al., 2020).**
Criminal Justice

The ICJR Program supports the efforts of local jurisdictions to develop or enhance a CCR that brings together law enforcement, prosecution, courts, probation, victim services, and public and private service providers. It is expected that grantees’ criminal justice activities will reach beyond the individual unit or grant-funded staff person and, as a result, grantees report criminal justice data for the entire agency within the jurisdiction.

Law Enforcement

Grantees address the role of law enforcement in responding to domestic/sexual violence.

- 74 (33%) grantees used funds for law enforcement activities.
- Law enforcement staff made a total of 112,081 victim referrals to governmental and non-governmental victim services across the 2-year period.

A proactive response and victim-centered attitude influence whether or not victims report these offenses, and whether appropriate evidence is collected to allow prosecutors to convict offenders.

A recent study examining ten years of National Incident Based Reporting System (NIBRS) data found that while mandatory arrest statutes have resulted in higher arrest rates, the impacts of primary aggressor laws have been mixed. The findings indicate that primary aggressor laws effectively decrease the number of dual arrests as a percentage of overall arrests; however the overall percentage of police interventions in intimate partner violence that result in arrest appears to decline in jurisdictions implementing these laws. Further, there is significant variation in rates of arrest based on the race and sexual orientations of the victim and offender. These findings point to a need for further research into the effectiveness and impact of arrest laws (Hirschel et al., 2017).

Without proper training, an officer may not be able to identify the predominant aggressor, may unknowingly minimize a victim’s trauma, may fail to collect all relevant evidence, and may mistakenly arrest the victim. Moreover, if an officer sides with an abuser, a victim may not report future assaults. Research shows that law enforcement were most likely to arrest perpetrators when they received training on and followed best practices such as: in-person investigation, following up with victims after initial contact, conducting safety planning with victims, assessing the needs of children exposed to the violence, providing victims with 911 telephones, describing protection orders and court procedures, connecting victims with available shelter and services, explaining the effects of domestic violence on children, and helping victims feel safe (Hamby et al., 2015).

MT - Grantee Perspective

Grant funding has allowed the Lake County Attorney’s Office to maintain victim contact and buy-in at a level which never existed before. Prior to grant funding, the County Attorney’s Office simply did not have the resources to provide regular victim outreach. This benefit cannot be overstated. When a victim-centered, trauma-informed approach to prosecution is utilized, victims feel the criminal justice system is listening to their needs and this results in far greater offender accountability.

LAKE COUNTY, MONTANA
Many law enforcement agencies have adopted significant policy, procedural, and practical changes that have enhanced the justice process, contributing to reduced recidivism and increased victim safety and satisfaction. These changes include implementing collaborative relationships with service providers and other stakeholders to facilitate a coordinated community response to domestic/sexual violence (Ward-Lasher et al., 2017; White & Sienkiewicz, 2018). As of 2013, about one-half of local police departments and one-third of sheriff’s offices serving 250,000 or more residents operated a full-time victim assistance unit (Reaves, 2017).

Swift responses to reported abuse and thorough investigations, supported with training and resources, can increase the rates at which cases are referred to prosecutors, accepted for prosecution, and result in convictions (Morrow et al., 2016; Rosay et al., 2010).

The Sexual Assault Justice Initiative (SAJI) is a special project launched by OVW in 2015 to improve the justice system’s response to sexual violence, with a focus on prosecution. The initiative involves the development and implementation of performance measures that look beyond conviction rates and reflect best practices for prosecuting sexual assault. Through this initiative, AEquitas: The Prosecutors Resource on Violence Against Women, works closely with OVW and experts in the field to test performance measures contained in the Response to Sexual Violence for Prosecutors (RSVP) Model and assist prosecutors in seven jurisdictions to adopt the model (https://aequitasresource.org/wp-content/uploads/2018/09/Model-Response-to-Sexual-Violence-for-Prosecutors-RSVP-An-Invitation-to-Lead.pdf).

Prosecution

Jurisdictions with specialized prosecution programs often boast high prosecution and conviction rates. These programs may include specialized prosecution units, specialized prosecutorial training, and vertical prosecution procedures.

• 42 (19%) grantees used funds for prosecution.
• Prosecution staff made a total of 46,741 victim referrals to governmental and non-governmental victim services across the 2-year period.

Across the two-year reporting period, ICJR Program-funded prosecution activities included:

<table>
<thead>
<tr>
<th>Cases Referred</th>
<th>Cases Accepted for Prosecution</th>
<th>Cases Disposed of</th>
<th>Cases Resulted in Convictions</th>
</tr>
</thead>
<tbody>
<tr>
<td>78,833 cases</td>
<td>50,455 cases</td>
<td>46,466 cases</td>
<td>25,477 cases</td>
</tr>
</tbody>
</table>

$^{i}$ Cases accepted, declined, or transferred in the current reporting period may have been received by prosecution in a previous reporting period.
Courts

Specialized domestic violence courts improve offender compliance with court-ordered conditions and impose enhanced penalties for non-compliance.

- 3 (1%) grantees used funds for court activities.
- Court staff made a total of 1,368 victim referrals to governmental and non-governmental victim services across the 2-year period.

Courts funded by the ICJR Program conduct a range of activities, including:

- Coordinating with criminal justice and social service agencies to identify resources to address gaps in the system of services;
- Providing extensive and ongoing training on domestic/sexual violence issues;
- Implementing practices to ensure consistency in case handling;
- Enhancing case information flow between partner agencies;
- Emphasizing defendant monitoring and accountability; and
- Enhancing protection for, and services to, victims.

Judicial Monitoring

Judicial monitoring improves the justice system’s ability to ensure offender accountability. Convicted offenders are required to make regular court appearances to determine whether they are complying with the conditions of their sentences.
An average of 343 offenders were monitored during each 6-month reporting period.

A total of 12,826 judicial reviews of individual offenders were conducted across the 2-year period.

The data reported in Table 5 reflect the consequences imposed for violations of court orders. A number of cases resulted in the courts adding conditions (5%), or partially or fully revoking probation (79%). The courts issued a verbal or written warning in 16% of the cases.

<table>
<thead>
<tr>
<th>Violation</th>
<th>No action taken</th>
<th>Verbal/written warning</th>
<th>Fine</th>
<th>Conditions added</th>
<th>Partial or full revocation of parole</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protection order (N = 25)</td>
<td>0 0%</td>
<td>2 8%</td>
<td>0 0%</td>
<td>2 8%</td>
<td>21 84%</td>
</tr>
<tr>
<td>New criminal behavior (N = 38)</td>
<td>0 0%</td>
<td>3 8%</td>
<td>0 0%</td>
<td>0 0%</td>
<td>35 92%</td>
</tr>
<tr>
<td>Failure to attend mandated batterer intervention program (N = 31)</td>
<td>0 0%</td>
<td>3 10%</td>
<td>0 0%</td>
<td>1 3%</td>
<td>27 87%</td>
</tr>
<tr>
<td>Failure to attend mandated offender treatment (N = 0)</td>
<td>0 0%</td>
<td>0 0%</td>
<td>0 0%</td>
<td>0 0%</td>
<td>0 0%</td>
</tr>
<tr>
<td>Other condition of probation or parole (N = 72)</td>
<td>0 0%</td>
<td>19 26%</td>
<td>0 0%</td>
<td>5 7%</td>
<td>48 67%</td>
</tr>
</tbody>
</table>

NOTE: Other conditions include requirements such as substance abuse and alcohol treatment, parenting classes, and mandatory check-ins.

Probation and Parole

Following the example of police, prosecutors, and courts, probation departments have adopted specialized methods for managing domestic violence offender cases. These specialized domestic violence units enforce intensive supervision on their probationers and may require attendance at batterer intervention programs.

- 20 (9%) grantees used funds for probation activities.
- Probation staff made a total of 5,966 victim referrals to governmental and non-governmental victim services across the 2-year period.

Offender Monitoring

Probation officers monitor offenders to review progress and compliance with court orders. Probation officers may meet with offenders in person, by telephone, or via unscheduled surveillance.

- An average of 4,381 offenders were monitored during each 6-month period.
- Across the 2-year period, these agencies reported the following contacts with individual offenders:

Grantees have developed emerging, evidence-based models for probation supervision of domestic/sexual violence offenders that frame probation services as one portion of a larger coordinated community response (Crowe et al., 2009; Sadusky et al., 2015). These models, now being implemented across the country, take an integrated systemic approach that incorporates fundamental principles and guidelines for all participating stakeholders, including criminal justice agencies, advocacy organizations, and victim services providers, to use when intervening and working with victims (New Orleans District Probation and Parole, 2014; White & Sienkiewicz, 2018). They provide consistent accountability mechanisms and treatment for perpetrators, while ensuring victim safety.
Grantee Perspective

The High Risk Probation Officer is a staff position that was made possible through Arrest Program funding. This position has overwhelmingly helped with offender accountability and victim safety. The addition of this half-time probation officer has lessened the time between an offender’s sentencing and their first probation meeting and has increased the number of contacts with high risk probationers, for both face-to-face contacts and in-home visits. This intense monitoring, coupled with the ability to perform random drug tests more frequently on domestic violence offenders with substance abuse issues, is helping the team better address domestic violence in the community. Without Arrest Program funding, in-court advocacy for victims would not be a reality in Bannock County, where the resources of the local advocacy program were stretched thin. They have now been able to hire more advocates who can provide court advocacy. In the past six months, Bannock County has seen an increase in the number of requests for criminal court advocacy and requests for assistance in completing civil protection order petitions. Without the Arrest Program funding, Bannock County would not be able to meet these needs.

BANNOC COUNTY, IDAHO

The Circuit Court bench has an increased awareness about the need for individualized bond conditions rather than a one-size-fits-all approach. Circuit Court Pre-Trial Services is receiving much more information than it did previously, giving a broader and more accurate picture of potential lethality and safety issues. The implementation of the Blueprint for Safety lethality questions has helped not only prosecution, but also victims/survivors’ perspective of law enforcement. After the Blueprint questions were fully implemented, data collected by the Advocacy Initiated Response program showed that victims/survivors frequently reported feeling like officers genuinely cared and wanted to know how they were doing. Administrative and direct staff alike have a better understanding of the VAWA/VOCA confidentiality mandate and often bring it up before the community-based agency even has a chance. Simply put, ICJR Program funding has been incredibly valuable for everyone involved and the ripple effects are more than we could have imagined.

COUNCIL ON DOMESTIC VIOLENCE AND SEXUAL ASSAULT, MICHIGAN

- A total of 88,226 face-to-face contacts with an average of 3,602 offenders;
- A total of 56,804 telephone contacts with an average of 3,064 offenders; and
- A total of 31,720 unscheduled surveillance contacts with an average of 1,720 offenders.

**Probation officers also contact victims as a strategy to increase victim safety.**

- A total of 5,239 violations were reported across the 2-year period.
- The most frequently reported types of violations and responses to those violations were as follows:
  - Failure to comply with other conditions of probation or parole accounted for 1,589 (30%) of violations and most often resulted in partial or full revocation of probation (1,087 or 68%);
  - Failure to attend mandated batterer intervention program represented 1,093 (21%) of violations and most often resulted in partial or full revocation of probation (682 or 62%); and
  - New criminal behavior accounted for 1,057 (20%) of violations and was the violation most likely to result in partial or full revocation of probation (731 or 69%).

The data reported below (Table 6) reflect the consequences imposed for violations of probation. With each type of violation, the courts took no action in only 5% of the cases and issued fines in 5% of the cases. A significant number of cases resulted in the courts adding conditions (16%), or partially or fully revoking probation (66%). The courts issued a verbal or written warning in 8% of the cases.

<table>
<thead>
<tr>
<th>Violation</th>
<th>No action taken</th>
<th>Verbal/written warning</th>
<th>Fine</th>
<th>Conditions added</th>
<th>Partial or full revocation of probation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protection order (N = 844)</td>
<td>35</td>
<td>4%</td>
<td>75</td>
<td>9%</td>
<td>30</td>
</tr>
<tr>
<td>New criminal behavior (N = 1,057)</td>
<td>75</td>
<td>7%</td>
<td>67</td>
<td>6%</td>
<td>44</td>
</tr>
<tr>
<td>Failure to attend mandated batterer intervention program (N = 1,093)</td>
<td>47</td>
<td>4%</td>
<td>98</td>
<td>9%</td>
<td>68</td>
</tr>
<tr>
<td>Failure to attend mandated offender treatment (N = 656)</td>
<td>32</td>
<td>5%</td>
<td>42</td>
<td>6%</td>
<td>49</td>
</tr>
<tr>
<td>Other condition of probation or parole (N = 1,589)</td>
<td>66</td>
<td>4%</td>
<td>127</td>
<td>8%</td>
<td>74</td>
</tr>
</tbody>
</table>

**NOTE:** Other conditions include requirements such as substance abuse and alcohol treatment, parenting classes, and mandatory check-ins.

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Dispositions of violations of probation and other court orders by ICJR Program-funded probation and parole agencies, July 2017–June 2019

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Community Measures

Grant funds are intended to support a CCR that will affect the entire jurisdiction. For this reason, grantees are asked to report on the number of protection orders requested and granted within the jurisdiction.ii

Remaining Areas of Need

Grantees cited access to affordable emergency and long-term housing for victims and families as the most significant remaining area of need.

Along with affordable long and short-term housing, grantees also cited a number of unmet needs within victim services, including:

- Transportation;
- Short-term financial assistance;
- Mental health counseling;
- Child care;
- Employment;
- Job training; and
- Substance abuse counseling.

In particular, grantees pointed to the need for low cost and pro bono civil legal assistance to help victims with divorce, child custody matters, and the collateral consequences of victimization, including issues relating to housing and personal property.

Grantees emphasized the need to expand victim-centered, trauma-informed training to law enforcement, prosecutors, judges, and court personnel.

Research has shown that petitioners’ perceptions of safety increased after receiving protection orders, even in cases where orders were violated (Cattaneo et al., 2016; Logan & Walker, 2009; Logan et al., 2009). Women using emergency shelter services who also obtained a protection order were found to experience fewer PTSD symptoms and less sexual violence six months after leaving the shelter than sheltered women without protection orders (Messing et al., 2017; Wright & Johnson, 2012).

MD - Grantee Perspective

Affordable housing continues to be the greatest unaddressed need among the population served by this grant. Without the funds to move to a new living situation, victims are often forced to stay with their abusive partner. This is especially true for parents of small children who cannot afford the childcare needed for them to work a full-time job. Without safe, affordable housing, victims are often forced to choose between their family’s mental, physical, and emotional safety and homelessness. The problem often continues to occur following the termination of a violent relationship. A victim may move to a safe, confidential location only for her abuser to find her, meaning she must once again find a new place to live. While House of Ruth can provide temporary emergency shelter for victims and their children, demand always exceeds the shelter’s capacity.

GOVERNOR’S OFFICE OF CRIME CONTROL & PREVENTION, MARYLAND

WA - Grantee Perspective

Thurston County and the South Sound region of Washington is facing a gap in free civil legal representation. Survivors served by the Family Justice Center program are often asking for legal consult for their parenting plan, divorce, child support, and protection order matters. Our team has built a positive relationship with our on-site partner, Thurston County Volunteer Legal Services, which offers free legal clinics to low income individuals and survivors. The clinics, however, are often with attorneys who do not specialize in civil matters, and they are unable to represent the client. The attorneys can give feedback on the forms, ensure everything is completed properly, but they are unable to represent the client at hearings. Our advocate attends protection order hearings weekly, and is often in a tough spot when the respondent has an attorney, and the survivor remains unrepresented.

FAMILY SUPPORT CENTER OF SOUTH SOUND, WASHINGTON

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ii Numbers represent all cases in which data was available for protection orders requested and granted. In some jurisdictions grantees report difficulty in obtaining protection order data; for example, if a city is the grant-funded jurisdiction and protection order data are collected at the county level, it is not possible to report precisely on the number of orders requested or granted in the city.
Grantees cited the need to improve offender accountability, through:

- Standardization and improvement of batterer intervention programs;
- Streamlining the process for victims to obtain orders of protection;
- Better enforcement of protection orders;
- Pre-trial supervision of offenders and enhanced offender monitoring in misdemeanor cases;
- Coordination of domestic violence and sexual assault protocol and policy across jurisdictions;
- Information sharing and improved collaboration between courts, probation, and law enforcement; and
- Shortening trial wait times to encourage victim participation.

Additionally, grantees cite the need for more trained investigators and prosecutors specializing in domestic violence and sexual assault cases.

Grantees also emphasized the need for more community education and awareness activities in order to:

- Educate the community on the dynamics of domestic violence and sexual assault;
- Promote available advocacy services and resources in the community;
- Educate young people about healthy relationships; and
- Combat stigma and misinformation on the nature of sexual assault.

Grantees cited difficulty in providing culturally sensitive victim services, translation, and outreach to underserved populations, particularly immigrants, refugees, and those with limited English proficiency.

Grantees also emphasized the need to improve services and outreach to:

- Victims in rural areas;
- Persons with one or more disabilities;
- LGBTQ populations; and
- Elderly victims.

Finally, grantees called for greater access to dedicated sexual assault victim services, including SANE services, and more aggressive prosecution of sexual assault.
Grants to Support Families in the Justice System Program

VAWA 2013 authorized the Grants to Support Families in the Justice System Program (Justice for Families or JFF Program), which consolidated two pre-existing VAWA-funded programs: the Court Training and Improvements Program (Courts Program), and the Supervised Visitation and Safe Exchange Program (Supervised Visitation Program), and added new purpose areas as well.

JUSTICE FOR FAMILIES GRANTEES SEEK TO IMPROVE THE RESPONSE of the civil and criminal justice system to families with a history of domestic/sexual violence or child sexual abuse. JFF grantees do this by promoting the development of supervised visitation and exchange centers, improving civil and criminal court responses to victims of domestic/sexual violence, and training court-based and court-related personnel on sexual assault, domestic violence, dating violence, and stalking. The last grants made under the Courts and Supervised Visitation programs were awarded in FY 2013.1

97 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 97 unique grantees reported activities funded by the JFF Program.

6,339 Victims Served
On average, grantees served 6,339 victims during each 6-month reporting period.

63,382 Supervised Visitations
Grantees provided a total of 63,382 supervised visitation and exchange services to an average of 1,496 families.

In specialized courts, trained advocates can provide support throughout the proceedings and share information with victims, and judges demonstrate knowledge of domestic/sexual violence and respectful treatment of victims. These practices can help victims as they navigate legal proceedings. These courts have also been shown to reduce rearrests for any criminal charges, inclusive of domestic violence charges, among convicted offenders who were subject to policies such as judicial supervision and sanctions for noncompliance (Anderson, 2015; Bell et al., 2011; Cissner et al., 2015).

1 Justice for Families was authorized by VAWA 2013 in March of 2013, and Congress appropriated funds for this new program. However, OVW had already accepted applications under the former Supervised Visitation and Courts programs for FY 2014 funding, so FY 2014 Justice for Families awards were made to applicants that had applied under the two programs’ solicitations.
The scope of the Justice for Families Program is vast, as required to accomplish these goals. Purpose areas include:

- Provide supervised visitation and safe exchange of children and youth by and between parents in situations involving domestic or dating violence, child sexual abuse, sexual assault, or stalking;
- Educate and train court-based and related personnel on issues relating to victims’ needs, perpetrator behavior, and offender accountability;
- Provide resources in juvenile court matters to ensure victims receive necessary services;
- Provide civil legal assistance to victims and non-offending parents (where the other parent is represented by counsel);
- Enable courts or court-based or related programs to develop new or enhanced:
  - Court infrastructure;
  - Community-based initiatives within the court system;
  - Offender management/monitoring/accountability programs;
  - Safe and confidential information storage and sharing databases;
  - Education and outreach to improve community access to the courts; and
  - Other projects to improve court responses to domestic/sexual violence.

General Grant Information

Information for this report was submitted by 97 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 11 (11%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose areas:
  - Provide supervised visitation and safe exchange of children and youth;
  - Educate court-based, court-related, and court-appointed personnel and child protective service workers; and
  - Provide civil legal assistance and advocacy services.

VAWA 2013 clarified that victim services and legal assistance include services and assistance to victims of domestic/sexual violence who are also victims of severe forms of trafficking in persons.
Staff

Grant-funded staff provide supervised visitation and safe exchange for children; develop community consulting committees; engage in issuing protection orders or helping victims obtain them; support victims in family matters and/or criminal cases; and establish statewide training and technical assistance projects to increase supervised visitation and safe exchange options. They provide training, supervised visitation, victim services, offender management, and support criminal and civil courts. **Being able to hire staff is critical to the overall function and success of programs.**

- **92** (95%) grantees used funds for staffing needs.
- Grantees funded an average of **156** full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support supervision staff and program coordinators.

<table>
<thead>
<tr>
<th>Table 1</th>
<th>Staff supported with JFF grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff funded</td>
<td>6-month average</td>
</tr>
<tr>
<td><strong>Total FTE staff funded</strong></td>
<td><strong>156</strong></td>
</tr>
<tr>
<td>Supervision staff</td>
<td>46 29%</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>29 19%</td>
</tr>
<tr>
<td>Attorneys</td>
<td>17 11%</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>16 10%</td>
</tr>
<tr>
<td>Administrators</td>
<td>10 6%</td>
</tr>
<tr>
<td>Security staff (including Court security)</td>
<td>8 5%</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

Training

Grantees train law enforcement, court personnel, legal personnel, prosecutors, probation officers, guardians ad litem, victim advocates, child welfare workers, and other social service agency staff to help improve the response to victims, children, and families with a history of domestic/sexual violence or child sexual abuse. **This training enables visitation staff to meet the safety needs of all family members and improves the professional response to victims while increasing offender accountability.**

- **64** (66%) grantees used funds for training.
- Grantees convened a total of **617** training events.

**PA • Grantee Perspective**

The JFF Program has allowed us to add a non-attorney paralegal who provides holistic services to victims appearing in court for Protection From Abuse (PFA) cases and links these clients with Women Against Abuse, Inc. attorneys more seamlessly. The paralegal is stationed in the PFA courtrooms four days a week to provide petitioners who appear for their hearings with intake, information, safety planning, and referrals. We are able to get clients to attorneys more quickly since the paralegal can do on-site intakes. We are also able to provide more intensive brief services to clients who do not seek attorney representation.

**WOMEN AGAINST ABUSE, INC., PENNSYLVANIA**

In a recent evaluation of a widely used training program for judges on the dynamics of domestic violence, the majority of participants reported specific benefits and changes in behavior relating to access to justice, offender accountability, judicial leadership, and victim safety (Jaffe et al., 2018).
Victim Services

Grantees provide an array of services to victims navigating the court and legal system. These services may include legal advocacy to secure a protection order or custody, civil legal assistance, criminal justice advocacy, and victim advocacy, including safety planning. These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.

- 58 (60%) grantees used funds for victim services.
- Grantees provided services to an average of 6,339 victims during each 6-month period.
- 98% of victims who sought services received them during each 6-month period.

During each 6-month reporting period, on average, grantees provided:

**Advocacy services:**

- Civil legal advocacy to 3,057 victims;
- Victim advocacy to 2,853 victims;
- Criminal justice advocacy to 1,035 victims; and
- Pro se clinics/group services to 334 victims.

**Other services:**

- Victim-witness notification/victim outreach services were used a total of 8,450 times; and
- Grantees made a total of 8,785 referrals to governmental victim services and 10,148 to non-governmental victim services.
Victims Seeking Services

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of domestic violence/dating violence (91%).

<table>
<thead>
<tr>
<th>Type of presenting victimization:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Domestic violence</td>
</tr>
<tr>
<td>Stalking</td>
</tr>
<tr>
<td>Child sexual abuse</td>
</tr>
<tr>
<td>Sexual assault</td>
</tr>
</tbody>
</table>

Multiple studies have shown that services offered to domestic violence victims, such as shelter, advocacy, support groups, and counseling, have positively impacted their short- and long-term safety, mental health, and sense of self-efficacy (Sullivan, 2018). A recent study also found that receiving tangible aid from both formal community providers and informal supports was associated with an increased likelihood that victims would report sexual assault to the police (DePrince et al., 2020).

Victims’ Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a spouse or intimate partner (68%).
- The remaining victims were most often victimized in the context of a dating relationship (20%) or by a family member (9%).
While violence touches all communities, victims from historically underserved populations may face greater barriers to accessing help from service providers and the justice system. Access to resources, religious beliefs, cultural practices, race or ethnicity, gender identity or expression, sexuality, age, language, immigration status, geographic location, and economic opportunity are all factors that can affect how a victim perceives, manages, and resists violence (Bridges et al., 2018; Cheng & Lo, 2015; Cho, 2012; Cho et al., 2017; O’Neal & Beckman, 2016; Weng, 2016).

**MN - Grantee Perspective**

This program has allowed our site to enhance our child-related relief calendars and develop a court infrastructure to meet the needs of domestic violence victims, offenders and their children. As part of this program, we were able to hire a State/Tribal Court Liaison that serves as a liaison between the Native American community and Hennepin County District Court to build relationships, provide improved support, and enhance the courts infrastructure when it comes to resources, knowledge, and accessibility. Additionally, the State/Tribal Court Liaison helps identify barriers in Native survivors’ usage of Family Court and helps implement changes to remove those barriers. As a result of this program, the Fourth Judicial District has been presented with the flags of seven of the 11 federally recognized tribal nations of Minnesota which are flying in our courthouse next to the US and Minnesota flags. This is significant given that we are the first court system in Minnesota to ever be gifted these flags. Also, as a result of this program, we were able to designate a space for smudging in all of our Fourth Judicial District courthouses. For thousands of years, Indigenous traditional medicines such as sage, sweetgrass, and cedar have been considered as sacred, cleansing, and protective plants. Sacred smoke created from burning medicinal plants is a practice common to Indigenous peoples. The Fourth Judicial District Court now honors the cultural traditions and ceremonies involving smudging. The Fourth Judicial District welcomes this time-honored practice in our courthouses. This would not have happened without the support of OVW and the JFF Program.
Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or were only partially served:

- Program unable to provide service due to limited resources;
- Conflict of interest;
- Need not documented;
- Victim did not meet statutory requirements; and
- Services not appropriate for victim.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 6,339 victims during each 6-month period. The majority of those victims were white (53%), female (88%), and between the ages of 25 and 59 (80%).

**Figure 6** Demographics of victims served and partially served: Race/ethnicity (6-month average)

- **White**: 53%
- **Black or African American**: 38%
- **Hispanic or Latino**: 25%
- **American Indian or Alaska Native**: 4%
- **Asian**: 3%
- **Native Hawaiian or Other Pacific Islander**: < 1%

**Figure 7** Demographics of victims served and partially served: Gender (6-month average)

- **Female**: 88%
- **Male**: 12%
Legal Services

Grantees began providing legal services to victims and non-offending parents on July 1, 2014. These services, which were provided by grant-funded attorneys or paralegals, can include representing non-offending parents in matters of child sexual abuse, providing assistance to victims in divorce and custody cases, and helping victims obtain protection orders against their abusers.

Between July 1, 2017 and June 30, 2019:

- 33 (34%) grantees used grant funds for legal services.
- Grantees addressed an average of 3,185 legal issues during each 6-month reporting period.
- Grantees provided multiple instances of legal services to an average of 874 victims (40% of those receiving services).
- Grantees most frequently provided legal assistance with protection orders and custody/visitation.
Services for Families

Grantees provide one-to-one supervised visits, group supervised visits, and supervised exchanges. Before providing services, grantees conceptualize and develop supervised visitation and exchange services through community-based consulting committees. **This comprehensive, collaborative planning process ensures the safety of adult victims of domestic/sexual violence and their children during visitation or exchange.**

- 52 (54%) grantees used funds to provide supervised visitation and safe exchange services to families.
- Grantees provided services to an average of 1,496 families during each 6-month period.
- 87% of families who requested services received them during each 6-month reporting period.

Across the 2-year period, grantees provided the following services:

- A total of 37,471 one-to-one supervised visits to an average of 1,117 families;
- A total of 22,419 supervised exchanges to an average of 347 families; and
- A total of 3,492 group supervised visits with an average of 90 families.

Support from O.W allowed Iowa Legal Aid to provide legal services to vulnerable clients who may not have been able to access those services before. Domestic violence contributes to poverty in many ways, and legal services are one of the most effective means of addressing both. Victims need to achieve permanent freedom and safety from their abusers and to secure custody of their children before they can achieve the emotional stability and independence they need to work. The legal aid attorney successfully achieved outcomes for clients by providing sufficient legal advice and full representation on many cases in court, by negotiating settlements, and helping clients prepare for the future through safety planning. Funding has allowed Iowa Legal Aid to successfully obtain nine restraining orders. Three of the nine cases awarded custody or denied visitation, one case awarded custody with the possession of the home, and one case awarded the possession of the family home. Furthermore, the attorney provided tailored legal advice on the remaining 23 cases. Having a more constant advocacy presence in the courthouse has also allowed us to meet with survivors that may never have known about advocacy services, and we believe that Council on Sexual Assault and Domestic Violence presence makes the courthouse a more comfortable space for those needing services. The funded advocate has been able to prevent families from becoming homeless by advocating for employment and financial assistance, and in the juvenile court system.

**Siouxland Human Investment Partnership, Iowa**

A recent longitudinal study of urban and rural survivors of intimate partner violence who received civil legal services found that this kind of assistance was positively associated with victims’ psychological wellbeing, economic self-sufficiency, and safety over time (Copps Hartley & Renner, 2016).
During the 2-year reporting period, grantees reported that the following safety and security problems occurred during supervised visitation and/or safe exchanges:

- **163** attempts to contact other party;
- **41** threats made;
- **32** violations of protection orders; and
- **16** times security staff were unavailable.

During each 6-month reporting period, nearly **one-third** (31%) of families receiving services completed services or services were terminated.

- **58%** of the families discontinued involvement because threats ceased, there was a change in the court order, mutual agreement, or treatment was completed; and
- **26%** were terminated because they habitually did not keep appointments, were incarcerated, did not comply with program rules, or were terminated due to supervisor’s discretion.

### Families Seeking Services

Grantees serve victims of domestic/sexual violence and their children. Between July 1, 2017 and June 30, 2019:

- The majority of families served or partially served were victims of **domestic/dating violence** (93%).

For many victims of domestic violence, leaving the relationship does not end the abuse perpetrated by their partners. The risk of abuse to the non-abusing parent and children during separation and after divorce often continues or increases; in some cases, abusers may kill their partners and children during this escalating period of violence. After separation, children are often exposed, directly or indirectly, to violence, threats, intimidation, manipulation, and coercive controls, which can profoundly compromise their emotional stability and psychological wellbeing (Crossman et al., 2016; Ellis, 2017; Jaffe et al., 2017; Rezey, 2020).
Families Referred to Supervised Visitation or Safe Exchange Programs

Grantees report on referral source and primary victimization for all families they serve or partially serve.

- The majority of families served or partially served were referred by a family court order (62%).
- The remaining families were most commonly referred by a protection order (14%) or a domestic violence court order (12%).

### Table 3 | Families seeking services with JFF grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Families seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total families seeking services</td>
<td><strong>1,718</strong></td>
</tr>
<tr>
<td>Families served</td>
<td><strong>1,419</strong> (83%)</td>
</tr>
<tr>
<td>Families partially served</td>
<td><strong>78</strong> (5%)</td>
</tr>
<tr>
<td>Families not served</td>
<td><strong>221</strong> (13%)</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially served” represents families who received some but not all of the service(s) they requested, provided those services were funded under the JFF Program grant. “Not served” represents families who sought services and did not receive the service(s) they were seeking, provided those services were funded under the JFF Program grant.

### Table 4 | Average number of families using supervised visitation or safe exchange by primary victimization and referral source, July 2017–June 2019

<table>
<thead>
<tr>
<th>Referral source</th>
<th>Number of families</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family court order</td>
<td><strong>925</strong> (62%)</td>
</tr>
<tr>
<td>Protection order</td>
<td><strong>205</strong> (14%)</td>
</tr>
<tr>
<td>DV court order</td>
<td><strong>173</strong> (12%)</td>
</tr>
<tr>
<td>Child welfare agency</td>
<td><strong>50</strong> (3%)</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥50 families).

Reasons Families Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons families were not served or were only partially served:

- Hours of operation;
- Program reached capacity; or
- Family was not accepted into program.¹

For those families who were not accepted into the program, grantees reported the following reasons:

- Client unwilling to agree with program rules;
- Situation was deemed too dangerous; or
- Conflict of interest.

¹ These are families who requested grant-funded services and were willing and able to partake in those services, but who were not accepted into the program.

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**NC - Grantee Perspective**

Since acquiring the OVW Justice for Families grant funding, the Mecklenburg County Supervised Visitation and Safe Exchange (SVSE) has hired and trained our full-time Court Liaison. We recognized that there was a significant lapse in time between services being ordered by the courts and services being received. The court liaison’s function is to meet with families directly following their court hearing. As we continue to use this position, it will enable the program to decrease the service delivery time down to days, as opposed to weeks when the program initially began several years ago. This funding has also made available to us a direct referral source for legal assistance provided for our victim parents. They can receive services ranging from a consultation up to full legal representation in civil proceedings. Both these positions have increased safety and made service provision easier for parents through the SVSE center.

**MECKLENBURG COUNTY, NORTH CAROLINA**

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Despite the noted harmful effects of post-separation violence and abuse on victims and children, custody evaluators regularly fail to recommend visitation arrangements that best serve the well-being of children and prevent direct contact between the abused and abusive parents (Davis et al., 2011; Khaw et al., 2018; Saunders et al., 2016; Saunders & Oglesby, 2016; Starsonek & Ake, 2018).
Demographics of Families Served and Partially Served

Grantees served or partially served an average of 1,496 families during each 6-month reporting period. The majority of custodial parents were white (78%), female (74%), between the ages of 25 and 59 (88%), with children between the ages of 0 and 6 (50%). Noncustodial parents were most likely to be white (74%), male (72%), and between the ages of 25 and 59 (89%).

Table 5  Demographic characteristics of parents and children served with JFF grant funds, July 2017–June 2019 (6-month average)

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Custodial parent N</th>
<th>Non-custodial parent N</th>
<th>Children N</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Race</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>American Indian or Alaska Native</td>
<td>18 1%</td>
<td>17 1%</td>
<td>22 1%</td>
</tr>
<tr>
<td>Asian</td>
<td>39 3%</td>
<td>37 3%</td>
<td>72 4%</td>
</tr>
<tr>
<td>Black or African American</td>
<td>228 17%</td>
<td>275 21%</td>
<td>411 21%</td>
</tr>
<tr>
<td>Hispanic or Latino</td>
<td>256 19%</td>
<td>280 21%</td>
<td>472 24%</td>
</tr>
<tr>
<td>Native Hawaiian or Other Pacific Islander</td>
<td>13 1%</td>
<td>13 1%</td>
<td>19 1%</td>
</tr>
<tr>
<td>White</td>
<td>1,027 78%</td>
<td>970 74%</td>
<td>1,484 76%</td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>174 18%</td>
<td>189 18%</td>
<td>300</td>
</tr>
<tr>
<td><strong>Gender</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>1,102 74%</td>
<td>411 28%</td>
<td>1,109 51%</td>
</tr>
<tr>
<td>Male</td>
<td>378 26%</td>
<td>1,083 72%</td>
<td>1,084 49%</td>
</tr>
<tr>
<td>Total</td>
<td>1,496</td>
<td>1,496</td>
<td>2,241</td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>16 3%</td>
<td>0</td>
<td>49</td>
</tr>
<tr>
<td><strong>Age</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0–6</td>
<td>- - -</td>
<td>- - -</td>
<td>1,118 50%</td>
</tr>
<tr>
<td>7–17</td>
<td>- - -</td>
<td>- - -</td>
<td>1,095 49%</td>
</tr>
<tr>
<td>11–17</td>
<td>2 &lt; 1%</td>
<td>1 &lt; 1%</td>
<td>- -</td>
</tr>
<tr>
<td>18–24</td>
<td>159 11%</td>
<td>145 10%</td>
<td>6 &lt; 1%</td>
</tr>
<tr>
<td>25–59</td>
<td>1,277 88%</td>
<td>1,300 89%</td>
<td>0 0%</td>
</tr>
<tr>
<td>60+</td>
<td>19 1%</td>
<td>15 1%</td>
<td>- -</td>
</tr>
<tr>
<td>Total</td>
<td>1,496</td>
<td>1,496</td>
<td>2,241</td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>41 36%</td>
<td>0</td>
<td>22</td>
</tr>
<tr>
<td><strong>Other</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>People who are lesbian, gay, bisexual, transgender, or queer (LGBTQ)</td>
<td>8 1%</td>
<td>7 &lt; 1%</td>
<td>1 &lt; 1%</td>
</tr>
<tr>
<td>People with disabilities</td>
<td>41 3%</td>
<td>62 4%</td>
<td>82 4%</td>
</tr>
<tr>
<td>People with limited English proficiency</td>
<td>73 5%</td>
<td>78 5%</td>
<td>36 2%</td>
</tr>
<tr>
<td>People who are immigrants, refugees, or asylum seekers</td>
<td>43 3%</td>
<td>39 3%</td>
<td>13 1%</td>
</tr>
<tr>
<td>People who live in rural areas</td>
<td>217 14%</td>
<td>215 14%</td>
<td>341 15%</td>
</tr>
</tbody>
</table>
Criminal Justice

The Justice for Families Program promotes a coordinated community response that includes representatives from victim service agencies, child welfare agencies, law enforcement, prosecution, courts, probation, healthcare providers, and public and private community resources. To enhance protection for and services to victims within the court system, grantees work with criminal justice and social service agencies to address service gaps; provide training; ensure consistency in case handling; enhance case information flow among partner agencies to improve judicial decision-making and partner agency operations; and emphasize defendant monitoring and accountability.

Criminal Cases

JFF-funded courts use funds for dedicated dockets, specialized courts, and other practices to enhance case flow; information sharing; and successful prosecution of domestic/sexual violence and child sexual abuse.

- 11 (11%) grantees used funds for criminal case activities.

Case Dispositions

<table>
<thead>
<tr>
<th>Type of case</th>
<th>Cases disposed of</th>
<th>Dispositions resulting in conviction</th>
</tr>
</thead>
<tbody>
<tr>
<td>All cases</td>
<td>8,038</td>
<td>4,592</td>
</tr>
<tr>
<td>Misdemeanor domestic/dating violence</td>
<td>4,712</td>
<td>2,548</td>
</tr>
<tr>
<td>Felony domestic/dating violence</td>
<td>1,741</td>
<td>893</td>
</tr>
<tr>
<td>Violation of protection orders</td>
<td>820</td>
<td>504</td>
</tr>
<tr>
<td>Violation of probation or parole</td>
<td>534</td>
<td>475</td>
</tr>
<tr>
<td>Violation of other court order</td>
<td>119</td>
<td>109</td>
</tr>
</tbody>
</table>

NOTE: Convictions include deferred adjudications.

Research shows that when victims receive services from civil attorneys and community-based advocates, they experience strengthened protection from revictimization and improved self-efficacy in and out of the courtroom (Cattaneo et al., 2009; Copps Hartley & Renner, 2016). Additionally, victims who had empowering experiences in criminal court reported greater financial stability, mental health, and self-advocacy six months later. They were also more likely to report intending to use the legal system if violence recurred (Cattaneo & Goodman, 2010; Goodman et al., 2016).

AL - Grantee Perspective

The Justice for Families Program funding has allowed our County to restructure its judicial response to how it handles domestic violence cases. This funding has enabled us to create a designated court for domestic violence cases and quickly bond defendants to this docket, decreasing the time it takes for a case to be resolved. This decrease in time has increased victims’ safety, has allowed the victim to play an active role in the process of holding defendants accountable, and has given us the opportunity to implement new protocols for how we provide services to victims. The Victims Advocate now has the ability to make contact with victims within 72 hours of an offenders arrest and provide immediate resources. Through the Justice for Families Program funding, we have had the ability to hire a full-time Case Manager. This position enables the courts to better provide for victims’ safety, research defendants before they ever appear on a docket, coordinate the sharing of information, and ensure that defendants are complying with court orders.

The Justice for Families grant funds have also allowed us to expand our Supervised Visitation and Safe Exchange Program, making room for more referrals.
Judicial Monitoring

Judicial monitoring occurs when the court schedules regular probation or court reviews to determine whether convicted offenders are complying with the terms of their sentences. Probation officers may meet with offenders in person, by telephone, or via unscheduled surveillance.

- An average of 887 offenders were monitored in each 6-month reporting period.
  - The overwhelming majority of offenders reviewed were domestic violence offenders (98%).
- A total of 10,383 judicial reviews of individual offenders were conducted across the 2-year period.

Judges monitor offenders to review progress and compliance with court orders. The data reported in Table 9 reflects the consequences imposed for violations of court orders. With each type of violation, the courts took no action in only 17% of the cases and issued fines in less than 1% of the cases. A significant number of cases resulted in the courts adding conditions (12%), or partially or fully revoking probation (49%). The courts issued a verbal or written warning in 22% of the cases.
Table 8  Dispositions of violations of probation and other court orders by JFF Program-funded courts, July 2017–June 2019

<table>
<thead>
<tr>
<th>Violation</th>
<th>No action taken</th>
<th>Verbal/written warning</th>
<th>Fine</th>
<th>Conditions added</th>
<th>Partial or full revocation of probation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>%</td>
<td>N</td>
<td>%</td>
<td>N</td>
</tr>
<tr>
<td>Protection order (N = 269)</td>
<td>55</td>
<td>20%</td>
<td>10</td>
<td>4%</td>
<td>1</td>
</tr>
<tr>
<td>New criminal behavior (N = 185)</td>
<td>18</td>
<td>10%</td>
<td>22</td>
<td>12%</td>
<td>0</td>
</tr>
<tr>
<td>Failure to attend mandated batterer intervention program (N = 599)</td>
<td>149</td>
<td>25%</td>
<td>211</td>
<td>35%</td>
<td>1</td>
</tr>
<tr>
<td>Failure to attend mandated offender treatment (N = 100)</td>
<td>15</td>
<td>15%</td>
<td>61</td>
<td>61%</td>
<td>0</td>
</tr>
<tr>
<td>Other condition of probation or parole (N = 478)</td>
<td>37</td>
<td>8%</td>
<td>59</td>
<td>12%</td>
<td>2</td>
</tr>
</tbody>
</table>

NOTE: Other conditions include requirements such as substance abuse and alcohol treatment, parenting classes, and mandatory check-ins.

Civil Justice

Civil Protection Orders

Civil orders of protection, also known as restraining orders, are court-issued injunctions that prohibit or limit an offender’s contact with the victim and prohibit further abusive behavior. These orders may include custody and visitation directives, economic relief, and temporary restrictions on possession of firearms. Orders of protection are enforceable throughout the country, not solely in the issuing jurisdiction.

• 11 (11%) grantees used funds for civil protection order cases.

Table 9  Civil protection orders issued by JFF Program-funded courts by type of victimization, July 2017–June 2019

<table>
<thead>
<tr>
<th>Type of case</th>
<th>Temporary orders</th>
<th>Final orders</th>
</tr>
</thead>
<tbody>
<tr>
<td>All cases</td>
<td>12,385</td>
<td>4,976</td>
</tr>
<tr>
<td>Domestic/dating violence</td>
<td>3,585</td>
<td>1,204</td>
</tr>
<tr>
<td>Stalking</td>
<td>689</td>
<td>287</td>
</tr>
<tr>
<td>Sexual assault</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Type of victimization unknown</td>
<td>8,111</td>
<td>3,479</td>
</tr>
</tbody>
</table>

WA • Grantee Perspective

Justice for Families has provided us the opportunity to recruit, train, and support a broad bandwidth of community volunteers to observe criminal prosecution of sexual assault cases and provide feedback to the courts. This has not only been well accepted by the courts, but the program also regularly hears from volunteers that it has changed their lives as well, making them aware of how courts operate, deepening their insight into sexual assault, and giving them a sense of pride that they are able to directly contribute to improving court and legal responses to sexual assault. The program also routinely hears from the judiciary that they greatly appreciate the volunteer feedback. The impact on volunteer court monitors expands exponentially. Volunteers are the top recruiters of new volunteers, and often share accounts of how they share with their community about the richness of their CourtWatch experience. This program has also provided our program with the support to obtain and analyze data with great depth. This has led to crucial conversations with the court, prosecution, and legislators and has enabled staffing, system, and policy changes which have led to improved time to disposition in the prosecution of sexual assault cases.

KING COUNTY SEXUAL ASSAULT RESOURCE CENTER, WASHINGTON

VAWA defines protection orders broadly, and its full faith and credit provision requires that all valid protection orders be enforced in all jurisdictions within the United States, including tribal lands and territories (Battered Women’s Justice Project, 2016; Richards et al., 2018). However, a limitation to the effectiveness of this provision exists in the fact that not every state allows victims of sexual assault and stalking to petition for and receive protection orders unless they have been the spouse or intimate partner of, or in a family or household relationship with, their abuser (Fields, 2017; National Network to End Domestic Violence, 2018). In addition, some states and counties do not enforce protection orders issued by tribal courts due to lack of understanding about jurisdiction or lack of compatibility in tracking systems (Walter & Freedman, 2019).
The creation of the navigator position has allowed the court to provide services to litigants dealing with domestic violence and family law matters. In the past, we have provided family law “forms” facilitators who were focused on providing assistance with our very complex forms, and guiding all litigants through the family law court. The navigator position has allowed more one-on-one contacts to assist survivors through the system. Over the course of the grant and the changing role of the navigator position, the court has realized that we need to conduct more outreach to community partners and the Department of Human Services/Child Protective Services. The court is planning on having locally-funded facilitators begin to provide services and workshops in the community. Additionally, over the course of the grant, we have been able to provide significant training to lawyers, custody evaluators, advocates, judges, and court staff. Due to the training provided for family law judges and staff through the grant, the court has now created a training committee and held semi-annual trainings on different topics for all judges and court staff.

OREGON OFFICE OF THE STATE COURT ADMINISTRATOR, OREGON

Representation in family law matters is especially crucial for victims of domestic violence because offenders may continue to exert control over victims by using the legal system to force contact, restrict victims’ access to protection, make implicit threats, and create ongoing challenges through litigation. These forms of “paper abuse” are particularly harmful for victims with children because offenders routinely use the courts to challenge custody, child support, and visitation arrangements (Campbell, 2017; Douglas, 2017; Miller & Smolter, 2011; Watson & Ancis, 2013).

In addition, further research is needed to understand the dynamics of economic and/or financial abuse as a form of intimate partner violence that occurs on its own, or in the context of physical or sexual violence. This may take the form of bank account control or surveillance, employment sabotage, or theft of money or property, for example (Postmus et al., 2020).

Family Cases

The issues facing victims in family law matters — divorce, custody, child or spousal support, or parental rights and responsibilities — are complex. When criminal and/or protection order cases are also pending, the situation can be overwhelming and burdensome for victims, and competing or conflicting orders may place them at greater risk. Grantees may structure their dedicated docket or specialized court to include family matters where families are experiencing domestic violence. This could be a “one judge, one family” system in which one judge hears all matters relating to that family. Specially trained court staff who are aware of the dynamics of domestic violence will understand that some offenders use the court system to exert control over victims and force ongoing contact.

- 7 (7%) grantees used funds for family cases.
Table 12  Number of new and pending family cases addressed by the JFF Program, July 2017–June 2019

<table>
<thead>
<tr>
<th>Type of case</th>
<th>Number of cases (6-month average)</th>
<th>Number of hearings (2-year total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Divorce (children in common)</td>
<td>100</td>
<td>1,509</td>
</tr>
<tr>
<td>Divorce (no children in common)</td>
<td>49</td>
<td>829</td>
</tr>
<tr>
<td>Parental rights/responsibilities</td>
<td>36</td>
<td>256</td>
</tr>
</tbody>
</table>

Table 13  Post-judgment/post-adjudication judicial reviews of family cases, July 2017–June 2019

<table>
<thead>
<tr>
<th>Type of case</th>
<th>Number of cases (6-month average)</th>
<th>Number of hearings (2-year total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family case reviews</td>
<td>206</td>
<td>1,567</td>
</tr>
</tbody>
</table>

Court-Based Probation or Other Offender/Respondent Compliance Monitoring

Probation officers or other court-based compliance monitors conduct offender monitoring to determine whether offenders/respondents are complying with the terms of their court orders. Those orders could be pre-trial, bail, protection orders, probation, or other conditions of release.

- 8 (8%) grantees used funds for probation or monitoring activities.
- An average of 275 offenders were monitored during each 6-month reporting period.
- On average, grantees reviewed BIP information or contacted BIP staff for 343 offenders/respondents, and had meetings or contact with 217 offenders/respondents.
- As a strategy to increase victim safety, probation staff contacted an average of 28 victims in each 6-month reporting period.
- All (100%) offenders/respondents monitored were for domestic/dating violence offenses.

Remaining Areas of Need

Grantees most frequently reported that judges, court personnel, victim service providers, prosecutors, and law enforcement agencies need better training in order to enhance services to victims, especially around issues of:

- Trauma-informed practice;
- Dynamics of domestic violence, sexual assault, and stalking;
- Proper investigation and identification of primary aggressors;
- Supervised visitation; and
- Enforcement of protection orders.

IL  Grantee Perspective

Participating in the Domestic Violence Mentor Court Initiative [a special initiative funded by JFF] has allowed the Winnebago County Domestic Violence Coordinated Courts (DVCC) to exchange best practice information with other national DV courts and gain insight into other innovations that help us continue to evolve as a Mentor Court. We have utilized our technical assistance providers to help facilitate discussions with other jurisdictions who are looking to implement a specialized or coordinated court on a large scale. The funding has allowed us to employ a part-time Case Docket/Resource Coordinator for our DV Criminal Court, who is a key part of the DVCC and would not otherwise be included in the court's budget. We have also utilized opportunities to present on Center for Court Innovation webinars and participate in conversations through the DV Court Forum as a way to continue to evaluate our work and identify areas of remaining need and improvement/updates. Additionally, we were able to hold conference calls with several other jurisdictions to field questions regarding DV specialized court structure, compliance monitoring, and support personnel such as case docket/resource coordinators. Finally, the funding awarded by the Mentor Court Initiative has allowed us to continue to demonstrate the effort and progress made by the DVCC to our project partners and stakeholders and engender their continued support.

WINNEBAGO COUNTY CIRCUIT COURT, ILLINOIS

Research has shown that data-driven risk assessment tools can aid judges in effective decision-making in cases of violent crime; however jurisdictions may grapple with how to implement these tools, and concerns have been raised about potential racial and ethnic bias in their outcomes. Nonetheless, more education and evaluations of these approaches are needed since they may improve the use of community-based sanctions that ultimately build public safety and accountability (Crank et al., 2019).
There remains a large unmet need for civil legal representation for victims of domestic violence in family law cases. The Justice for Families-funded attorney was able to serve only about one-third of the total number of victims who sought services during the reporting period. Even after the attorney completes her training and has a full caseload, the need for services is so high that there will always be a large number of victims who she is unable to represent. Most of the victims seeking services were of limited income, making it difficult if not impossible for them to pay for a private attorney.

The most significant area of remaining need with regard to increasing offender accountability is a lack of effective supervised probation for domestic violence offenders. Domestic Violence Court will provide a layer of judicial monitoring; however, it cannot replace the benefits of supervised probation in regards to both offender accountability and rehabilitation. First of all, the use of unsupervised probation for a large number of domestic violence offenders is a notable concern. In the current system, the majority of misdemeanor cases are placed on unsupervised probation. Unsupervised probation not only lacks direct monitoring in the community, but it also makes any violation of conditions of probation virtually impossible for law enforcement to enforce. Without the oversight and guidance of a probation officer, offenders tend to be less compliant with finishing their sentencing conditions before their probation expires, especially when their probation term is only one year.

Grantees reported numerous difficulties meeting the needs of victims with limited English proficiency. These needs included:
- A need for more qualified interpreters;
- A shortage of bilingual advocates and court personnel; and
- A lack of cultural competency among providers.

Grantees cited the need to reach out to and provide services to chronically underserved and marginalized populations in order to improve their experiences within the criminal justice system.

Finally, grantees highlighted the need to improve coordination between courts and service providers and between jurisdictions in order to improve outcomes for victims.
Legal Assistance for Victims Grant Program

The Legal Assistance for Victims Grant Program (LAV Program) is intended to support victims of domestic/sexual violence who are seeking relief in legal matters arising from their abuse. The LAV Program develops innovative, collaborative projects that provide quality representation to victims of domestic/sexual violence, and provides opportunities for communities to examine how the legal needs of victims can be met.

The LAV Program makes awards to law school clinics, domestic violence services programs and shelters, bar associations, rape crisis centers, and other sexual assault services programs; private nonprofit entities; Indian tribal governments and tribal organizations; territorial organizations; legal aid or statewide legal services; and faith- and/or community-based legal service providers. Grant funds may be used for direct legal services to victims of domestic/sexual violence. In addition, grant funds may be used to provide enhanced training for lawyers representing these victims as well as for advocates.

226 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 226 unique grantees reported activities funded by the LAV Program.

26,019 Victims Served
On average, grantees served or partially served 26,019 victims during each 6-month reporting period.

37,731 Legal Issues Addressed
Grantees addressed an average of 37,731 legal issues and achieved a total of 94,544 outcomes.

Legal representation in family matters is especially crucial for victims of domestic violence, because offenders may continue to exert control over victims by using the legal system to force contact, restrict victims’ access to protection, make implicit threats, and create ongoing challenges through litigation. Through these forms of “paper abuse,” offenders can exert coercive control long after victims end the abusive relationship. Civil legal advocacy has been shown to decrease revictimization and improve self-sufficiency and psychological and economic well-being, thus working against these kinds of ongoing abuse (Copps Hartley, & Renner, 2016; Douglas, 2017; Miller & Smolter, 2011).
Grantees engage in the following purpose areas:

- Implement, expand, and establish cooperative efforts and projects between domestic violence and sexual assault victim services organizations and legal assistance providers to help victims of domestic/sexual violence;
- Implement, expand and establish efforts and projects to provide legal assistance to victims of domestic/sexual violence by organizations with a demonstrated history of providing such direct legal or advocacy services; and
- Implement, expand, and establish efforts and projects to provide competent, supervised pro bono legal assistance for victims of domestic/sexual violence.

General Grant Information

Information for this report was submitted by 226 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 17 (8%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose area:
  - Implement, expand, and establish efforts and projects to provide legal assistance for victims of domestic/sexual violence by organizations with a demonstrated history of providing direct legal or advocacy services on behalf of these victims.

Staff

Grant-funded staff provide direct legal services, training, and mentoring for lawyers representing victims, and support services for victims, to increase victim safety and offender accountability. **Being able to hire staff is critical to the overall function and success of programs.**

- 227 (100%) grantees used funds for staffing needs.
- Grantees funded an average of 401 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support staff attorneys, paralegals, and victim advocates.
Table 1 | Staff supported with LAV grant funds, July 2017–June 2019: Selected groups

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>401</td>
</tr>
<tr>
<td>Attorneys</td>
<td>225</td>
</tr>
<tr>
<td>Paralegals</td>
<td>41</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>39</td>
</tr>
<tr>
<td>Legal advocates</td>
<td>33</td>
</tr>
<tr>
<td>Support staff</td>
<td>20</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>19</td>
</tr>
</tbody>
</table>

NOTE: Data presented for the most frequently reported categories only (≥5%).

Pro Bono Attorneys and Law Students

The civil justice system can address the needs of victims of violence in many ways. Law schools, licensure programs, continuing legal education programs, pro bono projects, and law firms can provide and receive training on the many complex legal issues that victims face. Grantees may coordinate efforts between law firms and law schools, local and state bar associations, victim services organizations, and legal services programs to provide quality representation to victims.

- Grantees recruited 1,711 pro bono attorneys, trained 1,667 pro bono attorneys, and mentored 2,254 pro bono attorneys.
  - Of those trained and mentored, pro bono attorneys accepted 3,302 and completed 2,620 cases.
- Grantees recruited 2,375 law students, trained 2,433 law students, and mentored 1,725 law students.
  - Law students worked on an average of 5,399 cases during each 6-month period.

Victim Services

Grantees provide an array of services to victims. Beyond traditional legal services, lawyers and non-lawyers provide safety planning and other support services. The partnerships between legal services providers and victim services organizations allow grantees to increase the number and type of support services they offer. The need for legal services includes emergency access to protection orders, legal representation in divorce and custody matters, housing, economic assistance, employment advocacy, and immigration assistance. Victims require competent legal representation so they can become and remain safe from violence.

- 227 (100%) grantees used funds for victim services.
- Grantees provided services to an average of 26,019 victims during each 6-month period.
- 94% of victims who sought services received them during each 6-month period.

A recent study found that in one county between 2011 and 2018, judges denied at least twice as many orders of protection for victims representing themselves than for those with advocate or attorney representation. The same report found that victims without attorneys were almost three times as likely to drop their cases before receiving final protection (Duker, 2019). Other data showed that cases in which LAV-funded attorneys represented victims in protection order hearings resulted in better agreements, increased court efficiency, and high victim satisfaction (Institute for Law and Justice, 2005).

ND • Grantee Perspective

The LAV funding has enabled Community Violence Intervention Center to build a legal staff that is trained in understanding the dynamics of domestic/sexual violence and the considerations that come into play when cases involving this type of violence are negotiated and litigated. This understanding is used to better serve our clients and work toward eliminating outdated and problematic notions about domestic violence. Progress has been made, but the district court at which the LAV attorney appears regularly has continued to undergo changes. Just last year, the two magistrate positions which heard all the protection/restraining order hearings were eliminated and now the five district court judges have a five-week rotation hearing protection/restraining order cases. LAV funding has been, and will continue to be, essential in allowing the LAV attorney to advocate for survivors in front of the five judges that are all relatively new to adjudicating cases involving domestic violence and sexual assault, and to provide these newer judges with adequate education on the complex nature of these cases.

COMMUNITY VIOLENCE INTERVENTION CENTER, NORTH DAKOTA
Victims with children are particularly vulnerable because offenders routinely use the courts to challenge custody, child support, and visitation arrangements. Furthermore, judges and court-appointed third parties, like mediators and custody evaluators, do not necessarily have the requisite understanding of domestic violence and their decisions and recommendations do not always account for the safety needs of domestic violence victims and their children (Saunders, 2015).

Non-legal Victim Services
Grantees provide support services and safety planning as needed.

**During each 6-month period, on average, grant-funded lawyers provided:**
- Safety planning to **9,647** victims;
- Support services to **3,654** victims; and
- Pro se clinics/group services to **514** victims.

**During each 6-month period, on average, other grant-funded staff provided:**
- Safety planning to **8,883** victims;
- Support services to **5,951** victims;
- Non-attorney legal advocacy services to **5,573** victims; and
- Pro se clinics/group services to **376** victims.

Victims Seeking Services
Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:
- The majority of victims served or partially served were victims of **domestic/dating violence** (78%).

**Figure 1** Provision of victim services by LAV Program grantees, by type of presenting victimization

<table>
<thead>
<tr>
<th>Victims served and partially served by type of victimization (6-month average)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>78%</strong></td>
</tr>
<tr>
<td><strong>20%</strong></td>
</tr>
<tr>
<td><strong>2%</strong></td>
</tr>
</tbody>
</table>

MD - Grantee Perspective
LAV Program support has enabled the Baltimore area’s largest legal aid and immigrant women’s legal services organizations to join forces to collaboratively meet the needs of victims of domestic violence and sexual assault. As we deliver lifesaving services, we are not only empowering survivors to continue their fight for justice, we are also developing long-lasting inter-agency bonds that strengthen the community safety net. Furthermore, Tahirih effectively multiplies every federal grant dollar into multiple dollars of impact as a result of extensively leveraging the time and resources of private pro bono attorneys from the region’s leading firms. In fact, our LAV-funded project is our largest partnership collaborative project to date, enabling Tahirih and Maryland Legal Aid to work together in a much more meaningful way to ensure wrap-around and holistic legal services are delivered to victims.

TAHIRIH JUSTICE CENTER, MARYLAND

TX - Grantee Perspective
LAV funding has allowed us to continue to expand our capacity and focus on the most vulnerable populations of domestic/sexual violence victims. It has also given us the capacity to reach larger numbers within the victim populations including the disabled, limited English proficiency victims, and rural victims with limited access to transportation and dependable communication. The funding also allows us to pursue closer and more substantive relationships with our partners who serve this vulnerable population on a daily basis. Through collaboration, these closer partnerships give us the ability to provide holistic legal and non-legal services to those most in need.

LONE STAR LEGAL AID, TEXAS
Victims seeking services with LAV grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total victims seeking services</td>
<td>27,712</td>
</tr>
<tr>
<td>Victims served</td>
<td>22,455 (81%)</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>3,564 (13%)</td>
</tr>
<tr>
<td>Victims not served</td>
<td>1,693 (6%)</td>
</tr>
</tbody>
</table>

NOTE: “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the LAV Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the LAV Program grant.

Victims’ Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a spouse or intimate partner (79%).
- The remaining victims were most commonly victimized in the context of a dating relationship (7%) or by another family or household member (7%).

Type of victimization by relationship to offender: Domestic/dating violence (6-month average)

<table>
<thead>
<tr>
<th>Relationship to Offender</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spouse</td>
<td>87%</td>
</tr>
<tr>
<td>Dating relationship</td>
<td>8%</td>
</tr>
<tr>
<td>Family Member</td>
<td>5%</td>
</tr>
<tr>
<td>Acquaintance</td>
<td>1%</td>
</tr>
</tbody>
</table>

Type of victimization by relationship to offender: Sexual assault (6-month average)

<table>
<thead>
<tr>
<th>Relationship to Offender</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spouse</td>
<td>53%</td>
</tr>
<tr>
<td>Acquaintance</td>
<td>22%</td>
</tr>
<tr>
<td>Family Member</td>
<td>12%</td>
</tr>
<tr>
<td>Stranger</td>
<td>7%</td>
</tr>
<tr>
<td>Dating relationship</td>
<td>6%</td>
</tr>
</tbody>
</table>

VA - Grantee Perspective

LAV Program funding ensures that LAV attorneys are able to offer consultations much earlier in the court process and represent more survivors who move forward with court proceedings. LAV Program funding is critical to ensuring that survivors are effectively represented in court. Having a full-time protective order attorney is an enormous benefit to victims because it allows them to achieve safety and security for themselves and their children. Through protective orders, further abuse is prevented while allowing victims to remain in their homes with custody of their children, vehicles, and pets. Likewise, having a full-time family law attorney is a tremendous benefit to survivors because it allows them to obtain legal guidance and potentially gain access to marital assets that are often controlled by their abusers. The full-time family law attorney may represent survivors in custody, child support, and/or spousal support hearings in court. Representation in court is crucial in cases where abusers hire high-priced attorneys to maintain access to their property and prevent survivors from accessing finances.

Studies have shown that the use of victim services is associated with a 40% reduction in a victim's chances of revictimization. Further, the care offered by advocates can increase victims' confidence and empowerment and improve the likelihood that they will report their victimization. With advocate support, victims may also be more likely to participate in the criminal justice process (Patterson & Tringali, 2015; Xie & Lynch, 2016).
AK - Grantee Perspective

LAV funding has allowed our agency to begin addressing barriers that victims face and gaps in our community’s legal needs. We have been able to help over 100 victims since receiving this grant with full or partial services including pro se assistance, referrals, and full representation in divorce, custody, protective order, and property matters. Additionally, we have been able to provide general legal information and consultation for our advocates when they are attending court and providing information to clients so they are more accurately and adequately prepared. We have also been able to build a robust relationship with many of our community members to create a strong referral, resource, and mentoring relationship. This includes providing training for incoming lawyers, being a technical resource for pro bono attorneys taking domestic violence cases, and providing subject matter expertise on litigation and violence in our community.

Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or partially served:

- Program unable to provide services because of limited resources;
- Victim did not meet statutory requirements;
- Program reached capacity;
- Conflict of interest; or
- Services were not appropriate for victim.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 26,019 victims during each 6-month period. Victims most frequently served or partially served were white (47%), female (94%), and between the ages of 25 and 59 (80%).

Figure 5 | Demographics of victims served and partially served: Race/ethnicity (6-month average)
MN - Grantee Perspective

LAV funding makes it possible for Southern Minnesota Regional Legal Services (SMRLS) attorneys to serve more victims/survivors by holding regular office hours and providing legal advice to survivors onsite at our partner organizations, such as: the Committee Against Domestic Abuse shelter in Mankato, which serves south central Minnesota; Hope Center, a domestic violence shelter in Fairbault; and Crisis Resource Center of Steele County. These office hours allow survivors to meet with an attorney without the need to leave their shelter. SMRLS attorneys who hold regular office hours at grant partner organizations routinely assist multiple clients and walk-ins during every visit. SMRLS staff have also developed relationships with our partners and their staff, which have resulted in a high level of trust and respect on both ends. SMRLS staff attorneys regularly assist partners and community organizations with general and specific questions, both in person and over the phone.

SOUTHERN MINNESOTA REGIONAL LEGAL SERVICES, INC.

MD - Grantee Perspective

The Sexual Assault Legal Institute (SALI) would not exist if not for LAV funding. The organization was formed and developed using LAV funding and remains one of the few legal service providers in the country devoted exclusively to serving survivors of sexual assault. Prior to the formation of SALI, many sexual assault survivors, particularly those who had experienced a non-domestic sexual assault, had no access to legal assistance and were not provided with information about their legal options outside of the criminal justice system. Thanks to LAV funding, SALI attorneys now provide comprehensive and holistic legal advice and representation to survivors.

MARYLAND COALITION AGAINST SEXUAL ASSAULT
The VAWA self-petition requires that victims prove that they are or were married to United States citizens or legal permanent residents, that their spouse subjected them to battery or extreme cruelty in the United States, that they were married in good faith, that they lived with their abusive spouses, and that they are persons of “good moral character.” A “prima facie determination” on the self-petition enables the applicant to receive public benefits while her/his case is pending. The final approval of the petition results in the granting of deferred action status and the ability to apply for employment authorization as well as for legal permanent resident status, if the applicant is otherwise eligible. Battered spouses of United States citizens who are not in deportation proceedings may concurrently file their VAWA self-petition (I–360), adjustment of status application (I–485) to become a legal permanent resident, and employment authorization application (I–765). Once they receive their employment authorization documents, the victim may legally work and obtain a driver’s license. For more information, visit: https://www.uscis.gov/humanitarian/battered-spouse-children-and-parents.

### Legal Services

Grantees represent victims of domestic/sexual violence in a variety of legal matters, including family law (divorce, child custody, and visitation), protection orders, immigration, and housing.

<table>
<thead>
<tr>
<th>Legal Assistance for Victims Program grantees represent victims of domestic/sexual violence in a variety of legal matters.</th>
</tr>
</thead>
<tbody>
<tr>
<td>On average, during each 6-month reporting period, LAV Program grantees addressed:</td>
</tr>
<tr>
<td><strong>37,731</strong></td>
</tr>
<tr>
<td>LEGAL ISSUES</td>
</tr>
</tbody>
</table>

- Grantees provided multiple instances of legal services to an average of **5,665** victims (22% of those receiving services).
- Grantees most frequently provided legal assistance with protection orders and divorces.

### Figure 9

Victims who received assistance with legal issues addressed by LAV Program grantees, July 2017–June 2019 (6-month average)

<table>
<thead>
<tr>
<th>Legal Matter</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protection orders</td>
<td>35%</td>
</tr>
<tr>
<td>Divorce</td>
<td>26%</td>
</tr>
<tr>
<td>Custody/visitation</td>
<td>25%</td>
</tr>
<tr>
<td>Child/spousal support</td>
<td>15%</td>
</tr>
<tr>
<td>U visas</td>
<td>10%</td>
</tr>
<tr>
<td>Other immigration matters</td>
<td>7%</td>
</tr>
<tr>
<td>Criminal issues</td>
<td>6%</td>
</tr>
</tbody>
</table>

**MI - Grantee Perspective**

Most significantly, we are able to provide comprehensive legal services to many more survivors because of LAV funding. Because it is our mission to always provide comprehensive legal services and to train law students, we have to take fewer clients. LAV funding expands our capacity significantly. Because we are able to take more clients, we are also able to increase the number of law students that we train and mentor. Thus, more new attorneys are being trained in domestic/sexual violence, safety planning, and trauma-informed service provision. LAV funding has permitted us to develop a close working relationship with the Michigan Coalition to End Domestic and Sexual Violence. LAV funding has also given us the ability to spend resources and time on developing a top-notch training for lawyers representing survivors pro bono or at low cost. We simply would not have the resources to do this without LAV funding.

**HUMAN TRAFFICKING CLINIC, UNIVERSITY OF MICHIGAN**
Remaining Areas of Need

Though grantees have made significant inroads in serving low-income victims of domestic violence, sexual assault, and stalking, they frequently cited the need for **increased organizational capacity** to serve a greater number of victims and to provide more comprehensive services for their clients. In particular, grantees mentioned the need for:

- Additional attorneys, paralegals, and victim advocates;
- Family law attorneys able to represent clients in custody and divorce cases;
- Attorneys capable of working on complex immigration cases; and
- Increased funds in order to provide access to free or low-cost civil legal assistance.

Grantees reported numerous **difficulties meeting the needs of immigrant victims and victims with limited English proficiency**. These needs included:

- A need for more qualified interpreters;
- A shortage of bilingual advocates and attorneys;
- Better translation of court documents and informational materials;
- Greater availability of immigration legal services;
- Cooperation with law enforcement in pursuing U visa applications; and
- Addressing the backlog of U visa applications.

Additionally, grantees noted an overwhelming number of **immigrant victims hesitate in accessing civil legal services** because of potential immigration consequences. **Fear of deportation or retaliation** by their abusers prevents victims from engaging with the legal system, which leaves a tremendous amount of abuse unreported.

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### Table 3
Outcomes of legal issues addressed by LAV Program grantees, July 2017–June 2019

<table>
<thead>
<tr>
<th>Legal matter</th>
<th>Outcomes (N=105,543)</th>
<th>Information/referrals/advice</th>
<th>Court decision</th>
<th>Brief services</th>
<th>Negotiated resolution/ filed action</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protection order</td>
<td>29,004</td>
<td>31%</td>
<td>31%</td>
<td>39%</td>
<td>9%</td>
</tr>
<tr>
<td>Child custody/visitation</td>
<td>16,964</td>
<td>18%</td>
<td>50%</td>
<td>20%</td>
<td>12%</td>
</tr>
<tr>
<td>Divorce</td>
<td>16,059</td>
<td>17%</td>
<td>50%</td>
<td>18%</td>
<td>14%</td>
</tr>
<tr>
<td>Child/spousal support</td>
<td>8,547</td>
<td>9%</td>
<td>49%</td>
<td>21%</td>
<td>12%</td>
</tr>
</tbody>
</table>

**NOTE**: Outcomes data represent issues disposed of, not the number of victims. Percentages for outcomes are based on the number of issues disposed of in each category; not all categories of outcomes or legal matters are included. Data presented for the most frequently reported categories only (≥5%).

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**CA - Grantee Perspective**

1736 Family Crisis Center has been able to continue the expanded legal services to victims of domestic/sexual violence that were established with our previous grant. These are clients of our shelter and non-residential programs who need legal services, but who were previously unable to receive them due to funding limitations, particularly clients who are ineligible for CalWorks (also known as TANF). This is an absolutely essential free service for this vulnerable population. We are the only shelter-based agency in the area able to provide highly specialized services in this full-scale, holistic fashion in the community. Because of the funding, we are able to fully staff the program so that their legal issues can be attended to immediately. Since receiving LAV funds, clients are able to receive representation in high conflict cases in court (i.e. restraining orders/custody, visitation, immigration). Prior to LAV funds, our legal department had to turn away domestic violence victims with immigration issues. Now we are able to fully serve these clients in-house.

**1736 FAMILY CRISIS CENTER, CALIFORNIA**

**D.C. - Grantee Perspective**

Organizational capacity to serve additional survivors remains an urgent need. Despite receiving funding through LAV, Ayuda’s capacity to serve clients is limited by the number of attorneys that we have. Every month when we open for scheduling new immigration consultation appointments, our appointments are filled within hours. Countless victims are unable to get consultations for services due to the limited number of appointments that are available. During the current reporting period, four clients were not able to receive ongoing representation for needed family law services due to capacity issues.

**AYUDA, WASHINGTON, D.C.**

**OH - Grantee Perspective**

Despite the efforts of Legal Aid, current funding levels remain insufficient to meet the tremendous needs of victims. At current funding levels, priorities for case acceptance still mean that victims that need help and can’t afford a lawyer must represent themselves. This problem extends past protection orders into other areas of family law, consumer law, housing law, income maintenance, and other areas. Without stability and an ability to meet basic needs, victims struggle to stay separated from abusers.

**COMMUNITY LEGAL AID SERVICES, INC., OHIO**
Grantees noted that low-income victims face significant financial burdens, which can jeopardize their safety. These include:

- Access to housing, transportation, and child care;
- Difficulty securing stable employment with a living wage;
- Consumer credit issues stemming from victimization; and
- Costs associated with litigation, such as mediation, guardian ad litem fees, and expert testimony.

Additionally, grantees pointed to the need for low-cost mental health services for victims and families.

Grantees emphasized the need to improve outreach and services to chronically underserved populations, especially:

- Immigrants, refugees, and victims with limited English proficiency;
- Victims in remote rural areas;
- LGBTQ populations; and
- Young victims, including high school and college students.

Grantees also cited a need for better training of judges, court personnel, law enforcement, and attorneys especially around issues of:

- Dynamics of domestic and sexual violence;
- Trauma-informed practice;
- Understanding the needs of victims;
- Immigration and U visa applications; and
- Child custody.
The Rural Sexual Assault, Domestic Violence, Dating Violence, and Stalking Assistance Program (Rural Program) recognizes that victims of sexual assault, domestic violence, dating violence, stalking, and child sexual abuse who live in rural communities face unique challenges and barriers to receiving assistance rarely encountered in urban areas, including:

- Geographic isolation;
- Poor economic structure;
- Strong social and cultural pressures;
- Lack of available services in rural jurisdictions; and
- Lack of anonymity and security when seeking shelter services.

These challenges significantly compound problems facing those seeking support to end violence in their lives. They also complicate the criminal justice system’s ability to investigate and prosecute cases, and create difficulties for victim service providers to identify and assist victims.

185 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 185 unique grantees reported activities funded by the Rural Program.

12,463 Victims Served
On average, grantees served or partially served 12,463 victims during each 6-month reporting period.

1,093 Calls for Assistance
Grantees fielded a total of 1,093 calls to law enforcement for assistance.

Rural victims of domestic/sexual violence who seek to become and remain safe from violence face geographic challenges in reaching service providers. They may need to travel great distances, and there may be limited public transportation services in their communities. In one study, over 25% of women in small rural and isolated areas lived more than 40 miles from the closest service provider, compared to less than 1% of women in urban settings (Adi, 2016; Peek-Asa et al., 2011).
The Rural Program enhances the safety of victims and their children by supporting projects uniquely designed to identify, address, respond to, and prevent these crimes in rural America. Purpose areas include:

- Implement, expand, and establish collaborative initiatives among law enforcement officers, prosecutors, victim advocates, healthcare providers, including sexual assault forensic examiners, and related parties to investigate and prosecute these crimes;
- Provide treatment, counseling, advocacy, and other assistance to adult and minor victims;
- Work cooperatively with rural communities to develop education and prevention strategies that address their unique social, economic, and geographic conditions;
- Develop multidisciplinary teams focusing on high-risk cases with the goal of preventing domestic and dating violence homicides;
- Increase treatment, counseling, advocacy, and legal assistance;
- Develop education and prevention strategies;
- Develop, enlarge, or strengthen programs addressing sexual assault; and
- Focus on the needs of victims residing in remote rural and geographically isolated areas.

General Grant Information

Information for this report was submitted by 185 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 47 (25%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose area:
  - Provide treatment, counseling, advocacy, and other assistance to adult and minor victims.

Staff

Grant-funded staff provide victim services, training, outreach, law enforcement, prosecution, and probation, among other services, to increase victim safety and offender accountability. **Being able to hire staff is critical to the overall function and success of programs.**

- 175 (95%) grantees used funds for staffing needs.
- Grantees funded an average of 359 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates and program coordinators.
Training

Grantees train victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff, and mental health and other professionals how to develop an effective coordinated community response to violence. **This training improves professional response to victims and increases offender accountability.**

- 131 (71%) grantees used funds for training.
- Grantees convened a total of 2,594 training events.
- Grantees trained a total of 36,656 people.
- Most often these trainings reached victim advocates (16%), health professionals (12%), law enforcement officers (12%), and educators (9%).

Community Education

Grant-funded staff provide general information to the community to increase awareness of domestic/sexual violence. **Community education can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.**

- 133 (72%) grantees used funds for community education.
- Grantees hosted a total of 8,487 education events.
- Grantees educated a total of 265,816 people.

### Table 1

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>359</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>146 41%</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>50 14%</td>
</tr>
<tr>
<td>Administrators</td>
<td>22 6%</td>
</tr>
<tr>
<td>Trainers</td>
<td>20 6%</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

A recent study showed that training law enforcement officers on the dynamics of trauma in the context of sexual and domestic violence can reduce their misperceptions regarding victim behavior and potentially improve outcomes related to victim well-being, case attrition, and public safety (Franklin et al., 2019). Another study demonstrated that training can encourage officers’ use of best practices in interviews with sexual assault victims, but that these outcomes are influenced by officers’ attitudes toward victims. These findings demonstrate the need for widespread education aimed at shifting perceptions of victim credibility (Lorenz & Maskaly, 2018).

### AK - Grantee Perspective

These funds have allowed us to provide training opportunities and technical assistance for Village Advocates and village sexual assault victim response providers from the tribe, as identified by Bristol Bay Native Association Family Services Program. It has allowed us to supplement utility costs of facilities we use for Sexual Assault Forensic Examiners, events, victim services, support groups, and trainings. These funds have allowed us to provide Village Advocates with cell phones and/or landlines that are secure and separate from their personal/home use phones. These funds have also allowed us to provide office supplies and equipment to our Village Advocates, which they would not be able to get in their villages.

**SAFE AND FEAR FREE ENVIRONMENT, INC., ALASKA**

### OR - Grantee Perspective

The Rural Program has allowed the District Attorney’s Office Victim’s Assistance Program (DA-VAP), Proyecto UNICA and Clackamas Women’s Services to fund three full-time advocates and improve response to rural service areas, as well as the number of services that are offered to rural survivors. Each advocate provides comprehensive direct services and specializes in their own area of expertise. Some survivors may access one or all three partners depending on their need for support and advocacy. Each advocate is mobile and can meet with survivors in their homes, in the community, or at our small satellite office in Sandy. Additionally, the DA-VAP Advocate has developed relationships with law enforcement agencies and is able to respond with them or with the DA-VA Investigator on-scene or in their homes.

**CLACKAMAS WOMEN’S SERVICES, OREGON**

These funds have allowed the District Attorney’s Office Victim’s Assistance Program (DA-VAP), Proyecto UNICA and Clackamas Women’s Services to fund three full-time advocates and improve response to rural service areas, as well as the number of services that are offered to rural survivors. Each advocate provides comprehensive direct services and specializes in their own area of expertise. Some survivors may access one or all three partners depending on their need for support and advocacy. Each advocate is mobile and can meet with survivors in their homes, in the community, or at our small satellite office in Sandy. Additionally, the DA-VAP Advocate has developed relationships with law enforcement agencies and is able to respond with them or with the DA-VA Investigator on-scene or in their homes.

**SAFE AND FEAR FREE ENVIRONMENT, INC., ALASKA**

### Table 2

<table>
<thead>
<tr>
<th>People educated</th>
<th>2-year total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total people educated</td>
<td>265,816</td>
</tr>
<tr>
<td>Community members</td>
<td>101,496</td>
</tr>
<tr>
<td>Middle and high school students</td>
<td>69,172</td>
</tr>
<tr>
<td>Elementary school students</td>
<td>30,773</td>
</tr>
<tr>
<td>University or college students</td>
<td>22,716</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

1 Community education involves providing general information that will increase public awareness of sexual assault, domestic violence, dating violence, stalking and/or child sexual abuse. Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, stalking, and/or child sexual abuse that enables a professional to improve their response to victims as it relates to their role in the system.
Victim Services

Grantees provide an array of services to victims. All victims receive safety planning, referrals, and information as needed. These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.

- **158** (85%) grantees used funds for victim services.
- Grantees provided services to an average of **12,694** victims during each 6-month period.
- **99%** of victims who sought services received them during each 6-month period.

On average, during each 6-month reporting period, Rural grantees provided services to **12,694** INDIVIDUALS.

Services include:

- **13,047** individuals received VICTIM ADVOCACY
- **9,080** individuals received CRISIS INTERVENTION
- **5,126** individuals received SUPPORT GROUPS/COUNSELING
- **4,986** individuals received CIVIL LEGAL ADVOCACY
- **24,608** VICTIM-WITNESS NOTIFICATION/VICTIM OUTREACH SERVICES
- **124,437** HOTLINE CALLS

Across the 2-year period, grantees most frequently provided the following services:

- Victim advocacy services **127,287** times;
- Crisis intervention services **55,334** times;
- Support group/counseling services **47,849** times; and
- Civil legal advocacy services **28,428** times.

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\[i\] The Rural Program, Tribal Governments Program, and Tribal Jurisdictions Program are unique in that grantees are asked to report the number of times each type of service is provided. This allows for the reporting of an unduplicated count of number of services, despite the duplicated count of number of victims served.
Grantees provide emergency shelter or transitional housing to victims and their family members. Emergency shelter can include nights in safe houses or hotel/motel accommodations.

Victims Seeking Services
Grantees serve victims of domestic/sexual violence and child sexual abuse. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of **domestic/dating violence** (75%).

### Table 3 | Victims sheltered with Rural grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Shelter services</th>
<th>Victims (6-month average)</th>
<th>Family members (6-month average)</th>
<th>Bed nights (2-year total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency shelter</td>
<td>847</td>
<td>616</td>
<td>113,027</td>
</tr>
<tr>
<td>Transitional housing</td>
<td>40</td>
<td>32</td>
<td>19,023</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>887</strong></td>
<td><strong>648</strong></td>
<td><strong>132,050</strong></td>
</tr>
</tbody>
</table>

### Table 4 | Victims seeking services with Rural grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total victims seeking services</strong></td>
<td><strong>12,796</strong></td>
</tr>
<tr>
<td>Victims served</td>
<td>12,425 97%</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>270 2%</td>
</tr>
<tr>
<td>Victims not served</td>
<td>102 1%</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially Served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Rural Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Rural Program grant.

Rural location can compound the specific barriers to services already faced by disabled, LGBTQ, impoverished, elder, and minority victims (Harley & Teaster, 2018). Features of rural culture can reinforce the normative belief that one should not report domestic/sexual violence because those are private matters (Burnett et al., 2016; Johnson et al., 2014). Further, victims might be reluctant to report domestic/sexual violence in rural communities because there are simply practical barriers to maintaining confidentiality and anonymity (Annan, 2011; Fitzsimons et al., 2011; Strand & Storey, 2019).

### NV • Grantee Perspective
Rural Program funding provided a seamless collaborative to immediately meet the needs of victims of sexual assault, domestic violence and stalking by following an established protocol to increase victim safety, provide immediate services, and offer future resources. The funding has allowed us to dedicate investigation and victim advocacy personnel to cases of domestic/sexual violence, thus decreasing incident response time, increasing victim trust and cooperation, and enhancing victim safety and offender accountability. Consequently, our conviction rate jumped from 15% pre-Sexual Violence Response Team to 89% during the course of this funding.

### WV • Grantee Perspective
The project has provided significant training and cross-training for first responders. It is enabling services to begin to expand to address emerging issues. An example of that in this report period was the issue of human trafficking. While the rape crisis centers have been tasked with serving trafficking victims, no training accompanied this designation. The project was able to survey the advocates to identify their training needs and design a 4-part training series to build their capacity in areas such as immigration laws, T-Visas/U-Visas, and West Virginia-specific laws and protocols. While significant work remains to fully respond to victims of trafficking, at least a baseline of information has been provided. Rural Program funding has also enabled the seven pilot counties to establish viable sexual assault response teams, coordinated by project-supported advocates.
Victims’ Relationships to Offenders
Grantees serve victims of domestic/sexual violence and child sexual abuse. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a **spouse or intimate partner** (65%).
- The remaining victims were most commonly victimized by another **family or household member** (15%) or in the context of a **dating relationship** (11%).

**Figure 2** Type of victimization by relationship to offender: Domestic/dating violence (6-month average)

- Spouse: 78%
- Dating relationship: 11%
- Family member: 10%
- Acquaintance: 2%

**Figure 3** Type of victimization by relationship to offender: Sexual assault (6-month average)

- Spouse: 34%
- Acquaintance: 29%
- Family member: 18%
- Dating relationship: 13%
- Stranger: 7%

**Figure 4** Type of victimization by relationship to offender: Child sexual abuse (6-month average)

- Family member: 68%
- Dating relationship: 24%
- Acquaintance: 24%
- Spouse: 4%
- Stranger: 2%

A growing body of research indicates that services to rural domestic/sexual violence victims provided using telehealth technologies have the potential to increase access to SANE/SAFE services, mental health counseling, and follow-up medical care (Gray et al., 2015; Walsh et al., 2019).
Reasons Victims Were Partially Served
During each reporting period, grantees most frequently noted the following barriers as reasons why victims were only partially served:

- Program unable to provide service due to limited resources/priority setting;
- Services not appropriate for victim;
- Program reached capacity;
- Victim did not meet statutory requirements; or
- Program rules not acceptable to victim.

Reasons Victims Were Not Served
During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served:

- Conflict of interest;
- Victim did not meet statutory requirements;
- Program reached capacity;
- Program unable to provide service due to limited resources/priority setting; or
- Services not appropriate for victim.

Demographics of Victims Served and Partially Served
Grantees served or partially served an average of 12,694 victims during each 6-month period. The majority of those victims were white (66%), female (89%), and between the ages of 25 and 59 (65%).
Multiple studies have shown that services offered to domestic violence victims, such as shelter, advocacy, support groups, and counseling, have positively impacted their short- and long-term safety, mental health, and sense of self-efficacy (Sullivan, 2018).

**NM - Grantee Perspective**

We have had the ability to expand and provide services that were not available before in the extremely rural tri-county areas such as the Pecos mountains, Ribera, Anton Chico, Mora community, and surrounding areas. We are able to go to the client when necessary, and clients have a choice of where they can go to get services. We handle more crisis situations, have more partners who collaborate with us, the community is more aware of DV, and we have obtained more community, agency, and business involvement to help our clients because we are more visible. We have been able to expand our programs at the main office and offer more cultural, spiritual, and holistic programs which are tailored to the area. We have added three new programs: Grief and Loss, Dress for Success, and a Wellness Program, which consists of yoga, exercise, meditation, and relaxation. Because of the outreach, the Tri-County Family Justice Center has expanded collaborative efforts within the community. We have been successful with our internship program with one of New Mexico’s major universities (Highlands University), where we now obtain students for internships from the social work, psychology, and guidance counseling departments. We have had the ability to open the first safe room/forensic unit in the history of the tri-county area for sexual assault. We are on the last stages working with a committee to open a camp for children, and we are currently working on establishing a stress relief program through acupuncture and massage.

**TRI-COUNTY FAMILY JUSTICE CENTER OF NORTHEAST NEW MEXICO**
Secondary Victims

Secondary victims are individuals who are indirectly affected by domestic violence, dating violence, sexual assault, and/or stalking, including children, siblings, spouses or intimate partners, parents, grandparents, other relatives, friends, and neighbors.

- Grantees provided services to an average of **4,846** secondary victims during each 6-month period.

Legal Services

Grant-funded lawyers, paralegals, and specially appointed advocates provide legal services to victims.

- **30** (16%) grantees used funds for legal services.
- Grantees addressed an average of **2,087** legal issues during each 6-month reporting period.
- Grantees provided legal services to an average of **1,083** victims every 6 months.
- Grantees provided multiple instances of legal services to an average of **304** victims every 6 months (28% of those receiving legal services).

Grantees most frequently provided legal assistance with protection orders and custody/visitation.

Criminal Justice

The Rural Program promotes a coordinated community response that includes representatives from victim service agencies, child welfare agencies, law enforcement, prosecution, courts, probation, healthcare providers, and public and private community resources.

VT - Grantee Perspective

The Rural grant has allowed us to have more interaction with Valley Vista, the substance abuse rehab in Vergennes, Vermont. We have a point-person at the rehab who connects us with residents who might have been affected by domestic or sexual violence. We started this work in the past grant round and have been building stronger relationships with residents at Valley Vista. Because we have been able to have so much interaction there, we have been able to start an educational support group around healthy relationships, consent and boundaries, and how substance dependency and domestic/sexual violence commonly intersect. Since this group started, we have had five disclosures. This funding and partnership with Valley Vista also allows us to work with the staff to make sure every survivor displaced by domestic violence has a safe place to exit to that will also support their recovery, making them less vulnerable and more empowered than when they entered recovery.

WOMEN SAFE, INC., VERMONT

MN - Grantee Perspective

This funding has allowed us to establish a presence in the community. Prior to receiving this funding, we had a very limited staff, all living and working in Sevier County. We responded to four other counties in our coverage area using volunteers and staff during the day. Attendance at meetings and interaction with victims was very limited due to such a small staff and having to travel long distances. Previously, we were only being called when shelter services were requested. We now have outreach offices open in three other counties. We have hired advocates in each of these counties who live locally and are able to be in touch with community needs. Our bilingual advocate is also able to work at the shelter to provide the care and resources needed to Spanish-speaking families, as well as meeting with victims who are not in shelter. Having local staff in these counties will assist in growing relationships with law enforcement and prosecutors. Simply having the ability to continually educate these communities on available resources and services will improve the number of victims who are aware of and will access services. There is a faster response to victims having an advocate who is local, and also able to spend more time with them.

NEW HORIZONS CRISIS CENTER, MINNESOTA
Law Enforcement

Grantees address the role of law enforcement in responding to domestic/sexual violence.

- **21 (11%)** grantees used funds for law enforcement activities.
- Law enforcement staff made a total of **2,926** victim referrals to governmental and non-governmental victim services across the 2-year period.

**A proactive response and victim-centered attitude influence whether or not victims report these offenses, and whether appropriate evidence is collected to allow prosecutors to convict offenders.**

A meaningful and serious response by law enforcement agencies involves listening to the victim about what they want and need in tandem with Rural grant-funded activities including:

- Documenting all calls for services;
- Actively investigating all sexual assault, domestic violence, dating violence, and stalking incidents;
- Referring cases to prosecutors (as appropriate);
- Seeking warrants and statements of charges (as appropriate);
- Arresting the perpetrator;
- Helping victims secure protection orders;
- Accompanying the victim to the home to retrieve their immediate belongings (as appropriate);
- Making referrals (as appropriate); and
- Providing victims with information about available services.

### Table 5

<table>
<thead>
<tr>
<th>Law enforcement activities</th>
<th>Sexual assault</th>
<th>Domestic/dating violence</th>
<th>Stalking</th>
<th>Child sexual abuse</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Calls for assistance</td>
<td>201</td>
<td>871</td>
<td>65</td>
<td>220</td>
<td>1,357</td>
</tr>
<tr>
<td>Incident reports</td>
<td>311</td>
<td>1,257</td>
<td>53</td>
<td>552</td>
<td>2,173</td>
</tr>
<tr>
<td>Cases investigated</td>
<td>574</td>
<td>3,521</td>
<td>100</td>
<td>829</td>
<td>5,024</td>
</tr>
<tr>
<td>Referrals to prosecutor</td>
<td>288</td>
<td>926</td>
<td>35</td>
<td>514</td>
<td>1,763</td>
</tr>
<tr>
<td>Arrests of predominant aggressor</td>
<td>103</td>
<td>332</td>
<td>19</td>
<td>185</td>
<td>639</td>
</tr>
</tbody>
</table>

**NOTE:** Grantees report only on law enforcement activities that are funded under the Rural Program and they may receive funds for one or for a number of these activities. Therefore, no relationships can be inferred or comparisons made between activities reported here.
Remaining Areas of Need

Grantees found it particularly difficult to serve victims in rural areas, where vast distances, challenging economic conditions, and physical isolation presented significant barriers to helping victims escape violence and achieve self-sufficiency.

Of the problems inherent in rural areas, some of the most challenging were:

- Lack of law enforcement;
- Low availability of SANE services;
- Services that were not culturally or linguistically appropriate;
- Lack of offender accountability; and
- Limited or non-existent batterer intervention programs.

Due in part to the scarcity of services in rural areas, grantees reported extreme challenges in helping victims meet basic needs, particularly:

- Transportation;
- Affordable long-term housing and emergency shelter;
- Mental health care and substance abuse counseling;
- Civil legal assistance;
- Education and employment; and
- Childcare.

Rural grantees also reported significant gaps in available services, especially for underserved populations, including:

- Immigrant and refugee victims;
- Child victims;
- LGBTQ victims;
- American Indians or Alaska Natives; and
- Seniors and persons with one or more disabilities.

Grantees cited a number of reasons service providers, law enforcement, and the court system struggled to fully serve these populations, including:

- Cultural and linguistic barriers;
- Geographic and physical isolation;
- Victims’ fear of discrimination or challenges maintaining anonymity;
- Fear of deportation; and
- Difficulty recruiting and retaining qualified personnel.

ME - Grantee Perspective

One of the greatest impacts Rural funding has made in Oxford County is throughout the criminal justice system. One vital difference has been the DV/SA specialized prosecutor, who has been able to prioritize the needs of victims and increase offender accountability. Specifically, the role has made a significant impact around high numbers of cases being referred to deferred disposition. Since 2016, cases accepted by prosecution have increased 22%, and the most recent reporting period showed that the percentage of cases being referred to deferred disposition had decreased from 14% to 8%, compared to the same period in 2016. Additionally, Rural funding has immensely altered Safe Voices’ capacity to serve survivors and victims in the criminal court process and Superior Courts. Since 2017, we have had a 92% increase in the survivors who received criminal justice advocacy.

SAFE VOICES, MAINE

KS - Grantee Perspective

Language access continues as a significant area of remaining need for limited English proficient and Deaf and Hard of Hearing victims/survivors of sexual assault and domestic violence. For marginalized and underserved populations, accessing services is already difficult, but if language access is a barrier, their needs often go unmet.

KANSAS COALITION AGAINST SEXUAL & DOMESTIC VIOLENCE

NY - Grantee Perspective

A significant area of need is training for law enforcement. While Rural-funded staff continue to build strong partnerships with the District Attorney’s office and members of law enforcement, training on domestic and sexual violence victimization, victim sensitivity, trauma-informed response and how to connect victims to our services would help address gaps in services and increase victim’s participation in the criminal justice system. Rural-funded staff continue to reach out to offer trainings, but find that it is difficult for law enforcement agencies to find the time to accommodate these trainings. While staff make it a priority to stress the advantages of these trainings and that further education and collaboration with Services to Aid Families will only increase victims’ access to services and create more positive and fruitful interactions between law enforcement and victims, staff continue to experience barriers in getting into these agencies to provide training.

OSWEGO COUNTY OPPORTUNITIES, INC., NEW YORK
Grantees additionally stressed the need to **expand training on the dynamics of domestic and sexual violence to law enforcement, prosecutors, and judges** in order to **increase offender accountability.**

Finally, grantees reported ongoing needs for **community education and outreach** in order to:

- Combat stigma and negative stereotypes about victims of sexual assault and domestic violence;
- Inform victims and community members of available services; and
- Teach young people about healthy relationships.

**ME • Grantee Perspective**

In terms of serving underserved populations, specifically refugees and immigrant victims and survivors of assault, major barriers remain. The first involves education to refugee and immigrant communities in their language of choice about abuse (domestic and child abuse), laws and rights, and resources that exist to address these issues. This should also include training of interpreters on issues of domestic violence and child abuse, warning signs and reporting, and confidentiality in order to ensure that the privacy of community members is maintained. Education and discussion of these issues should also take place for youth in order to combat the stigma that so often exists related to domestic violence, and ensure that the next generation is more informed and aware of these issues. For refugee and immigrant communities, there is often a lack of culturally and linguistically accessible services for victims, and those who do reach out for services are often concerned about the community backlash they may receive by doing so, which may be as isolating as the abuse itself. Addressing these remaining gaps means developing more linguistically and culturally appropriate resources related to domestic violence, training existing providers on cultural awareness and humility, and providing community education to a range of different groups and ages within the Lakes Region.

**THROUGH THESE DOORS, MAINE**
Sexual Assault Services Program—Grants to Culturally Specific Programs

The Sexual Assault Services Program (SASP) was created by VAWA 2005, and is the first federal funding stream dedicated solely to direct intervention and related assistance for victims of sexual assault. SASP encompasses four different funding streams for states and territories: tribes; tribal organizations and nonprofit tribal organizations; state, territorial, and tribal sexual assault coalitions; and culturally specific organizations.

**THE PRIMARY PURPOSE OF THE SEXUAL ASSAULT SERVICES CULTURALLY Specific Grant Program (SASP-CS) is to establish, maintain, and expand sustainable sexual assault services provided by culturally specific organizations. Grantees are nonprofit organizations that focus primarily on culturally specific communities and have experience in the area of sexual assault, or who partner with an organization having such expertise. They provide intervention, advocacy, accompaniment (e.g. accompanying victims to court, medical facilities, and police departments), support services, and related assistance for adult, youth, and child victims of sexual assault; non-offending family and household members of victims; and those collaterally affected by sexual assault.**

**43 Grantees Reporting**
Between July 1, 2017 and June 30, 2019, 43 unique grantees reported activities funded by the SASP-CS Program.

**1,143 Victims Served**
On average, grantees served 1,143 victims during each 6-month reporting period.

**369 Secondary Victims Served**
On average, grantees served 369 secondary victims during each 6-month reporting period.

In a national survey, providers (at legal services, social services, and domestic violence and sexual assault programs) who serve immigrant victims of domestic violence, sexual assault, and human trafficking related that, when victims called law enforcement, responding officers were able to identify the language spoken by victims in fewer than half of the cases and, in 30% of those cases, unqualified interpreters were used. They further reported that clients experienced bias when courts and law enforcement relied on inappropriate or unqualified interpreters who may intentionally or unintentionally misrepresent the victim’s statements (Lee et al., 2013).
Staff

Grant-funded staff primarily establish, maintain, and expand coordinated community responses within their catchment areas, and provide victim services, including advocacy, crisis intervention, legal assistance, court and hospital accompaniment, and transportation. **Being able to hire staff is critical to the overall function and success of programs.**

- 42 (98%) grantees used funds for staffing needs.
- Grantees funded an average of 37 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates, counselors, and program coordinators.

### General Grant Information

Information for this report was submitted by 43 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 2 (5%) grantees reported that their grants specifically addressed tribal populations.

#### Table 1 | Staff supported with SASP-CS grant funds, July 2017–June 2019: Selected groups

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>37</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>15</td>
</tr>
<tr>
<td>Counselors</td>
<td>7</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>7</td>
</tr>
<tr>
<td>Administrators</td>
<td>4</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

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Both researchers and service providers point to the need for more community-based, participatory research to better determine the prevalence of sexual violence as it relates to race and ethnicity, and to develop culturally appropriate interventions. Researchers often fail to recruit samples large enough to achieve significance or to appropriately analyze race- and ethnicity-related demographic data and therefore present findings that are either inconclusive or misleading (Gill, 2018; Hamby, 2015; Robertson et al., 2016; Shaw & Lee, 2019.

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SASP Culturally Specific Program funding has allowed Hand In Hand Multicultural Center (HHMC) to expand coordination and cross-referrals with sexual assault agencies in Southwest Missouri in order to provide comprehensive, culturally specific interventions and related assistance and services for Hispanic/Latino victims/survivors and their families. HHMC also provides legal and immigration advice to victims/survivors and their families. This funding has allowed HHMC to continue being an organization with two representatives accredited by the DOJ’s Executive Office for Immigration Review. HHMC is the only organization recognized by the EOIR in the 4th, 7th, and 8th Missouri Congressional Districts.

**Hand In Hand Multicultural Center, Missouri**

Prior to receiving SASP-CS funding, Korean American Family Services (KFAM) didn’t have enough funds to officially develop a program just for sexual assault. With this funding, we were able to hire a victim advocate just for SA, and to commit our staff time and effort in order to provide services around SA in the Korean American community. SA has been a shameful issue to discuss in the community, so there is a lot of work to be done in order to break the silence and to bring awareness. KFAM started working with the faith community in the SA context, and building networks with other SA agencies in order to provide hard-to-reach Korean victims with culturally and linguistically specific services. During the grant period, KFAM will continue to work with the community and mainstream agencies to break the silence and to make the community a safer space for victims of SA.

**Korean American Family Services, California**
Victim Services

Grantees address the specific cultural needs of victims, and may provide crisis intervention, safety planning, and services such as legal advocacy, medical and counseling services from healthcare professionals, and accompaniment to forensic exams and to court. These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.

- **42** (98%) grantees used funds for victim services.
- Grantees provided services to an average of **1,143** victims during each 6-month period.
- **99%** of victims who sought services received them during each 6-month period.

On average, during each 6-month reporting period, SASP-CS Program grantees provided services to **1,143 INDIVIDUALS**.

Services include:

- **753** individuals received SUPPORT GROUPS/ COUNSELING
- **641** individuals received VICTIM ADVOCACY
- **501** individuals received CRISIS INTERVENTION
- **327** individuals received TRANSPORTATION SERVICES
- **8,700** VICTIM-WITNESS NOTIFICATION/VICTIM OUTREACH SERVICES
- **11,481** HOTLINE CALLS

During each 6-month period, on average, grantees provided assistance with the following immigration matters:

- U visa services for **43** victims;
- VAWA self-petition services for **26** victims;
- Work authorization services for **18** victims;
- T visa services for **16** victims; and
- Cancellation of removal services for **2** victims.

The lack of culturally sensitive and appropriate services can pose daunting barriers to safety, justice, and healing. Victims may choose not to engage in services or may terminate services early if programs fail to incorporate issues of culture and heritage (Mose & Gillum, 2015).

**IL • Grantee Perspective**

This funding has allowed us to expand our services. Survivors have the opportunity to address the trauma of sexual violence and mental health issues in a culturally appropriate setting. The services are delivered by a trained, compassionate staff that provides services in a language and space appropriate for the needs of the survivors. The lack of culturally appropriate services are a great challenge for Latinos seeking therapy. Without this type of service, many of our participants would continue to experience the negative impact of the trauma of sexual violence.

**MUJERES LATINAS EN ACCIÓN, ILLINOIS**

**CA • Grantee Perspective**

SASP-CS Program funding allows culturally-grounded organizations like the Center for the Pacific Asian Family (CPAF) to address sexual assault in our communities through healing modalities that originate from our communities. Rather than approaching our communities with Western traditional talk therapy or counseling-oriented services, CPAF is identifying ways in which our communities know how to heal and offering support for those ways. CPAF is fortunate to have SASP-CS funding because it allows communities of color to own our healing and address the issue of sexual assault in ways that will help open up and not close off opportunities to receive healing.

**CENTER FOR THE PACIFIC ASIAN FAMILY, CALIFORNIA**
Victims’ Relationships to Offenders
Grantees serve victims of sexual assault. Between July 1, 2017 and June 30, 2019:

- The victims most frequently served or partially served were victimized by a spouse or intimate partner (42%).
- The remaining victims were most commonly victimized by another family or household member (23%) or by a stranger (16%).

Table 2  Victims seeking services with SASP-CS grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total victims seeking services</td>
<td>1,152</td>
</tr>
<tr>
<td>Victims served</td>
<td>1,111</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>32</td>
</tr>
<tr>
<td>Victims not served</td>
<td>9</td>
</tr>
</tbody>
</table>

NOTE: “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the SASP-CS grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the SASP-CS grant.

Figures 2  Type of victimization by relationship to offender: Sexual assault (6-month average)
Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or were only partially served:

- Program unable to provide services due to limited resources;
- Transportation;
- Hours of operation;
- Services were not appropriate for victim;
- Lack of childcare; and
- Program rules not acceptable to victim.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 1,143 victims during each 6-month period. The victims most frequently served or partially served were Hispanic or Latina (35%), female (93%), and between the ages of 25 and 59 (71%).

A national survey found that service providers who reported collaborating with law enforcement on outreach to culturally specific, immigrant, and low English proficiency communities, reported that law enforcement used qualified interpreters and language lines more often than those who did not report such partnerships (Lee et al., 2013).

CA • Grantee Perspective

SASP Culturally Specific Program funding has allowed Casa de la Familia to reach more victims of sexual assault and/or abuse in a targeted and meaningful way. Before we received this funding, we were limited to providing counseling to victims who reached out to us for help. This limited us greatly in many ways. SASP-CS grant funding has also allowed us to target specific communities that are marginalized and underserved, in the Watts area of Los Angeles County, for example. Through this grant funding, we were able to meet with the counseling team and principal of a school in Watts, and the 13 Reasons Program was well received. We then formalized an MOU with this school and launched our first support group in May. The school site was 100% supportive, and we are looking forward to hosting more support groups throughout the grant period.

CASA DE LA FAMILIA, CALIFORNIA

NJ • Grantee Perspective

With the help of the SASP-CS grant we are able to develop partnerships with other organizations and coordinate workshops in diverse South Asian communities in New Jersey. With these partnerships we are able to spread awareness about sexual assault on a larger scale and in different demographics. With the help of this grant, Manavi has been able to develop a culturally and linguistically appropriate sexual assault support services program to cater to the needs of South Asian survivors of sexual assault. We have also been able to create two separate posters that demonstrate the effects of sexual violence on South Asian women. The materials have been distributed to diverse communities and have allowed us to spread awareness about sexual assault.

MANAVI, INC., NEW JERSEY
Secondary Victims

Secondary victims are individuals who are indirectly affected by sexual assault, including children, siblings, spouses or intimate partners, parents, grandparents, other relatives, friends, and neighbors.

- Grantees provided services to an average of **369** secondary victims during each 6-month period.

Remaining Areas of Need

Grantees most frequently cited **victims’ reluctance to access services and report crimes** as their biggest obstacle to providing services. They attributed this reluctance to a number of factors, including:

- Cultural taboos around discussions of sexual violence;
- Familial pressures to refrain from reporting or disclosing sexual assault;
- Mistrust of law enforcement and fear of deportation;
- A lack of confidentiality and anonymity within some communities;
- Financial and social dependence on abusers;
- Insufficient knowledge of legal rights; and
- Insufficient legal accountability for offenders.
Grantees also noted there is a tremendous lack of culturally sensitive and linguistically appropriate services across the spectrum of providers. To better serve victims there is a great need for:

- More qualified interpreters;
- More bilingual advocates;
- Culturally and linguistically specific mental health services; and
- Cultural competency training for service providers.

Grantees called for more community education and outreach in order to:

- Inform victims of their legal rights;
- Educate communities about sexual assault and healthy relationships;
- Combat victim-blaming and negative stereotypes about victims; and
- Publicize available resources.

Grantees frequently cited challenges in assisting victims in meeting basic needs, such as:

- Shelter and housing;
- Mental health services;
- Transportation;
- Civil legal assistance; and
- Employment and job training.

Finally, grantees noted a need for greater awareness of and improved services to underserved victims within their communities, including:

- Immigrant victims;
- Victims with limited English proficiency;
- Youth victims; and
- LGBTQ victims.

MN • Grantee Perspective

Lack of interpreter services for the Latino community is a concern. Court interpreters only interpret during the court hearing but after the court hearing is done, no one is there to clarify questions or concerns. In addition, emergency housing options (shelters) for victims/survivors and children following an immediate crisis or assault are needed. Most Latino survivors do not have family or additional support in the state. This results in survivors staying in a home where the abuse/assault takes place because it is the only option they have. Providing a safe space and distance from where the assault took place allows survivors to heal and begin focusing on the next steps following an assault.

COMMUNIDADES LATINAS UNIDAS EN SERVICIO, MINNESOTA

NY • Grantee Perspective

There is a significant need for early education and violence prevention programs. To break down cycles of violence, we need to educate children about consent and healthy relationships from an early age. By doing so, we can help end cycles of violence and allow more people to live healthier, safer lives. An example would be a mentoring or peer-teaching program led by the Youth Community Project Team, in which members visit elementary, middle, and high schools to engage in activities with students on the topic of consent and sexual assault (depending on age). By educating our youth and focusing on prevention, we can help increase survivors’ safety and enhance community response.

THE KOREAN AMERICAN FAMILY SERVICE CENTER, NEW YORK
Grants to State Sexual Assault and Domestic Violence Coalitions Program

The Grants to State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program) funds state-level coalitions to collaborate and coordinate with relevant federal, state, and local entities. Coalitions consist primarily of organizational members (e.g. sexual assault programs, domestic violence programs, tribal victim services agencies, and other victim services agencies) but may also include individual members.

**State Sexual Assault Coalitions and State Domestic Violence Coalitions** play a critical role in advancing the goals of VAWA, serving as a collective voice to end domestic/sexual violence through collaboration with federal, state, territorial, and local organizations.

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**87 Grantees Reporting**

Between July 1, 2017 and June 30, 2019, 87 unique grantees reported activities funded by the State Coalitions Program.

**113,007 People Trained**

Grantees trained a total of 113,007 people.

**74,804 Technical Assistance Activities**

Grantees provided 71,889 consultations and 2,915 site visits.

Grantees engage in the following purpose areas:

- Coordinate state victim services activities; and
- Collaborate and coordinate with federal, state, and local entities engaged in domestic/sexual violence activities, including but not limited to:
  - Provide training and technical assistance (TA) to member agencies;
  - Expand the technological capacity of coalitions and/or member agencies; and
  - Bring local programs together to identify gaps in services and to coordinate activities.

Coalitions play a number of roles in responding to domestic/sexual violence: they serve as organizing bodies for local agencies; advocate for policy, legislation, or practice changes on behalf of their member agencies; and support collaboration between agencies building community relationships.
General Grant Information

Information for this report was submitted by 87 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 31 (36%) grantees reporting were domestic violence coalitions, 31 (36%) were sexual assault coalitions, and 25 (29%) were dual sexual assault/domestic violence coalitions.

Nearly all grantees use funds to develop or enhance standards of service for underserved populations, by identifying gaps in services and supporting member and community organizations in their provision of outreach to and services for victims.

- 85 (98%) grantees used funds to address underserved populations.

Staff

Grant-funded staff provide training, education, and technical assistance to help end domestic/sexual violence and hold offenders accountable. Being able to hire staff is critical to the overall function and success of programs.

- 87 (100%) grantees used funds for staffing needs.
- Grantees funded an average of 127 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support program coordinators and administrators.

<table>
<thead>
<tr>
<th>Table 1</th>
<th>Staff supported with State Coalitions grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>127</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>37 (29%)</td>
</tr>
<tr>
<td>Administrators</td>
<td>31 (24%)</td>
</tr>
<tr>
<td>Support staff</td>
<td>17 (13%)</td>
</tr>
<tr>
<td>Technical assistance providers</td>
<td>11 (9%)</td>
</tr>
<tr>
<td>System advocates</td>
<td>9 (7%)</td>
</tr>
<tr>
<td>Communication specialists</td>
<td>8 (6%)</td>
</tr>
<tr>
<td>Trainers</td>
<td>8 (6%)</td>
</tr>
</tbody>
</table>

NOTE: Data presented for the most frequently reported categories only (≥5%).
Training
Grantees help train states, territories, and communities to develop coordinated responses to reduce domestic/sexual violence. **This training improves the professional response to victims and increases offender accountability.**

- 79 (91%) grantees used funds for training.
- Grantees convened a total of 4,164 training events.

In the two years covered by this report, VAWA-funded grantees trained:

113,007
PROFESSIONALS

across multiple systems:

- VICTIM ADVOCATES
- MULTIDISCIPLINARY STAFF
- LAW ENFORCEMENT

Technical Assistance
Grantees provide technical assistance to member programs through site visits and other consultations. Consultations may include in-person, telephone, electronic, or other types of contact with programs. The goal of technical assistance is to improve the response of professionals and organizations to victims of domestic/sexual violence, by improving organizational infrastructure; developing, revising, and implementing policies, protocols, and procedures; and providing materials on relevant issues.

- 85 (98%) grantees used funds for technical assistance.
- Grantees provided a total of 74,804 technical assistance activities.

Across the 2-year period, providers most frequently delivered the following forms of assistance:

- A total of 71,889 consultations; and
- A total of 2,915 site visits.

When health care providers ask questions about interpersonal violence during confidential, routine medical examinations, they provide opportunities for victims to disclose abuse and receive appropriate services and referrals (Pagels et al., 2015). Research shows that health care providers who receive training on screening for and identifying victims of domestic violence improve their practice, professional attitudes, and comfort in asking about violence in the patient’s home (Alvarez et al., 2017; Ambuel et al., 2013; Zachor et al., 2018).

HI • Grantee Perspective
The State Coalitions Program funding has allowed Hawaii State Coalition Against Domestic Violence (HSCADV) to continue to provide training and education to member programs, community members, and the general public statewide. Due to the unique geographic location and rural communities of Hawaii, accessing resources is a challenge for so many programs. State Coalitions Funding allows HSCADV to fly to neighboring islands to provide quality, in-person training opportunities for those communities. The funding has also provided an opportunity to engage multidisciplinary systems, such as law enforcement, Child Welfare, and the Judiciary, to improve the response to victims of domestic violence. Last reporting period, HSCADV collaborated with the Judiciary, law enforcement, parole, and legislators to provide an open forum for victims of domestic violence and their experiences within systems across the state. As a result of the statewide forum, shifts have occurred, such as providing a safe place for victims in courthouses away from perpetrators, improvements in judges’ responses to domestic violence victims within hearings, and mandated domestic violence training for judges statewide. Furthermore, the funding permits a collaboration between domestic violence agencies, HSCADV, and law enforcement for the Lethality Assessment Program (LAP), and the police response to victims of domestic violence.

HAWAII STATE COALITION AGAINST DOMESTIC VIOLENCE
Remaining Areas of Need

Grantees noted a need to **enhance collaboration and coordination between service providers** in response to domestic violence and sexual assault. This included collaboration between:

- Health and human services providers and DV/SA organizations;
- DV/SA organizations and religious organizations;
- Criminal justice professionals and victim service providers; and
- Tribal, state, and local law enforcement and courts.

Grantees pointed to the need to **devote more resources to serving victims of sexual assault**, including:

- Developing sexual assault response teams (SARTs) within their states;
- Improving availability of SANE exams;
- More equitable distribution of resources for assisting sexual assault survivors; and
- Improving law enforcement and criminal justice responses to sexual assault.

Grantees emphasized the need for increased **community education and outreach** in order to:

- Educate legislatures and policy-makers on the dynamics of domestic and sexual violence as it relates to the law and policies they implement;
- Expand awareness of domestic violence and sexual assault in underserved communities;
- Promote available services; and
- Encourage victims to come forward.

Grantees frequently reported the need to **provide culturally informed and linguistically appropriate domestic violence and sexual assault services and outreach to underserved populations** within their respective states, including:

- Victims in remote rural areas;
- Victims with limited English proficiency;
- Immigrant victims;
- LGBTQ populations; and
- Victims with disabilities, including Deaf or hard of hearing populations.

A majority of grantees reported **difficulty in maintaining current services given budget cuts and financial constraints**, as well as **difficulty meeting new state and federal mandates without concurrent increases in funding**. These challenges had **significant impacts on agencies’ ability to recruit and retain qualified staff**.
Grantees also felt that more training was needed on trauma-informed response and evidence-based practices among:

- Law enforcement and first responders;
- Judges and court personnel;
- Victim service providers; and
- Prosecutors.

Finally, many grantees underscored difficulties in providing victim services, such as:

- Housing and shelter;
- Mental health and substance abuse services;
- Legal assistance;
- Financial support; and
- Transportation.

**MN - Grantee Perspective**

Overall, one of the greatest areas of need is still a lack of knowledge, training, and experience amongst systems professionals in providing trauma-informed care to victims/survivors. Across the state, this issue is the backbone of multiple problems our organizations face. For example, this lack of training increases issues in coordination of care and collaboration with local advocacy organizations. A lack of awareness of sexual violence issues creates trickle down effects, often resulting in community-wide disadvantages, as well as large-scale policy issues. A specific example of this is Minnesota’s current issues around billing of SANE exams. A lack of clear policy and collaboration created a system that revictimizes those seeking exams.

**MINNESOTA COALITION AGAINST SEXUAL ASSAULT**
Technical Assistance Program

The Technical Assistance Program (TA Program) provides VAWA grantees with training, expertise, and problem-solving strategies to address the diverse needs of victims of domestic/sexual violence. Technical assistance (TA) providers typically are national, tribal, statewide, or other nonprofit organizations or institutions of higher education with the capacity to provide training and technical assistance on a national level. This may include:

- Educational opportunities;
- Conferences, seminars, and roundtables;
- Peer-to-peer, individualized consultations;
- Policy development; and
- Site visits.

The primary purpose of the TA Program is to provide a wide range of direct technical assistance to VAWA grantees and subgrantees, so that they can successfully implement grant-funded projects. In addition, the TA Program focuses on building the capacity of criminal justice and victim services organizations to respond effectively to domestic/sexual violence. Providers seek to support grantees in fostering partnerships among organizations that have not traditionally worked together to address these forms of violence, such as faith- and community-based organizations.

248 Projects
Between July 1, 2017 and June 30, 2019, the TA Program funded 248 projects.

70,451 TA Activities
Grantees provided a total of 38,370 consultations, and responded to 25,986 requests for information.

242,020 People Trained
Grantees trained a total of 242,020 people.

The Technical Assistance (TA) Program provides grantees with training, expertise, and problem-solving strategies so they can better address domestic/sexual violence. TA projects may offer in-person or online educational opportunities, peer-to-peer consultations, site visits, and more, so that grantees can work with experts and one another.
General Grant Information

Information for this report was submitted by 248 individual projects, located in 103 provider agencies for the July 1, 2017 to June 30, 2019 progress reporting period. Providers may deliver technical assistance in discrete issue areas related to a specific knowledge gap or promising practice, or may manage multiple projects spanning a variety of topics.

- TA projects funded an average of 249 full-time equivalent (FTE) staff during each 6-month period.
- 167 (67%) individual TA projects used funds to specifically address underserved populations.

Training

TA providers offer training events to other VAWA grantees to enhance services for victims of domestic/sexual violence, to improve offender accountability, and to promote coordinated community responses to reduce violence. This training helps grantees successfully implement projects supported by VAWA grant funds.

- 200 (81%) TA projects used funds for training.
- Most often these trainings reached domestic violence program staff (11%), dual sexual assault and domestic violence program staff (11%), law enforcement officers (9%), and multidisciplinary staff at the same training (8%).

Technical Assistance

TA providers deliver technical assistance through site visits, consultations, information request responses, and referrals. Assistance may include guidance on developing, revising, and implementing policies, protocols, and procedures; building a coordinated community response and community support; and overcoming barriers to effective service delivery.

- 208 (84%) individual TA projects used funds for technical assistance.
- TA providers delivered a total of 70,451 technical assistance activities.

Across the 2-year period, TA Program grantees trained:

- 242,020 PEOPLE at 3,735 TRAINING EVENTS

There is a perpetual need for both basic and advanced training and technical assistance for advocates and staff in the victim services field, which is chronically under-resourced and subject to high staff turnover. Many agencies serving victims of domestic/sexual violence operate with limited budgets, and staff are likely to juggle high caseloads. In 2019, the annual Domestic Violence Counts survey found that in a single 24-hour period, victims made 11,336 requests for services that could not be met, because programs did not have the resources to provide these services (National Network to End Domestic Violence, 2019).

MD - Grantee Perspective

There was a clear need for training and technical assistance, as well as the development of written “how-to” resources for the field that focus on operational tools that advocates and supervision officers can use to collaborate more efficiently with a common goal of reducing victimization. The e-curriculum developed under this effort will help probation staff to increase their awareness, understanding, and practical application of victim-centered approaches to the specialized supervision of sex offenders. Topics covered include defining victim-centeredness as a fundamental tenet of sex offender management, key principles and practices of specialized sex offender supervision, various points at which probation officers’ decisions and practices have implications for victims and their families, the role of victim advocates in promoting victim-centered supervision practices with sex offenders, and promising examples of victim-centeredness in practice.

CENTER FOR EFFECTIVE PUBLIC POLICY, MARYLAND

VAWA funding supports state and tribal coalitions and topically specific technical assistance providers who work to strengthen domestic/sexual violence prevention and response efforts. OVW also helps coordinate all of these efforts by supporting initiatives like the Resource Sharing Project, which compiles and disseminates resources and works with coalitions on issues such as organizational growth, professional development, and policy/protocol development. For more information visit: resourcesharingproject.org.
• A total of 5,197 referrals; and
• A total of 898 site visits.

Remaining Areas of Need

The needs expressed by technical assistance providers were as diverse as the organizations they serve. However, across the array of sexual assault and domestic violence services, technical assistance providers most frequently reported the need to help grantees provide culturally and linguistically appropriate services and resources to diverse groups of victims, including:

• Victims with disabilities, including Deaf or hard of hearing populations;
• LGBTQ populations;
• Victims in remote rural areas;
• American Indians or Alaska Natives;
• Immigrant victims, including undocumented immigrants;
• Racial minorities;
• Youth victims; and
• Victims with limited English proficiency.

The need to provide linguistically appropriate and culturally informed services was particularly pronounced for immigrant victims, victims with limited English proficiency, American Indian or Alaska Native victims, and racial minorities. According to TA providers, these needs included:

• Training for law enforcement on cultural sensitivity and implicit bias;
• Training for service providers, judges, court personnel, and attorneys on immigration proceedings;
• Training for all providers on trauma-informed responses to victims;
• Improved translation and interpretation services;
• More bilingual advocates and service providers; and
• Culturally specific outreach methods to increase safety and accessibility of services.

TA providers also emphasized the need to support grantees in their efforts to enhance collaboration with other service providers in response to domestic violence and sexual assault. This included collaboration between:

PA - Grantee Perspective

The Women of Color Network, Inc. Economic Policy and Leadership Project leads with the vision that, despite violence and inequity, our communities and survivors are resourceful and are entitled to economic security, a voice at the table, and safety and health for all of our communities. The innovations we make in our culturally specific programs have the power to transform lives, communities, institutions, the field, and our society. By gathering women of color advocates; facilitating expert and peer sharing of concrete strategies, resources, and skills for addressing economic insecurities; as well as fostering organizational capacity and leadership development, we enhance our culturally specific advocacy and community connection while challenging the systemic inequities faced by survivors of color.

WOMEN OF COLOR NETWORK, PENNSYLVANIA

D.C. - Grantee Perspective

Training remains a significant need for law enforcement agencies in the response to sexual assault and domestic violence. Specifically, investigators need training on trauma-informed practices and proper report writing for sexual assault and domestic violence cases. This especially appears to be a need in smaller agencies, who may encounter funding and logistical barriers that prevent or delay the receipt of this needed training. If police agencies do not receive the proper training, victim/survivor safety may be compromised and offenders may not always be held accountable for their offenses. From our interaction with project sites and agencies applying to receive technical assistance, it appears that officers may be receiving basic training on sexual assault in the academy, but are not receiving regular in-service training on this topic. Regular training is critical in order to ensure that officers and investigators are up to date on victim-centered practices and appropriate interview techniques.

POLICE EXECUTIVE RESEARCH FORUM, WASHINGTON, D.C.

CA - Grantee Perspective

We see a need with regard to increasing victim/survivor safety around the infrastructure of organizations and staff support. Programs need organizational structures, strategies, practices, and policies to support staff and address and minimize secondary trauma within direct services programs, including supervision for and by staff who may be survivors, and how to navigate staff’s past trauma experiences.

FUTURES WITHOUT VIOLENCE, CALIFORNIA
Grantees also underscored the need to assist service providers in their efforts to educate youth and community members about healthy relationships and violence prevention.

TA providers discussed the need to assist service providers, especially nonprofit organizations, with organizational management in order to ensure their long-term sustainability. These needs included:

- Providing adequate staff training and development opportunities;
- Increasing organizational capacity through technical assistance;
- Providing alternative modes of training, including more online and remote training opportunities; and
- Assisting organizations with day-to-day administrative tasks, including grant management and data tracking.

In the criminal justice arena, TA providers detailed a number of training and TA needs for law enforcement, including:

- Trauma-informed practices;
- Cultural responsiveness and anti-bias policing practices;
- Protection order enforcement;
- Working with victims with limited English proficiency;
- Best practices in sexual assault response and investigation;
- Identification of the primary aggressor; and
- Training to identify victims of trafficking.

Grantees also reported the need to provide training and TA to prosecutors and judges in order to enhance offender accountability and achieve justice for victims. Training needs included:

- TA and training for attorneys working in complex family law cases;
- TA and training for judges and attorneys in cases involving interstate custody;
- Training on immigration law and the U visa process;
- Training on youth culture and teen dating violence;
- Training on protection orders and protection order-related issues; and
- Basic training in trauma-informed practices.

Finally, TA providers identified the need to provide training to victim service providers on issues of confidentiality in order to maintain victim safety and encourage reporting.
THE TRANSITIONAL HOUSING PROGRAM IS DESIGNED TO PROVIDE holistic, victim-centered transitional housing services that move individuals to permanent housing.

Grantees provide housing units, rental vouchers, and victim-centered services such as case management, housing advocacy, counseling, job training, childcare, transportation, and other assistance. Holistic programs provide a wide range of flexible and optional services that reflect the differences and individual needs of victims and allow them to choose the best course of action for their specific circumstances. Trained staff work with victims to help them determine and reach their goals for permanent housing.

Research shows that when victims work to become and remain free from violence, they may experience negative consequences such as limited access to financial resources, potentially escalating violence, and residential instability (Thomas et al., 2015).

On average, grantees served 2,760 victims, 3,864 children, and 104 other dependents during each 6-month reporting period.

6,729 Victims Served
938,893 Bed Nights

Between July 1, 2017 and June 30, 2019, 261 unique grantees reported activities funded by the Transitional Housing Program.

Grantees provided a total of 938,893 bed nights to victims, their children, and other dependents.

6,729 Victims Served
938,893 Bed Nights

The Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating Violence, Sexual Assault, and Stalking Program (Transitional Housing Program) funds programs that provide transitional housing, short-term housing assistance, and related support services to victims, their children, and other dependents.

Between July 1, 2017 and June 30, 2019, 261 unique grantees reported activities funded by the Transitional Housing Program.

6,729 Victims Served
938,893 Bed Nights

The Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating Violence, Sexual Assault, and Stalking Program (Transitional Housing Program) funds programs that provide transitional housing, short-term housing assistance, and related support services to victims, their children, and other dependents.
The Transitional Housing Program enhances the safety and security of victims, their children, and other dependents by supporting an array of services that are critical to the provision of temporary housing and the attainment of permanent housing. Purpose areas include:

- Provide transitional housing, including funding for the operating expenses of newly developed or existing transitional housing;
- Provide short-term housing assistance, including rental or utilities payments assistance, and assistance with related expenses such as security deposits and other costs incidental to relocation to transitional housing;
- Provide support services designed to help victims fleeing violence locate and secure permanent housing and integrate into a community by providing them with services, such as transportation, counseling, child care services, case management, and other assistance; and
- Expand support services to help victims secure employment, via employment counseling, occupational training, job retention counseling, and/or counseling concerning reentry into the workforce.

General Grant Information

Information for this report was submitted by 261 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- 14 (5%) grantees reported that their grants specifically addressed tribal populations.
- Grantees most frequently addressed the following purpose area:
  - Provide support services, including counseling, transportation, and employment services.

Provision of Housing

The ability to provide housing is a vital part of supporting victims in leaving their abusers by allowing them to live safely in the community. Grantees note that without housing, a victim must often choose between becoming homeless or remaining with their abuser.

- 225 (86%) grantees used funds to directly support housing units.

Grantees use a variety of strategies to provide housing to victims, their children, and other dependents. Some programs use funds to support either program-owned or program-rented units, whereas other programs use rental assistance vouchers to provide housing to victims.

In a recent study of homelessness, families assigned permanent housing subsidies were half as likely to report intimate partner violence at a 20-month outcome measurement than families who had not been offered any priority access to homeless or housing assistance (Gubits et al., 2016).
During each 6-month reporting period, on average, grantees provided victims, children, and other dependents:

- **368** program-owned housing units;
- **216** program-rented housing units; and
- **1,100** vouchers/rent subsidies.

### Housing Assistance

In addition to funding housing units, grantees used funds to support other expenses related to housing, such as relocation expenses and utilities.

#### Figure 1  
Average number of victims provided with housing assistance by Transitional Housing Program grantees, July 2017–June 2019

<table>
<thead>
<tr>
<th></th>
<th>Total cost</th>
<th>Number of Victims</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rent subsidy/vouchers</td>
<td>$11,099,074</td>
<td>1,004</td>
</tr>
<tr>
<td>Utilities</td>
<td>$1,362,087</td>
<td>658</td>
</tr>
<tr>
<td>Rental unit fees</td>
<td>$1,309,413</td>
<td>357</td>
</tr>
<tr>
<td>Household furnishings</td>
<td>$175,124</td>
<td>130</td>
</tr>
<tr>
<td>Relocation expenses</td>
<td>$55,000</td>
<td>46</td>
</tr>
</tbody>
</table>

### Increasing Accessibility of Housing and Services

Some programs are able to offer units that are accessible to people with disabilities and/or enhance their programs’ accessibility by providing interpretation services, language lines, translation of documents, and/or telecommunication devices for Deaf or hard of hearing victims.

- An average of **666** housing units were accessible to people with disabilities (for example, people who are blind or vision-impaired, people with physical disabilities, and people with diagnosed mental illness, if their activities are so limited) during each 6-month period.

### Staff

Grant-funded staff provide direct services to victims, children, and other dependents, as well as program administration. **Being able to hire staff is critical for the overall function and success of programs.**

- **255** (98%) grantees used funds for staffing needs.
- Grantees funded an average of **210** full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support case managers and program coordinators.
Women who reside in a shelter tend to receive a broader range of support services for a longer period of time, compared to women who never enter a shelter (Grossman & Lundy, 2011; Sullivan & Virden, 2017b). A recent study found that the amount of help received in a shelter positively influenced victims’ ability to advocate for themselves and their hopefulness for the future (Sullivan & Virden, 2017a).

VT • Grantee Perspective
Transitional Housing Program funds have allowed our agency to house families and individuals that would otherwise be in shelters long-term or on the streets. These funds allow families (moms and children) to stay together and start over in a safe environment. With Section 8 not always accessible, TH Program funding is even more important. Participants will need the full two years to heal, gain strength, and where applicable, learn new skills to earn better, self-sustaining wages. Funding has also allowed us to deepen our relationship with the Abenaki community, and as a result, we collaborated on a cultural competency training for staff as well as other interested parties. Evaluations of the training were overwhelmingly positive.

CHAMPLAIN VALLEY OFFICE OF ECONOMIC OPPORTUNITY, VERMONT

NJ • Grantee Perspective
The Transitional Housing Program has allowed us to provide women with the services they need to strengthen their skill set, seek gainful employment, and secure permanent housing. The funding has also allowed us to have a part-time Bilingual Vocational Case Manager. Clients have the opportunity to assess their dreams and goals of furthering their education and to become more financially empowered.

We have been able to provide Financial Empowerment and Work Readiness workshops. The TH Staff has been able to secure training from the National Network to End Domestic Violence/OVW Conferences, and trainings on best practices in working with our clients. We have been able to install new computers in each of our Transitional homes which allows the women to seek employment, engage in online courses, and assist their children with their studies from the comfort and safety of their TH homes. The funding has allowed the clients the opportunity and time to rest, heal, and rebuild their lives in a safe environment.

CENTER FOR HOPE AND SAFETY, NEW JERSEY

<table>
<thead>
<tr>
<th>Staff supported with Transitional Housing grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff funded</td>
</tr>
<tr>
<td>----------------</td>
</tr>
<tr>
<td>Total FTE staff funded</td>
</tr>
<tr>
<td>Case managers</td>
</tr>
<tr>
<td>Program coordinators</td>
</tr>
<tr>
<td>Housing advocates</td>
</tr>
<tr>
<td>Victim advocates</td>
</tr>
<tr>
<td>Administrators</td>
</tr>
<tr>
<td>Transitional services advocates</td>
</tr>
</tbody>
</table>

NOTE: Data presented for the most frequently reported categories only (≥5%).

Services for Victims, Children, and Other Dependents
Grantees provide an array of support services to victims, their children, and other dependents to locate, secure, and maintain permanent housing and economic stability. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **250** (96%) grantees used funds for services provided to victims, their children, and other dependents.
- **Grantees provided services to an average of 2,760 victims, 3,864 children, and 104 other dependents during each 6-month period.**
- **71% of victims who sought services received them during each 6-month period.**

Support Services for Victims, Children, and Other Dependents

<table>
<thead>
<tr>
<th>Services</th>
<th>Victims (2,760)</th>
<th>Children (3,864)</th>
<th>Other Dependents (104)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Case Management</strong></td>
<td>2,472 individuals received</td>
<td>1,884 individuals received</td>
<td>1,844 individuals received</td>
</tr>
<tr>
<td><strong>Housing Advocacy</strong></td>
<td>1,735 individuals received</td>
<td>1,369 individuals received</td>
<td>1,333 individuals received</td>
</tr>
<tr>
<td><strong>Material Assistance</strong></td>
<td>1,477 individuals received</td>
<td>1,045 individuals received</td>
<td>859 individuals received</td>
</tr>
<tr>
<td><strong>Financial Counseling</strong></td>
<td>1,369 individuals received</td>
<td>859 individuals received</td>
<td></td>
</tr>
</tbody>
</table>

On average, during each 6-month reporting period, Transitional Housing grantees provided services to:

- **2,760 VICTIMS**
  - Services include: **Case Management**, **Housing Advocacy**, **Material Assistance**, **Financial Counseling**

- **3,864 CHILDREN**
  - Services include: **Case Management**, **Material Assistance**

- **104 OTHER DEPENDENTS**
  - Services include: **Children’s Activities**, **Victim Advocacy**
Table 2 | Victims, children, and other dependents sheltered with Transitional Housing grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Transitional housing</th>
<th>Number of people (6-month average)</th>
<th>Number of bed nights (2-year total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Victims</td>
<td>827</td>
<td>402,031</td>
</tr>
<tr>
<td>Children</td>
<td>1,086</td>
<td>527,199</td>
</tr>
<tr>
<td>Other dependents</td>
<td>19</td>
<td>9,663</td>
</tr>
<tr>
<td>Total</td>
<td>1,932</td>
<td>938,893</td>
</tr>
</tbody>
</table>

NOTE: These numbers do not include victims, children, or other dependents receiving housing through a voucher or other rental assistance.

Figure 2 | Victims and their families’ length of stay in transitional housing in months, June 2017–July 2019

<table>
<thead>
<tr>
<th>Stay in months</th>
<th>Number of victims</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 month</td>
<td>195 victims</td>
</tr>
<tr>
<td>6 months</td>
<td>216 victims</td>
</tr>
<tr>
<td>12 months</td>
<td>233 victims</td>
</tr>
<tr>
<td>24 months</td>
<td>132 victims</td>
</tr>
</tbody>
</table>

Victims, Children, and Other Dependents Seeking Services

Grantees serve victims of domestic/sexual violence.

Table 3 | Victims seeking services with Transitional Housing grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Victims</td>
<td>Children</td>
</tr>
<tr>
<td>Total victims seeking services</td>
<td>3,865</td>
<td>5,184</td>
</tr>
<tr>
<td>Victims served</td>
<td>2,613</td>
<td>3,697</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>148</td>
<td>167</td>
</tr>
<tr>
<td>Victims not served</td>
<td>1,104</td>
<td>1,320</td>
</tr>
</tbody>
</table>

NOTE: “Partially served” represents victims, children, and other dependents who received some but not all of the service(s) they requested, provided those services were funded under the Transitional Housing Program grant. “Not served” represents victims, children, and other dependents who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Transitional Housing Program grant.

A recent study confirmed prior research which has shown that accessing housing-related services is even more challenging for certain victims, namely victims with children and/or pets, male victims, college students, and those with disabilities (Rizo et al., 2020).

SC • Grantee Perspective

This program has helped survivors with rental assistance, utility bills, and security deposits to secure safe housing in the community. These survivors have achieved greater self-determination and confidence through life skills workshops, and have obtained legal advocacy, group and children’s counseling, and transportation. In this reporting period, three clients have gone to counseling on a regular basis. The Transitional Housing Program funding has allowed Sistercare to house 11 families who did not fit other funding criteria and otherwise would have remained unserved. Additionally, the program has allowed Sistercare to continue to help homeless battered and sexually abused women and their children establish their own violence-free households and increase self-sufficiency. Without this grant, victims would not have had the funding or resources to have their own home independent from their abusers. By living without domestic and sexual violence, survivors had time to stabilize their financial situation and become financially independent from their abusers so they would not have to return to a life of violence. Overall, battered and sexually abused women were able to reduce further injuries from assaults and in some instances, save their lives.

SISTERCARE, INC., SOUTH CAROLINA

Victims seeking housing may face discrimination by landlords based on their histories of abuse, their gender or sexual identities, and/or their race/ethnicity. Indigenous victims and immigrants may also encounter barriers to housing due to lack of documentation. Affordable housing shortages across the country also present challenges for those seeking to leave abusive housing arrangements (Gezinski & Gonzalez-Pons, 2019).
**Victims’ Relationships to Offenders**

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a **spouse or intimate partner** (80%).
- The remaining victims were most commonly victimized in the context of a **dating relationship** (9%) or by another **family or household member** (7%).

**ReasonsVictims Were Not Served or Were Partially Served**

During the July 1, 2017 to June 30, 2019 reporting period, grantees reported that an average of **808** victims, **989** children, and **7** other dependents were not served or were only partially served solely due to a lack of available housing. Grantees most frequently noted the following additional barriers as reasons why victims were not served or were only partially served:

- Program reached capacity;
- Party(ies) did not meet statutory requirements;
- Program rules not acceptable to party(ies);
- Services were not appropriate for party(ies); or
- Services not available for party(ies) based on family composition.

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**WOMEN’S RESOURCE CENTER OF THE NEW RIVER VALLEY, INC., VIRGINIA**

The gift of having 18 months to work with families allows our residents, who have often had negative experiences with systems, time to develop trust. It allows us to do the trauma work that begins with developing healthy supportive relationships with our clients. And it allows our residents, who often come to us having been isolated from family and community, an opportunity to develop lifelong friends among their neighbors here and a lifelong support system through our organization. Although Transitional Housing is not the answer for every victim, it is truly life changing and sometimes life saving (these words coming from so many victims we have served). Thank you for this funding.

**YWCA OF PIERCE COUNTY, WASHINGTON**

A recent report on serving Latinx survivors who are seeking housing identified innovative and successful strategies for meeting the particular needs of these communities, including incorporating faith-based organizations, providing alternative housing to immigrant survivors, employing housing assistance specialists, and utilizing informal networks of support (Hernandez-Martinez et al., 2018).
Demographics of Victims, Children, and Other Dependents Served and Partially Served

Grantees served or partially served an average of 2,760 victims, 3,864 children, and 104 other dependents during each 6-month period. The victims most frequently served or partially served were white (44%), female (98%), and between the ages of 25 and 59 (85%).

NY - Grantee Perspective

As a result of Transitional Housing Program funding, we have been able to build alliances with landlords and property management companies. Through successful landlord engagement, we have expanded our housing resources for the survivors that we serve. We have found that tenant needs are being addressed by landlords more frequently, leading to fewer requests for advocacy services from survivors. We continue to share program information with other service agencies and organizations, which has led to a greater number of referral sources within the community. This in turn has allowed us to provide housing and support services to a more diverse population of survivors. Grant funding has allowed us to provide support networks and financial resources to address both the short- and long-term housing needs of individuals and families. By assisting with security deposits, rent, and other support services we are able to coordinate a service plan that not only places survivors in safe, affordable housing, but also allows them to become self-sufficient, while maintaining their housing independently. Successfully maintaining their housing eliminates the need for shelter stays and encourages survivors to feel empowered. While learning and strengthening key skills, survivors feel supported every step of the way as they enter their new independent life.

YWCA OF ROCHESTER AND MONROE COUNTY, NEW YORK

Women and men who have experienced housing insecurity are at higher risk for rape, physical violence, or stalking. NISVS found that 10% of women and 8% of men who faced housing insecurity were victims of intimate partner violence, as compared with 2.3% of women and 3.1% of men who did not face housing insecurity (Breiding et al., 2014). Housing instability is a strong predictor of poor health outcomes for those in abusive relationships, exacerbating PTSD, depression, substance abuse, medical noncompliance, absences from work and/or school, and hospital/emergency room use (Daoud et al., 2016; Rollins et al., 2012).

Table 4  Demographic characteristics of victims, children, and other dependents served with Transitional Housing grant funds, July 2017-June 2019

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Victims N</th>
<th>%</th>
<th>Children N</th>
<th>%</th>
<th>Other dependents N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Race</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>American Indian or Alaska Native</td>
<td>123</td>
<td>5%</td>
<td>177</td>
<td>5%</td>
<td>4</td>
<td>3%</td>
</tr>
<tr>
<td>Asian</td>
<td>100</td>
<td>4%</td>
<td>100</td>
<td>3%</td>
<td>8</td>
<td>8%</td>
</tr>
<tr>
<td>Black or African American</td>
<td>827</td>
<td>30%</td>
<td>1,383</td>
<td>37%</td>
<td>25</td>
<td>24%</td>
</tr>
<tr>
<td>Hispanic or Latino</td>
<td>534</td>
<td>20%</td>
<td>936</td>
<td>25%</td>
<td>33</td>
<td>32%</td>
</tr>
<tr>
<td>Native Hawaiian or Other Pacific Islander</td>
<td>24</td>
<td>1%</td>
<td>54</td>
<td>1%</td>
<td>2</td>
<td>2%</td>
</tr>
<tr>
<td>White</td>
<td>1,197</td>
<td>44%</td>
<td>1,333</td>
<td>35%</td>
<td>34</td>
<td>33%</td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>47</td>
<td>2%</td>
<td>100</td>
<td>3%</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td><strong>Gender</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>2,691</td>
<td>98%</td>
<td>1,926</td>
<td>50%</td>
<td>60</td>
<td>58%</td>
</tr>
<tr>
<td>Male</td>
<td>57</td>
<td>2%</td>
<td>1,925</td>
<td>50%</td>
<td>43</td>
<td>42%</td>
</tr>
<tr>
<td>Total</td>
<td>2,748</td>
<td>2%</td>
<td>3,852</td>
<td>34%</td>
<td>103</td>
<td></td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>12</td>
<td>1%</td>
<td>13</td>
<td>1%</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td><strong>Age</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0–6</td>
<td>-</td>
<td>-</td>
<td>1,831</td>
<td>48%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>7–12</td>
<td>-</td>
<td>-</td>
<td>1,308</td>
<td>34%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>13–17</td>
<td>5</td>
<td>0%</td>
<td>704</td>
<td>18%</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>18–24</td>
<td>332</td>
<td>12%</td>
<td>-</td>
<td>-</td>
<td>88</td>
<td>85%</td>
</tr>
<tr>
<td>25–59</td>
<td>2,328</td>
<td>85%</td>
<td>-</td>
<td>-</td>
<td>11</td>
<td>10%</td>
</tr>
<tr>
<td>60+</td>
<td>72</td>
<td>3%</td>
<td>-</td>
<td>-</td>
<td>5</td>
<td>5%</td>
</tr>
<tr>
<td>Total</td>
<td>2,737</td>
<td>3%</td>
<td>3,843</td>
<td>34%</td>
<td>103</td>
<td></td>
</tr>
<tr>
<td>Unknown (missing)</td>
<td>23</td>
<td>1%</td>
<td>22</td>
<td>1%</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td><strong>Other</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>People with disabilities</td>
<td>528</td>
<td>19%</td>
<td>205</td>
<td>5%</td>
<td>19</td>
<td>18%</td>
</tr>
<tr>
<td>People with limited English proficiency</td>
<td>431</td>
<td>16%</td>
<td>173</td>
<td>4%</td>
<td>9</td>
<td>9%</td>
</tr>
<tr>
<td>People who are immigrants, refugees, or asylum seekers</td>
<td>411</td>
<td>15%</td>
<td>177</td>
<td>5%</td>
<td>12</td>
<td>12%</td>
</tr>
<tr>
<td>People who live in rural areas</td>
<td>617</td>
<td>22%</td>
<td>797</td>
<td>21%</td>
<td>20</td>
<td>19%</td>
</tr>
</tbody>
</table>
Transitional Housing and Destination Upon Exit

Grant funds can be used to house victims for up to 24 months. Grantees reported that victims most often moved to permanent housing of their choosing, after their stay in grant-funded housing.

Table 5 | Victims’ housing destination upon exit, July 2017–June 2019

<table>
<thead>
<tr>
<th>Destination upon exit</th>
<th>2-year total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Permanent housing of choice (Section 8, return to home, rent or purchase housing)</td>
<td>1,692</td>
</tr>
<tr>
<td>Temporary housing with family or friend</td>
<td>213</td>
</tr>
<tr>
<td>Transitional housing (not grant-funded program)</td>
<td>53</td>
</tr>
<tr>
<td>Healthcare facility/substance abuse treatment program</td>
<td>39</td>
</tr>
<tr>
<td>Domestic violence emergency shelter</td>
<td>26</td>
</tr>
<tr>
<td>Incarceration/jail</td>
<td>25</td>
</tr>
<tr>
<td>Homeless emergency shelter</td>
<td>18</td>
</tr>
<tr>
<td>Hotel/motel</td>
<td>14</td>
</tr>
<tr>
<td>Unknown</td>
<td>188</td>
</tr>
</tbody>
</table>

Victims’ Perception of Risk of Violence Upon Exit

Victims most often reported perceiving a lower risk of violence (75%) after their stay in Transitional Housing grant-funded housing units.

Table 6 | Victims’ perception of risk of future violence upon exit, July 2017–June 2019

<table>
<thead>
<tr>
<th>Perception of risk of future violence</th>
<th>2-year total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lower risk of violence</td>
<td>1,702</td>
</tr>
<tr>
<td>Equal risk of violence</td>
<td>91</td>
</tr>
<tr>
<td>Does not know</td>
<td>85</td>
</tr>
<tr>
<td>Greater risk of violence</td>
<td>24</td>
</tr>
<tr>
<td>Unknown</td>
<td>374</td>
</tr>
</tbody>
</table>

Follow-up Support Services

If grantees use funds for housing units and support services, they are required to provide a minimum of 3 months follow-up services to victims after their stay in transitional housing units. These follow-up services are intended to continue to connect victims and their families with assistance from the program.

• 229 (88%) grantees used funds for follow-up services.

By statute, a grantee may waive the 24-month restriction for no more than 6 months for victims who have made a good-faith effort to acquire permanent housing but have been unable to do so.
During each 6-month period, on average, grantees provided:

- Case management services to 447 victims and 305 children and other dependents;
- Housing advocacy services to 197 victims and 60 children and other dependents;
- Victim advocacy services to 186 victims and 135 children and other dependents;
- Material assistance (e.g. clothing, food, or personal items) to 173 victims and 157 children and other dependents;
- Support group/counseling services to 142 victims and 52 children and other dependents;
- Crisis intervention services to 138 victims and 60 children and other dependents; and
- Financial counseling services to 121 victims and 11 children and other dependents.

Remaining Areas of Need

Grantees cited a lack of safe and affordable long-term housing as the biggest obstacle confronting victims of domestic violence and sexual assault.

In addition to high prices and low availability of rental units, victims encountered additional challenges to securing housing, including:

- Long waitlists for Section 8 and public housing;
- No credit or poor credit history;
- Inability to meet the income requirements of landlords and property managers;
- A history of evictions;
- The presence of a criminal background; and
- Outstanding debt.

These challenges sometimes pushed victims into housing that was unsafe, outside their target area, or poorly maintained.

Grantees also cited difficulty in helping clients secure employment that provided a living wage. Challenges included:

- High unemployment rates in service areas;
- Lack of training and/or education;
- Little or no employment history;
- An inability to secure child care, especially for nighttime shifts; and
- Inadequate access to reliable transportation.

Shelter and transitional housing program staff may provide follow-up support, counseling and advocacy, legal assistance, financial literacy education and employment counseling, and referrals to other sources of help. Helping victims find stable housing requires addressing interconnected issues related to trauma, poverty, disabilities, and discrimination, and an advocate may spend up to 10 hours or more per week with each victim (Sullivan et al., 2018).

ME - Grantee Perspective

One specific financial intervention available through TH program support is assistance with rent and associated move-in or relocation costs. Often survivors are forced to deal with credit histories and/or debts that are directly connected with their prior experience of abuse or assault. The financial burden associated with this past can present an insurmountable obstacle; even with steady employment, they lack the resources necessary to secure safe, sustainable housing. TH program funds can be brought to bear in this situation. That initial hurdle overcome, many of the recipients of this support go on to maintain stable housing. This can be a life-changing event.

PARTNERS FOR PEACE, MAINE

WI - Grantee Perspective

Our program currently has 70 families on the waitlist who are homeless as a result of fleeing violence. Accessible shelter and housing for families is grossly under-resourced in this community. As a result, families have to be divided to find any kind of shelter, and are often forced into situations that further compromise the client’s and the children’s safety, leading to further victimization.

WISE WOMEN GATHERING PLACE, WISCONSIN

IA - Grantee Perspective

One of the most significant areas of remaining need is access to legal services, specifically for civil family law and immigration issues. We have a number of participants who are in need of legal services regarding child custody and other civil matters, but are unable to access the few legal assistance programs in our area due to the high demand. A majority of our clients are not able to obtain their own private legal representation due to financial hardship. We’ve seen some families remain separated or left in unsafe situations due to their inability to obtain legal representation.

ASSAULT CARE CENTER EXTENDING SHELTER & SUPPORT, IOWA
The inability to earn a living wage and achieve financial self-sufficiency put victims at a much greater risk of returning to their abusers.

Finding employment and housing was particularly difficult for underserved populations, especially:

- Immigrant victims, especially those in the process of obtaining legal status;
- Victims in remote rural areas;
- LGBTQ populations;
- Victims with disabilities;
- Victims with limited English proficiency; and
- Elderly victims.

Grantees emphasized the need to provide additional services to victims to promote self-sufficiency, including:

- Affordable and pro bono civil legal services;
- Job training, employment counseling, and education;
- Mental healthcare and substance abuse counseling;
- Funds for moving expenses, utilities, and security deposits; and
- Financial education.

HAVEN WOMEN’S CENTER, CALIFORNIA
Grants to Support Tribal Domestic Violence and Sexual Assault Coalitions

The Grants to Support Tribal Domestic Violence and Sexual Assault Coalitions (Tribal Coalitions Program) builds the capacity of nonprofit, nongovernmental tribal coalitions to end domestic/sexual violence in American Indian and Alaska Native (AI/AN) communities.

Coalitions consist primarily of organizational members (e.g. sexual assault programs, domestic violence programs, tribal victim services agencies, and other victim services agencies) but may also include individual members. The Tribal Coalitions Program enhances the safety of victims by supporting projects uniquely designed to address domestic/sexual violence amongst American Indian and Alaska Native women.

18 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 18 unique grantees reported activities funded by the Tribal Coalitions Program.

8,392 People Trained
Grantees trained a total of 8,392 people.

6,927 Technical Assistance Activities
Grantees provided 6,224 consultations and 703 site visits.

Tribal Coalition grantees play a number of roles in responding to domestic/sexual violence: they serve as organizing bodies for local agencies; advocate for policy, legislation, or practice changes; and support collaboration between agencies to improve access to critical services for American Indian and Alaska Native (AI/AN) women.
Grantees engage in the following purpose areas:

- Increase awareness of domestic/sexual violence in AI/AN communities;
- Enhance the response at the tribal, federal, and state levels;
- Identify and provide technical assistance (TA) to coalition members and tribal communities to improve access to critical services; and
- Assist Indian tribes and tribal leadership in developing and promoting state, local, and tribal legislation and policies that enhance best practices for responding to these forms of violence.

General Grant Information

Information for this report was submitted by 18 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- The majority of grantees (89%) were dual sexual assault/domestic violence coalitions.
- Grantees most frequently addressed the following purpose area:
  - Identify and provide technical assistance (TA) to coalition members and tribal communities to improve access to critical services.

Staff

Grant-funded staff provide training, education, and technical assistance to help end domestic/sexual violence in AI/AN communities and hold offenders accountable. **Being able to hire staff is critical to the overall function and success of programs.**

- 18 (100%) grantees used funds for staffing needs.
- Grantees funded an average of 51 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support administrators and program coordinators.

### Table 1

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>51</td>
</tr>
<tr>
<td>Administrators</td>
<td>13 (25%)</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>12 (24%)</td>
</tr>
<tr>
<td>Support staff</td>
<td>9 (18%)</td>
</tr>
<tr>
<td>Trainers</td>
<td>7 (14%)</td>
</tr>
<tr>
<td>Communications specialists</td>
<td>4 (8%)</td>
</tr>
<tr>
<td>Technical assistance providers</td>
<td>3 (6%)</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

American Indians (AI) and Alaska Natives (AN) are a diverse people, represented by 574 federally recognized tribes (National Congress of American Indians, 2020a). Due to a history of colonization, displacement, and racism, AI/AN persons and communities face markedly high rates of housing instability, food insecurity, limited income and education, and ill health (Indian Health Services, 2017; Office of Minority Health, 2018; Penman-Aguilar et al., 2016; Pindus et al., 2017; U.S. Interagency Council on Homelessness, 2012). AI/AN women report higher rates of intimate partner violence than women of any other ethnic or racial background (Chmielowska & Fuhn, 2017; Herrschaft & Dolan, 2013).

Throughout the duration of this reporting period, the Coalition to Stop Violence Against Native Women (CSVANW) has been able to maintain focus on improving and strengthening the capacity, outreach, and presence of our organization with the Tribal Coalition Program funding received for our service area. This includes enhancing the response to violence against Native women at the federal, state, and tribal levels, while also identifying and providing technical assistance and community support to our membership and Tribal communities.

The coalition continues to assist our Native Nations in promoting legislation and policies that increase best practices for responding to violent crimes against Native women and children through strategic and deliberate external communication, mindful relationship building, as well as visible community presence and support. The funding has enabled CSVANW the opportunity to effect change in our communities through social media, our website, handouts, and community outreach to our relatives across New Mexico. As a result of the monetary support, we have been able to further our online outreach while also being present for advocacy on a legislative level at the roundhouse to better advocate for community programs and relatives that make up our membership/coalition. The increased presence in our communities enables our staff to better understand the ways in which CSVANW can be in solidarity with our relatives while also showing that we honor their presence.

**COALITION TO STOP VIOLENCE AGAINST NATIVE WOMEN, NEW MEXICO**
Training
Grantees train professionals to improve their response to AI/AN victims of domestic/sexual violence. **This training improves the professional response to victims and increases offender accountability.**
- **18** (100%) grantees used funds for training.
- Grantees convened a total of **429** training events.
- Grantees trained a total of **8,392** people.
- Most often these trainings reached domestic violence program staff (24%), sexual assault program staff (12%), multidisciplinary staff at the same training (6%), tribal government/tribal government agency staff (6%), and educators (6%).

Community Education
Grant-funded staff provide information and outreach to communities to increase awareness of domestic/sexual violence. Outreach activities can include distributing information at community gatherings such as powwows, basket-weaving and beading circles, bake sales, and parades. **Community education and outreach activities can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.**
- **17** (94%) grantees used funds for community education.
- Grantees convened a total of **621** education events.

In the two years covered by this report, Tribal Coalitions Program grantees provided information to:

| **23,776** |
| **INDIVIDUALS** |
| **groups such as:** |
| **COMMUNITY MEMBERS** |
| **STUDENTS** |
| **TRIBAL GOVERNMENT/AGENCY STAFF** |

Nearly half (46%) of AI/AN women suffer some form of contact sexual violence during their lifetime (Smith et al., 2017). Homicide rates are also particularly high among AI/AN women, who may be murdered at more than 10 times the national average (Bachman et al., 2008; Petrosky et al., 2017; Wilson, 2017). Coordinated tribal, community, and federal efforts that are culturally appropriate are essential in responding to these epidemic rates of violence.

MN • Grantee Perspective
This funding has helped us provide support for advocates throughout Minnesota on the issues of sexual violence against Indian women. We started with the single position of a Director and we now have an eight person staff. We have created an office space that contains a library and clearinghouse for materials to assist communities that work with Native American victims/survivors of sexual violence. We also worked to create a 40-hour Tribal Specific Sexual Assault Advocate Training Curriculum, “Through the Teachings of Our Grandmothers.” We are so grateful for this opportunity to unify our collaborative efforts to end sexual violence in Minnesota.

MINNESOTA INDIAN WOMEN’S SEXUAL ASSAULT COALITION

AZ • Grantee Perspective
Tribal Coalitions funding has allowed the Hopi-Tewa Women’s Coalition to End Abuse to provide training, technical assistance, and outreach events for the Hopi community and service providers. Over the course of this grant period, our relationships with partner agencies have increased, the number of calls for technical assistance have increased, as has our outreach presence in the community.

HOPI-TEWA WOMEN’S COALITION TO END ABUSE, ARIZONA

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1 Community education involves providing general information that will increase public awareness of sexual assault, domestic violence, dating violence, and stalking. Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables an individual to improve their response to victims as it relates to their role in the system.
Technical Assistance

Grantees provide technical assistance to help other professionals and organizations improve their response to AI/AN victims and develop their organizational infrastructures, through site visits and consultations. Assistance may include developing or enhancing culturally appropriate services, building a coordinated community response and community support, and supporting victim service administration and operations.

- 17 (94%) grantees used funds for technical assistance.
- Grantees provided a total of 6,927 technical assistance activities.

Across the 2-year period, providers most frequently delivered the following forms of assistance:

- A total of 6,224 consultations; and
- A total of 703 site visits.

Remaining Areas of Need

Grantees emphasized the need for community outreach and education in order to:

- Address common misconceptions and negative stereotypes of victims;
- Educate tribal leaders, community members, and youth about domestic violence and sexual assault; and
- Encourage victims to seek services.

Grantees frequently cited a need for ongoing staff training because of high turnover among advocates and other program staff, as well as stable and sustained funding for services.

Grantees also felt that more training was needed on trauma-informed responses, especially when working with American Indian/Alaska Native victims, among:

- Tribal leadership and courts;
- Law enforcement and first responders;
- State courts; and
- Native and non-Native service providers.

Grantees felt that enhanced coordination and collaboration between service providers would increase victim safety and reduce barriers to accessing culturally appropriate services.
Grantees noted the need to **improve offender accountability** in order to encourage victims to come forward. They attributed the lack of accountability to:

- Insufficient law enforcement presence on tribal lands;
- Low rates of prosecution;
- A lack of treatment programs for offenders; and
- Jurisdictional issues between tribal, state, and local government.

Several grantees emphasized the need for **an improved law enforcement response**. Both a shortage of law enforcement officers and slow response times jeopardize victim safety and their willingness to report abuse.

Finally, grantees pointed to a number of **unmet needs in victim service delivery**, particularly:

- Long-term affordable housing and emergency shelter;
- Delivery of culturally appropriate services;
- Transportation;
- Child care; and
- Mental health and substance abuse services.

**OK • Grantee Perspective**

Training for members of the judiciary and prosecutors remains a real and significant need in Oklahoma Indian Country. Often times the women we serve in Oklahoma Indian Country go through state court systems for protective orders, child custody, and divorces due to our complex jurisdiction. These systems often revictimize the victims and have procedures that jeopardize the safety of domestic violence survivors. In some counties in Oklahoma, if a victim refuses to testify against her perpetrator at their criminal hearing, the victim is told by the prosecutor that he will make a referral to have her children removed.

**NATIVE ALLIANCE AGAINST VIOLENCE, OKLAHOMA**

**CA • Grantee Perspective**

Mental health and substance abuse are an ongoing concern for victims seeking our services. There needs to be better intersections of services for victims suffering from multiple afflictions. Advocacy, counseling, and case management do not work when there are underlying mental health and substance abuse issues. Many victims are unable to move forward with self-sufficiency without mental health or substance abuse treatment. Unfortunately, if we are unable to find treatment for them within a week of program entry we often find that victims do not follow up with their case managers, advocates, and counselors. We often lose these clients for long-term care.

**STRONG HEARTED NATIVE WOMEN’S COALITION, CALIFORNIA**
Grants to Indian Tribal Governments Program

The goals and objectives of the Grants to Indian Tribal Governments Program (Tribal Governments Program) are to decrease the number of violent crimes (sexual assault, domestic violence, dating violence, and stalking) against American Indian and Alaska Native (AI/AN) women and girls, assist Indian tribes in using their sovereign authority to respond to those crimes, and ensure that people who commit violent crimes against AI/AN women are held responsible for their actions through a strong coordinated community response.

232 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 232 unique grantees reported activities funded by the Tribal Governments Program.

6,624 Victims Served
On average, grantees served 6,624 victims and 3,209 children during each 6-month reporting period.

1,004 Cases Investigated
Grantees investigated a total of 1,004 cases, and referred 752 cases to prosecutors.

Grantees engage in the following purpose areas:

- Develop and enhance culturally competent governmental strategies to reduce violent crimes against and increase the safety of Indian women;
- Increase tribal capacity to respond to victims of domestic/sexual violence;
- Strengthen tribal justice interventions, including tribal law enforcement, prosecution, courts, probation, and correctional facilities;
- Enhance services to Indian women victimized by domestic/sexual violence;
- Develop a community response regarding education and prevention;
- Protect the safety of victims and their children by providing supervised visitation and safe visitation exchange;
- Provide transitional housing, support services, and financial assistance to victims;
- Provide legal assistance to victims seeking justice;
- Address the needs of youth victims, including providing support to their non-abusing parent or caretaker; and
- Develop and promote legislation and policies that enhance best practices for responding to domestic/sexual violence against Indian women.

A nationally representative study found that AI/AN women were 1.2 times more likely to experience domestic violence than non-Hispanic white women (Rosay, 2016).
General Grant Information

Information for this report was submitted by 232 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- Grantees most frequently addressed the following purpose areas:
  - Enhance services to Indian women victimized by domestic violence/dating violence, sexual assault, and stalking;
  - Increase tribal capacity to respond to crimes against Indian women; and
  - Develop education and prevention strategies directed towards issues of domestic violence/dating violence and stalking programs, and to address the needs of children exposed to domestic violence.

Staff

Grant-funded staff provide victim services, training, outreach, supervised visitation, law enforcement, prosecution, probation, court services, and batterer intervention programs, among other services, to increase victim safety and offender accountability. Being able to hire staff is critical to the overall function and success of programs.

- 226 (97%) grantees used funds for staffing needs.
- Grantees funded an average of 337 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates, administrators, and program coordinators.

### Table 1

<table>
<thead>
<tr>
<th>Staff supported with Tribal Governments grant funds, July 2017–June 2019: Selected groups</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>337</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>132 (39%)</td>
</tr>
<tr>
<td>Administrators</td>
<td>44 (13%)</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>43 (13%)</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

The 2018 American Community Survey found that 23.7% of AI/AN people live in poverty, the highest rate of any racial group, making this population particularly vulnerable to domestic violence (U.S. Census Bureau, 2018).

Tribal • Grantee Perspective

The Wyandotte Nation is extremely grateful for the Tribal Governments funding. This funding has allowed for the Nation to employ a full-time Advocate to meet the needs of victims of domestic violence, sexual assault, dating violence and stalking. This is the first time there has been an Advocate available within the rural community of Wyandotte, Oklahoma. Since the hire date of the full-time Advocate, the number of clients for the program has doubled and the time devoted to each one has made a significant impact on that client’s life. The Advocate has provided accompaniment to the emergency room for several victims, assisted with obtaining protective orders, accompanied clients to court proceedings, transported clients to treatment facilities, assisted with obtaining safe and suitable housing for victims and their families, as well as numerous other shelter and supportive services. Without this funding, the Nation would not have been able to assist victims within the community. Funding has also allowed the Nation to provide education and awareness to the local community and the citizens of the Wyandotte Nation across the country. Through these efforts the Nation desires to not only make the public aware of the epidemic problem in Indian Country, but also to provide the community with a network of resources to assist victims in their time of need.

**WYANDOTTE NATION**
Training

Grantees train a wide range of professionals, from tribal elders and spiritual leaders to health professionals and victim advocates, among others, how to develop an effective coordinated community response to violence. This training improves the professional response to victims and increases offender accountability.

- 137 (59%) grantees used funds for training.
- Grantees convened a total of 962 training events.
- Grantees trained a total of 17,057 people.
- Most often these trainings reached tribal government/tribal government agency staff (15%), multidisciplinary staff at the same training (12%), and victim advocates (10%).

Community Education

Grant-funded staff provide information and outreach to the community to increase awareness of domestic/sexual violence. Outreach activities can include distributing information at community gatherings such as powwows, basket-weaving and beading circles, bake sales, and parades. Community education and outreach activities can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.

- 182 (78%) grantees used funds for community education.
- Grantees provided education to a total of 232,981 people.
- Grantees conducted a total of 6,276 outreach activities.

<table>
<thead>
<tr>
<th>Table 2</th>
<th>People educated with Tribal Governments grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>People educated</td>
<td>2-year total</td>
</tr>
<tr>
<td>Total people educated</td>
<td>232,981</td>
</tr>
<tr>
<td>Community members</td>
<td>144,969</td>
</tr>
<tr>
<td>Students</td>
<td>43,276</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

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1 Community education involves providing general information that will increase public awareness of sexual assault, domestic violence, dating violence, and stalking. Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables an individual to improve his or her response to victims as it relates to their role in the system.
In order to address epidemic rates of violence in Indian Country, culturally appropriate interventions must take into account historical harms committed against native people and draw on the strengths of native families and communities to inform processes of healing and justice and prevent further victimization. (Burnette, 2017; Burnette & Sanders, 2017; Deer, 2017; Matamonasa-Bennett, 2014; Petillo, 2013; Riley, 2017; Sabri et al., 2019; Yuan et al., 2015).

### Tribal - Grantee Perspective

This funding fulfills a vital need for many victims living in a rural area - transportation. Public transportation is almost non-existent. For rural areas, the hours can be extremely limited and do not meet the needs of the clients we serve. Tribal Governments funding allows the program to hire a full-time transportation aide to ensure program participants can access resources, emergency shelter, medical assistance, and counseling. This grant also provides expansion of sexual assault services to Native victims via the sexual assault nurse examiners (SANEs) at the Chickasaw Nation Medical Center. Grant funding assists with SANE supplies and training for those providing the exams. At this time, The Chickasaw Nation Medical Center currently has five fully trained SANE nurses, and SANE services at the tribal hospital have been in full operation since October 2012. Prior to this program, SANE exams were only offered at the local community hospital. If a SANE was not available, victims were given the choice to travel 40 miles or more to receive an exam, and often would decide not to follow through. This grant has allowed the Chickasaw Nation Violence Prevention to be instrumental in implementing and maintaining the SANE program at our tribal hospital, ensuring SANE exams are available 24-hours a day for our Native women, and the services provided are victim-centered and culturally appropriate.

### Chickasaw Nation

Victim Services

Grantees provide an array of services to victims and their children, including safety planning, referrals, and information as needed. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **199 (86%)** grantees used funds for victim services.

Grantees provide victims with a wide range of services, including victim advocacy, civil legal advocacy, and crisis intervention. Victims also need assistance with material goods and services, as well as health, education, financial, transportation, employment, and legal issues. In addition, grantees provide a variety of services to victims’ children including, but not limited to, child care, transportation, and counseling.

- Grantees provided services to an average of **6,624** victims during each 6-month period.
- **98%** of victims who sought services received them during each 6-month period.
- Grantees also provided a total of **43,872** services to an average of **3,209** children of victims during the 2-year reporting period.

**Across the 2-year period, grantees most frequently provided the following services:**

- Victim advocacy services **100,326** times;
- Support group/counseling services **33,786** times;
- Transportation services **23,916** times; and
- Crisis intervention **21,758** times.

**On average, during each 6-month reporting period, Tribal Governments Program grantees provided services to 6,624 INDIVIDUALS.**

<table>
<thead>
<tr>
<th>Services include:</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>4,007</strong> individuals received VICTIM ADVOCACY</td>
</tr>
<tr>
<td><strong>3,238</strong> individuals received CRISIS INTERVENTION</td>
</tr>
<tr>
<td><strong>2,112</strong> individuals received SUPPORT GROUPS/COUNSELING</td>
</tr>
<tr>
<td><strong>1,605</strong> individuals received TRANSPORTATION SERVICES</td>
</tr>
<tr>
<td><strong>28,729</strong> VICTIM-WITNESS NOTIFICATION/VICTIM OUTREACH SERVICES</td>
</tr>
<tr>
<td><strong>76,050</strong> HOTLINE CALLS</td>
</tr>
</tbody>
</table>

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1. The Rural Program, Tribal Governments Program, and Tribal Jurisdiction Program are unique in that grantees are asked to report the number of times each type of service is provided. This allows for the reporting of an unduplicated count of number of services, despite the duplicated count of number of victims served.
Victims Seeking Services
Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victims of domestic/dating violence (90%).

**Figure 1**  Provision of victim services by Tribal Governments Program grantees, by type of presenting victimization

<table>
<thead>
<tr>
<th>Type of presenting victimization:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Domestic/dating violence</td>
<td>90%</td>
</tr>
<tr>
<td>Sexual assault</td>
<td>8%</td>
</tr>
<tr>
<td>Stalking</td>
<td>2%</td>
</tr>
</tbody>
</table>

**Table 3**  Victims seeking services with Tribal Governments grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Victims seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total victims seeking services</td>
<td>6,790</td>
</tr>
<tr>
<td>Victims served</td>
<td>6,193</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>432</td>
</tr>
<tr>
<td>Victims not served</td>
<td>166</td>
</tr>
</tbody>
</table>

**NOTE:** "Partially served" represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Tribal Governments Program grant. "Not served" represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Tribal Governments Program grant.

**Tribal • Grantee Perspective**

Before receiving the Tribal Governments Program funding we could only provide minimum services to victims of sexual assault, domestic violence, dating violence and stalking. Victims had few options when seeking services: seek services over 70 miles away or not report at all. Since we have implemented programs such as transitional housing services and emergency services, we have been able to provide victims with options when leaving an abusive relationship. We have been able to offer emergency placement when a victim and her/his children need to leave immediately and have nowhere to go. From there we can offer short-term housing assistance to aid them with security deposits and monthly rent to acquire a home or apartment. During their participation in the transitional housing program, victims receive well-rounded services that support them and their families. Victims receive access to resources and participate in goal setting to identify needs which helps lead them to self-sufficiency. These goals and resources include, but are not limited to, transportation assistance, employment seeking, counseling, and financial wellness training. This program was appreciated by victims and their families who otherwise would have had nowhere else to seek services.

**FALLON PAIUTE-SHOSHONE TRIBE**

This funding has been what has kept the program functioning. It has been the source of safety, healing, and comfort for clients and their children. This funding has provided advocates to serve those clients needing assistance getting out of an abusive relationship. This funding provides counseling to many, including the children who witness the violence in their homes, so the impact on their lives will be great. This funding provides accountability to those that perpetrate violence towards women. Without this funding, there would not be a program. The funding provides so much for victims.

**COEUR D'ALENE TRIBE**
Victims’ Relationships to Offenders

Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a spouse or intimate partner (76%).
- The remaining victims were most commonly victimized by another family or household member (12%) or in the context of a dating relationship (8%).

Far fewer AI/AN women (35%) and men (33%) have experienced violence at the hands of another AI/AN person at least once in their lifetimes than those who have experienced violence committed by someone of another race, at least once in their lifetimes (97% and 90%, respectively (Rosay, 2016).

This funding has continued to allow the Kalispel Tribe Victim Assistance Services program to provide assistance to victims/survivors of domestic violence, sexual assault, dating violence, and stalking with vital services such as advocacy (including mobile advocacy), civil and criminal legal advocacy, medical advocacy, cultural advocacy, counseling, support groups, crisis intervention, as well as financial assistance. Financial assistance is a substantial part of victims having the opportunity to leave their abusive situation, move forward and acquire suitable and affordable housing for themselves and their children. Financial assistance may consist of rental and deposit assistance, utility assistance, gas and food vouchers, toiletries and emergency clothing. We continue to collaborate with neighboring agencies within the Tribe and community for referral services, safety options and work towards building robust trusting relations with community members. We continue to offer a safe and confidential place for victims to seek services, which has allowed us to reach more victims coming forward seeking assistance.

Before receiving this funding, there was no local domestic violence program available to victims in our area. Since receiving the funding, a full program with a wide scope of services has been created. A 24/7 crisis hotline has been established, emergency assistance and counseling services have been made available upon request, transportation is available to clients, and a transitional housing policy has been created with the funding we have received. The safety of our clients is the number one focus, therefore collaboration with the local police departments in our service area has been key.

KALISPEL TRIBE OF INDIANS

IOWA TRIBE OF KANSAS AND NEBRASKA
Reasons Victims Were Not Served or Were Partially Served

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or were only partially served:

- Victim did not meet statutory requirements;
- Program unable to provide service due to limited resources/priority setting;
- Program rules not acceptable to victim;
- Services were not appropriate for victim;
- Program reached capacity; or
- Conflict of interest.

Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 6,624 victims during each 6-month period. The majority of those victims were American Indian or Alaska Native (84%), female (93%), and between the ages of 25 and 59 (76%).

Tribal - Grantee Perspective

This funding has allowed us to be more mobile within our communities which allows victims more access and allows us to attend weekly and monthly meetings with local service providers that do not interrupt services for victims. We have victims asking the abuser to go to the Men’s Groups because they want the abuse to stop and may not want the marriage to end. Without this funding, we are not able to focus on the entire family. Our Gii-wi-taa Ododewisiwin (circle of family) allows victims, community members, and staff to participate in cultural teachings in a safe atmosphere of learning that promotes personal empowerment. This funding allows the Advocate to work closely with an abused victim in order to access court advocacy, make resources available, assist in relocating, and educate on abuse and the effects abuse has on the children, all while the Cultural Mentors work closely with the adult men and young men to learn about domestic violence, and what they can do to counteract it. They learn new avenues in helping themselves, define their own purpose as warriors, and provide for themselves in a healthy manner. Thank you for this funding, as it has allowed us to implement services through enhancing the message that abuse and violence is not a way of life. We have made progress, and receive positive feedback from the people we help as well as the community at large, including our governing body, the Tribal Council.

Data: NCSL Domestic Violence and Sexual Assault

RED LAKE BAND OF CHIPPEWA INDIANS

Tribal - Grantee Perspective

The Tribal Governments Program has allowed us to serve many women and children who were fleeing domestic violence and sexual assault. Nittak Himmona Domestic Violence Shelter is centrally located on the Choctaw reservation, where the clients are able to stay close to their jobs, their families, their children’s schools, and the tribal court system. They are able to come to a safe and secure place without having to pay fees to stay, and are provided with basic needs such as shelter, food, and clothing. Shelter staff enable clients to set and attain goals and guide clients with school registration, healthcare, obtaining necessary documents, job resources, and transportation.

MISSISSIPPI BAND OF CHOCTAW INDIANS
Tribal - Grantee Perspective

Without this funding, we can continue to advise women that they need to leave abusive situations, but would be unable to help them find a place to go. This money has been amazing and gives us the ability to help women find safe and affordable housing, go back to school, find a new job, and make a new start for themselves and their children. If not for this funding, our community as a whole would suffer. There are very limited resources in our Reservation area available to victims of DV, SA, and stalking. With only four shelters within a one-hour drive of our headquarters, most of them almost always full, the funds that we receive often help transition women who qualify for our program out of these shelters and into safe homes of their own. We help them become self-sufficient and independent. We provide for basic needs such as groceries, utility deposits, rent, and transportation. The money that we receive has given many women a new lease on life. The shelters are so grateful for the assistance that we provide the clients as it enables them to, in turn, provide services to more women. This funding provides advocacy to victims that, absent of this funding, could not be provided.

CHEROKEE NATION

A recent study of AI/AN housing conditions and policies in Indian Country, the largest of its kind to date, found that physical housing problems in tribal areas are generally more severe than they are for U.S. households on average. Twelve percent of AI/AN households reported experiencing heating deficiencies and 16% reported overcrowded conditions, as compared to a national average of 2% of households in both categories. These challenges, along with higher rates of disability and ill-health, poverty, prevalence of drug and alcohol abuse, and the legacies of colonialism in AI/AN communities compound the difficulty of becoming and remaining safe from domestic/sexual violence (Harley, 2018; Indian Health Services, 2017; Office of Minority Health, 2018; Pindus et al., 2017)

Shelter/Transitional Housing Assistance

Grantees provide emergency shelter or transitional housing to victims and their family members. Emergency shelter can include nights in safe houses or hotel/motel accommodations.

- **139** (60%) grantees used funds for shelter/transitional housing services.

### Table 4 | Victims sheltered with Tribal Governments grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Shelter services</th>
<th>Victims (6-month average)</th>
<th>Family members (6-month average)</th>
<th>Bed nights (2-year total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency shelter</td>
<td>1,020</td>
<td>1,102</td>
<td>156,555</td>
</tr>
<tr>
<td>Transitional housing</td>
<td>236</td>
<td>422</td>
<td>154,440</td>
</tr>
<tr>
<td>Total</td>
<td><strong>1,256</strong></td>
<td><strong>1,524</strong></td>
<td><strong>310,995</strong></td>
</tr>
</tbody>
</table>
Legal Services

Grant-funded lawyers, paralegals, and specially appointed advocates provide legal services to victims.

- **72** (31%) grantees used funds for legal services.
- Grantees addressed an average of **807** legal issues during each 6-month reporting period.
- Grantees provided legal services to an average of **496** victims every 6 months.
- Grantees provided multiple instances of legal services to an average of **209** victims every 6 months (42% of those receiving legal services).
- Grantees achieved a total of **3,433** case outcomes.
- Grantees most frequently provided legal assistance with protection orders and custody/visitation arrangements.

Supervised Visitation

Grantees provide an array of supervised visitation and/or exchange services to families. These services include, but are not limited to, one-on-one supervised visits, group supervised visits, supervised exchanges, and telephone monitoring.

- **14** (6%) grantees used funds for supervised visitation and/or exchange services.
- Grantees provided services to an average of **49** families during each 6-month period.
- **96%** of families who sought services received them during each 6-month period.

**Across the 2-year period, grantees provided the following services:**

- A total of **215** one-to-one supervised visits to an average of **21** families; and
- A total of **510** supervised exchanges to an average of **14** families.

Families Seeking Services

Grantees serve victims of domestic/sexual violence and their children. Between July 1, 2017 and June 30, 2019:

- The majority of families served or partially served were victims of **domestic/dating violence** (99%).

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**Tribal • Grantee Perspective**

Through the funding of the Tribal Governments grant, the Alaska Native Justice Center (ANJC) Advocate Case Manager and Family Law Attorney have successfully assisted victims of domestic violence and sexual assault. ANJC is able to provide legal assistance through court accompaniments, assistance in filing protective orders, divorce and custody complaints. We are also able to consult during our monthly Pro-Se clinics for divorce and custody. We are honored to hear their stories and we’re able to coach and support participants in building new life skills. We offer assistance in safety planning, applying for stable housing, child care, applying for TANF, seeking employment, getting referrals to counseling, and providing referrals to other agencies that offer services that we do not offer, so that they are receiving wraparound care and support to become successful. ANJC connected with the District Attorney’s office and opened the door for communication and referrals from their office. We were able to establish a relationship with the understanding that we can provide wraparound services to victims of crimes. Due to this new connection, we are accessing a larger percentage of Alaskan Native victims of domestic violence and sexual assault.

**ALASKA NATIVE JUSTICE CENTER, INC.**
Families seeking services with Tribal Governments grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Total families seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Families served</td>
<td>45</td>
</tr>
<tr>
<td>Families served</td>
<td>89%</td>
</tr>
<tr>
<td>Families partially served</td>
<td>4</td>
</tr>
<tr>
<td>Families partially served</td>
<td>7%</td>
</tr>
<tr>
<td>Families not served</td>
<td>2</td>
</tr>
<tr>
<td>Families not served</td>
<td>4%</td>
</tr>
</tbody>
</table>

NOTE: “Partially served” represents families who received some but not all of the service(s) they requested, provided those services were funded under the Tribal Governments Program grant. “Not served” represents families who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Tribal Governments Program grant.

Demographics of Families Served and Partially Served

The majority of custodial parents were American Indian or Alaska Native (86%), female (84%), and between the ages of 25 and 59 (91%), with children between the ages of 0 and 6 (50%). Non-custodial parents were most likely to be American Indian or Alaska Native (86%), male (69%), and between the ages of 25 and 59 (88%).

Criminal Justice

In addition to the disproportionate impact of violence on Native women, men, and children, there are unique legal and geographical barriers to responding to these crimes. Factors including the race of the victims and perpetrator, the legal status of the land on which the incident occurred, and the type of crime committed determine under whose jurisdiction a particular crime falls. Some crimes fall under federal jurisdiction, others under the tribe’s, and the legal factors of some incidents are such that no agency has jurisdiction, meaning that victims can face escalated danger and their offenders will not be held accountable. VAWA 2013 included a provision that restores tribes’ inherent authority to exercise jurisdiction over some crimes of domestic violence and violations of protection orders involving non-Native offenders. In addition to jurisdictional issues, many tribal communities are remote and isolated and some tribes have limited resources for responding to domestic/sexual violence. For instance, law enforcement response time in some parts of Alaska can take hours or even days.

The Tribal Governments Program supports the efforts of tribal governments to develop or enhance a coordinated community response that brings together law enforcement, prosecution, courts, probation, victim services, and public and private service providers. Some Tribal Governments grantees have used grant funds to support their effort to exercise jurisdiction under VAWA 2013, in accordance with all applicable laws.

A recent study confirmed earlier research that showed that the participation of paraprofessional police, based in communities that may otherwise lack law enforcement presence, can enhance the criminal justice response to domestic and sexual violence in Alaska Native communities. This evidence further supports the fact that successful coordinated community responses to sexual and domestic violence must account for the challenges of a rural landscape and the unique cultural dynamics of each tribal community (Myrstol, 2018).
Law Enforcement

Grantees use funds to support law enforcement response to domestic/sexual violence. Tribal law enforcement officers respond to emergency calls for assistance, interview key witnesses, and are often familiar with the people and circumstances involved in a given case, due to the small and isolated nature of some tribal communities. Every other agency, including prosecution, depends on them to supply critical information about a case. For this reason, it is common for tribal law enforcement officers to provide continuing assistance throughout the length of a case. Tribal law enforcement is a vital component of the peacekeeping and accountability process for the tribal nations they serve.

- 16 (7%) grantees used funds for law enforcement activities.
- Law enforcement staff made a total of 734 victim referrals to tribal and non-tribal victim services across the 2-year period.

A proactive response and victim-centered approach influences whether or not victims report these offenses, and whether appropriate evidence is collected to allow prosecutors to convict offenders.

Figure 9: Law enforcement activities in Tribal Governments Program criminal cases, July 2017–June 2019

Calls for assistance
- Domestic/dating violence: 1,079
- Sexual assault: 851
- Stalking: 557
- Total: 1,738

Incident reports
- Domestic/dating violence: 1,041
- Sexual assault: 851
- Stalking: 557
- Total: 1,643

Cases investigated
- Domestic/dating violence: 598
- Sexual assault: 24
- Stalking: 25
- Total: 647

Referrals to prosecutor
- Domestic/dating violence: 58
- Sexual assault: 130
- Stalking: 102
- Total: 290

Arrests of predominant aggressor
- Domestic/dating violence: 58
- Sexual assault: 130
- Stalking: 102
- Total: 290

NOTE: Grantees report only on law enforcement activities that are funded under the Tribal Governments Program and they may receive funds for one or for a number of these activities. Therefore, no relationships can be inferred or comparisons made between activities reported here.

VAWA 2013 requires all tribes, territories, and states to recognize and enforce protection orders from any other jurisdiction. Unfortunately, however, many states and counties have not consistently carried out the requirements of this statute, leaving Native victims vulnerable to continued abuse. This may be due to a misunderstanding about tribal jurisdiction, differences in documentation, and/or lack of alignment between data systems. A recent report generated by tribal and state leaders highlights promising strategies to overcome this challenge, which include: codifying solutions in law, enhancing collaborative state-tribal relationships, improving education and training, and continually assessing civil protection order procedures (Walter, & Freedman, 2019).

Tribal · Grantee Perspective

This funding has helped increase focus on investigation specific to intimate partner violence, sexual assault/rape, teen dating violence, elder abuse, and stalking. The Special Victims Criminal Investigator spends more time on these specific cases to aid in offender accountability and enhance safety of the victim(s), often through partnership with the Tribal community-based victim advocate(s). Of course, without this funding, we wouldn’t be able to enhance accountability, nor move towards a more aware community with the batterers intervention program. This program started because our community requested a step towards maintaining our community in a healthy way, knowing offenders may remain or return. Victims may want them back in their life for whatever the reason, the offender’s family may want them to stay nearby or within the community they grew up in, and more often than not, they will return to our community. This program allows for space, tools, and practice in changing, enhancing or morphing an offender’s identity to, hopefully, one of honor and respect with every breath. Family Violence Services has an excellent, long-standing victims advocacy program and the batterer intervention program seemed fitting as a possible solution for our community. So far, it seems to be a positive step!
Prosecution

Tribal prosecutors play a significant role in securing safety and justice for Native victims of domestic/sexual violence. Approaches to prosecution vary by state and tribal nation. Tribal police and prosecutors need to be equipped with the tools, resources, and expertise to respond to domestic/sexual violence, make charging decisions, and issue sentences consistent with applicable statutes. Grantees that use funds for prosecution activities may pursue prosecution by making referrals to appropriate external agencies and/or by prosecuting case referrals they received.

- 8 (3%) grantees used funds for prosecution.
- Prosecutors received a total of 839 case referrals pertaining to domestic/sexual violence, and accepted a total of 902 cases for prosecution across the 2-year period.
- Prosecution staff made a total of 658 victim referrals to tribal and non-tribal victim services across the 2-year period.

<table>
<thead>
<tr>
<th>Type of case</th>
<th>Case referrals received</th>
<th>Cases accepted for prosecution</th>
<th>Percent accepted</th>
</tr>
</thead>
<tbody>
<tr>
<td>All cases</td>
<td>839</td>
<td>902</td>
<td>108%</td>
</tr>
<tr>
<td>Domestic/dating violence</td>
<td>797</td>
<td>866</td>
<td>109%</td>
</tr>
<tr>
<td>Sexual assault</td>
<td>29</td>
<td>26</td>
<td>90%</td>
</tr>
<tr>
<td>Stalking</td>
<td>13</td>
<td>10</td>
<td>77%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Type of case</th>
<th>Cases disposed of</th>
<th>Dispositions resulting in convictions</th>
</tr>
</thead>
<tbody>
<tr>
<td>All cases</td>
<td>863</td>
<td>791</td>
</tr>
<tr>
<td>Domestic/dating violence</td>
<td>630</td>
<td>564</td>
</tr>
<tr>
<td>Sexual assault</td>
<td>18</td>
<td>18</td>
</tr>
<tr>
<td>Stalking</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

NOTE: Convictions include deferred adjudications.

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Cases accepted, declined, or transferred in the current reporting period may have been received by prosecution in a previous reporting period. Consequently, agencies may report more cases accepted than referred in any given reporting period.
Courts

There is wide variety in the types of tribal court systems, and the laws are unique to each tribal nation. Some tribal courts are modeled similarly to Western-style courts, where written laws and rules of court are applied. Other tribes adhere to more traditional means of resolving disputes, including the use of peacemaking, elders’ councils, sentencing circles, and banishment. Many tribes that are implementing new tribal courts, or enhancing established ones, are developing hybrid or blended systems that incorporate both traditional dispute resolution practices and Western judicial procedures.

- 4 (2%) grantees used funds for court activities.
- A total of 50 judicial reviews of individual offenders were conducted across the 2-year period.
- Court staff made a total of 55 victim referrals to tribal and non-tribal victim services across the 2-year period.

<table>
<thead>
<tr>
<th>Type of case</th>
<th>Cases disposed of</th>
<th>Dispositions resulting in convictions</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>All cases</td>
<td>180</td>
<td>120</td>
<td>67%</td>
</tr>
<tr>
<td>Domestic/dating violence</td>
<td>73</td>
<td>44</td>
<td>60%</td>
</tr>
<tr>
<td>Sexual assault</td>
<td>2</td>
<td>2</td>
<td>100%</td>
</tr>
<tr>
<td>Stalking</td>
<td>1</td>
<td>1</td>
<td>100%</td>
</tr>
</tbody>
</table>

NOTE: Convictions include deferred adjudications.

Tribal Probation/Offender Monitoring

Offender monitoring occurs when the court schedules probation or court reviews to determine whether offenders are complying with the terms of their sentences. Probation officers may meet with offenders in person, by telephone, or via unscheduled surveillance.

- 4 (2%) grantees used funds for review activities.
- An average of 560 offenders were monitored during each 6-month reporting period.

Across the 2-year period, these agencies reported the following contacts with individual offenders:

- A total of 2,575 face-to-face contacts with an average of 115 offenders;
- A total of 2,002 telephone contacts with an average of 67 offenders; and
- A total of 12 unscheduled surveillance contacts with an average of 3 offenders.
### Probation activities funded by the Tribal Governments Program, July 2017-June 2019

<table>
<thead>
<tr>
<th>Activity</th>
<th>Number of Offenders</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average number of offenders (6-month average)</td>
<td>560</td>
</tr>
<tr>
<td>Total number of offenders who completed probation</td>
<td>67</td>
</tr>
<tr>
<td>Offenders completing probation without violation</td>
<td>52</td>
</tr>
<tr>
<td>Offenders completing probation with violation</td>
<td>15</td>
</tr>
</tbody>
</table>

### Remaining Areas of Need

Grantees cited **housing**, including **emergency shelter, transitional housing, and long-term affordable housing**, as their biggest unmet need. While shelter services were sometimes available in nearby areas, grantees reported that victims were often reluctant to use these resources, preferring to remain within their own communities.

Additionally, grantees reported that victims struggled to achieve independence due to their **inability to access necessities**, such as:

- Transportation;
- Employment and job training;
- Financial assistance; and
- Child care.

Grantees also frequently reported the need to provide **culturally informed and linguistically appropriate domestic violence and sexual assault services**.

Grantees noted that **co-occurring issues, such as substance abuse, mental illness, and long histories of trauma** complicated efforts to help victims achieve self-sufficiency.

Many grantees emphasized the necessity of **providing community education and outreach** in order to:

- Advance knowledge of available services;
- Promote supportive and understanding attitudes towards victims and combat victim-blaming responses; and
- Teach community members about the dynamics of domestic and sexual violence while providing models for healthy relationships.
Grantees reported the need for measures to **enhance offender accountability**, including:

- Specialized training for judges, prosecutors, and law enforcement on the dynamics of domestic violence;
- Funding for dedicated domestic violence investigators, prosecutors, and courts;
- Longer sentencing for repeat offenders;
- Updating tribal codes regarding domestic violence and sexual assault;
- Developing culturally appropriate batterer intervention programs; and
- Improved victim access to legal assistance.

Grantees also reported that **jurisdictional issues between Tribal governments, cities, states, and counties** further complicated community efforts to hold offenders accountable.

Despite efforts to encourage victims to report abuse and receive needed services, grantees reported that **domestic violence and sexual assault victims were often hesitant to come forward**. They attributed this to:

- A lack of anonymity in small rural communities and on tribal land;
- Deeply embedded beliefs and family structures that make it difficult for victims to leave their abusers;
- A lack of law enforcement presence on tribal lands;
- The need to maintain financial stability and housing;
- Little knowledge of available services; and
- Beliefs that offenders would not be held accountable for their actions.

Grantees also noted a need to **enhance collaboration and coordination between service providers** in response to domestic violence and sexual assault, especially between Tribal, state, and local law enforcement, and courts.

Finally, grantees expressed a need to ensure the sustainability of programs and services by addressing **staff shortages and high turnover rates** in grantee organizations, especially in rural and geographically isolated communities.
Tribal Jurisdiction Program

Throughout their lifetimes, nearly 1 in 2 American Indian and Alaska Native women will suffer physical violence, sexual violence, or stalking by an intimate partner (Rosay 2016). However, until the passage of VAWA 2013, tribal courts could not exercise jurisdiction over crimes committed by non-Indian domestic violence abusers against their Indian spouses, intimate partners, and dating partners on tribal land. The historic provision within VAWA 2013 formally recognized the inherent power of participating tribes to exercise special domestic violence criminal jurisdiction (SDVCJ) over both Indians and non-Indians who commit crimes of domestic violence or dating violence, or violate certain protection orders in Indian Country. Accordingly, VAWA 2013 authorized the Tribal Jurisdiction Program, which first received appropriations in FY 2016, and is designed to assist Indian tribes that have jurisdiction over Indian Country in exercising SDVCJ.

Through this Grant Program, Indian Tribes receive support and technical assistance for planning, developing, and implementing changes in their criminal justice systems necessary to exercise SDVCJ. The Tribal Jurisdiction Program encourages the coordinated involvement of the entire tribal criminal justice system and victim service providers to incorporate systemic change that ensures victim safety and offender accountability.

17 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 17 unique grantees reported activities funded by the Tribal Jurisdiction Program.

AI/AN women are nearly 1.3 times more likely in their lifetime to experience physical and or sexual violence, or stalking by an intimate partner than non-Hispanic white women (Smith et al., 2017).

Grantees engage in the following purpose areas:
- Strengthen the tribal criminal justice systems to assist the tribes in exercising SDVCJ;
- Provide indigent criminal defendants with defense counsel;
- Ensure that jurors are summoned, selected, and instructed in a manner consistent with applicable requirements; and
- Ensure that victims’ rights are similar to the rights of crime victims in other jurisdictions and consistent with tribal culture.

i Competitive awards were made for the first time in 2016, and tribes’ efforts to prepare to implement SDVCJ started prior to their receipt of Tribal Jurisdiction grants. Thus, while there are limited data from the periods covered in this report, the National Congress of American Indians (NCAI)’s five-year report on SDVCJ implementation provides detailed information about nationwide implementation of SDVCJ, including what Tribal Jurisdiction grantees accomplished prior to and following their receipt of Tribal Jurisdiction awards (National Congress of American Indians, 2018).
In order to successfully exercise special domestic violence criminal jurisdiction, tribes need to engage tribal leaders, tribal judges, tribal prosecutors, tribal defenders, tribal attorneys, law enforcement, and victim service providers, and tribes must include resolution from their governing body demonstrating this cooperation in their grant applications.

Tribal - Grantee Perspective

We have been able to provide training to many staff who would not have otherwise had the opportunity to advance their knowledge of domestic violence dynamics, special domestic violence criminal jurisdiction, or about crimes against women in Indian Country. Within the past few months we have been able to train judges and staff from our Tribal Court, an attorney from our legal department, a caseworker from our Family Services program, and staff from our batterer’s intervention program partner organization. Not only do these trainings improve the quality of our response, but it also enhances our ability to coordinate and work together when we are able to understand the issues that we must jointly manage at each stage of the justice and recovery process.

GRAND TRaverse BAND OF OTTawa AND CHiPPEWA INDIANS

In 2013, the Department of Justice established an Inter-Tribal Technical Assistance Working Group (ITWG) to support SDVCJ implementation. The ITWG is a peer-to-peer learning forum addressing issues such as revising tribal codes, assembling more representative jury pools, detaining non-Indian offenders, and ensuring a victim-centered approach. As of June 2019, over 50 tribes participate in the ITWG and 25 tribes are exercising SDVCJ. These tribal nations have reported 237 arrests of non-Indian abusers which led to 95 convictions. No habeas petitions have been filed by non-Indian defendants in federal court challenging their arrest or prosecution. (National Congress of American Indians, 2018 & 2020b; Office on Violence Against Women, 2019).

**General Grant Information**

Information for this report was submitted by 17 grantees for the July 1, 2017 to June 30, 2019 reporting periods.

- Of the four purpose areas addressed by the Tribal Jurisdiction Program, grantees most frequently addressed strengthening the tribal criminal justice system to assist tribes in exercising SDVCJ.
- All grantees must participate in the Inter-tribal Technical Assistance Working Group (ITWG), a group of tribal representatives who exchange views, information, and best practices regarding the implementation of SDVCJ.

**Staff**

- 9 grantees (53%) used funds for staffing needs.
- Grantees funded an average of 7 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most frequently used these staffing funds to support program coordinators and administrators.

<table>
<thead>
<tr>
<th>Table 1</th>
<th>Staff supported with Tribal Jurisdiction grant funds, July 2017–June 2019: Selected groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff funded</td>
<td>6-month average</td>
</tr>
<tr>
<td>Total FTE staff funded</td>
<td>7</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>2</td>
</tr>
<tr>
<td>Administrators</td>
<td>1</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>1</td>
</tr>
<tr>
<td>Victim witness specialists</td>
<td>1</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

**Training**

- 12 grantees (71%) used funds to provide or attend training.
- A total of 460 people were trained.
Victim Services

Grantees provide an array of services to victims and their children, including safety planning, referrals, and information as needed. These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.

- 3 (18%) grantees used funds for victim services.

Grantees provide victims with a wide range of services, including victim advocacy, civil legal advocacy, and crisis intervention. In addition, grantees provide services to victims’ children including, but not limited to, child care, transportation, and counseling.

- Grantees provided services to an average of 44 victims during each 6-month period.
- 100% of victims who sought services received them during each 6-month period.
- Grantees also provided a total of 19 services to an average of 5 children of victims during the 2-year reporting period.

During each 6-month period, on average, grantees provided:

- Civil legal advocacy/court accompaniment services to 27 victims;
- Criminal justice advocacy/court accompaniment services to 25 victims; and
- Victim advocacy services to 24 victims.

Across the 2-year period, grantees most frequently provided the following services:

- Civil legal advocacy/court accompaniment services 111 times;
- Victim advocacy services 101 times; and
- Criminal justice advocacy/court accompaniment services 99 times.

1 The Rural Program, Tribal Governments Program, and Tribal Jurisdiction Program are unique in that grantees are asked to report the number of times each type of service is provided. This allows for the reporting of an unduplicated count of number of services, despite the duplicated count of number of victims served.
Victims Seeking Services
Grantees serve primary victims of domestic violence.

<table>
<thead>
<tr>
<th>Table 3</th>
<th>Victims seeking services with Tribal Jurisdictions grant funds, July 2017–June 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Victims seeking services</strong></td>
<td><strong>6-month average</strong></td>
</tr>
<tr>
<td>Total victims seeking services</td>
<td>44</td>
</tr>
<tr>
<td>Victims served</td>
<td>44</td>
</tr>
<tr>
<td>Victims partially served</td>
<td>0</td>
</tr>
<tr>
<td>Victims not served</td>
<td>0</td>
</tr>
</tbody>
</table>

**NOTE:** "Partially served" represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Tribal Jurisdiction Program grant. "Not served" represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Tribal Jurisdiction Program grant.

Remaining Areas of Need
Grantees cited the need to **create, revise, amend, and/or implement Tribal codes** as the biggest barrier to exercising SDVCJ. Grantees reported the need for:

- More time to complete the drafting of Tribal codes;
- Comprehensive training for program staff, law enforcement, and judges who work under the SDVCJ; and
- Ability to test the new codes, procedures, and protocols (such as jury selection), which have been adopted to implement SDVCJ, to assess if and where modifications are needed.

In addition, grantees reported the need to **increase offender accountability and offender monitoring**.

Grantees also noted a need to **enhance collaboration and coordination between local counties and state jurisdictions** to develop protocols for identification of cases and assumption of jurisdiction by Tribes.

Finally, grantees expressed a need to ensure that victims have **access to affordable emergency and long-term housing**, and **medical services including mental health and substance abuse treatment**.
Tribal Sexual Assault Services Program

The Tribal Sexual Assault Services Program (T–SASP) was created by VAWA 2005, and is the first federal funding stream dedicated solely to developing culturally relevant services that are specifically responsive to sexual assault victims within tribal communities. Because tribes reflect great diversity of history, geographic location, language, socioeconomic conditions, and retention of traditional spiritual and cultural practices, the T–SASP tribal grantees are strongly encouraged to incorporate cultural and traditional practices (e.g. talking circles, healing ceremonies, and sweat lodges) for those who have been sexually victimized.

The primary purpose of T–SASP is to establish, maintain, and expand culturally specific intervention and related assistance for American Indian and Alaska Native (AI/AN) victims of sexual assault. Grantees are Indian tribes, tribal government organizations, and nonprofit tribal organizations. They provide intervention, advocacy, accompaniment (e.g. accompanying victims to court, medical facilities, and police departments), support services, and related assistance for adult, youth, and child victims of sexual assault; non-offending family and household members of victims; and those collaterally affected by sexual assault.

38 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 38 unique grantees reported activities funded by the T-SASP Program.

565 Victims Served
On average, grantees served 565 victims during each 6-month reporting period.

288 Secondary Victims Served
On average, grantees served 288 secondary victims during each 6-month reporting period.

Many Native Americans do not live near a facility offering SANE or SART services. Research shows gaps in sexual assault services and coverage for more than two-thirds of Native American lands, and some communities have no coverage at all. Efforts are underway to improve interagency coordination and develop tribal-centric SARTs to address the particular needs of AI/AN victims of sexual violence. These efforts were facilitated by the SDVCJ provisions of VAWA 2013 (Deer, 2017; Juraska et al., 2014).
VAWA 2013 added the following new purpose area to this program:

- Address the needs of youth victims, including providing support to their non-abusing parent or caretaker.

These changes were implemented in FY 2014, meaning that grants made on or after October 1, 2014 could specifically address them. If an activity falling under the added purpose area could not be captured in sections of the existing form that grantees use to report, they could describe their accomplishments in narrative sections of the form.

General Grant Information

Information for this report was submitted by 38 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

Staff

Grant-funded staff primarily establish, maintain, and expand coordinated community responses within their catchment areas, and provide victim services, including advocacy, crisis intervention, legal assistance, court and hospital accompaniment, and transportation. **Being able to hire staff is critical to the overall function and success of programs.**

- 38 (100%) grantees used funds for staffing needs.
- Grantees funded an average of 30 full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates, administrators, and program coordinators.

### Table 1

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total FTE staff funded</td>
<td>30</td>
</tr>
<tr>
<td>Victim advocates</td>
<td>18</td>
</tr>
<tr>
<td>Administrators</td>
<td>3</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>3</td>
</tr>
<tr>
<td>Counselors</td>
<td>2</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

In order to build the base of knowledge regarding the experiences of Native women, including their experiences of sexual violence and help-seeking, the National Institute of Justice (NIJ) is conducting the National Baseline Study: A Study of Health, Wellness, and Safety of American Indian and Alaska Native Women Living in Tribal Communities. This study is intended to provide reliable data to inform policy reform as well as prevention and intervention methods that will better serve AI/AN people and communities. For more information on this important research see: [https://nij.ojp.gov/topics/articles/violence-against-indian-women-national-baseline-study](https://nij.ojp.gov/topics/articles/violence-against-indian-women-national-baseline-study).

**Tribal - Grantee Perspective**

Without our T-SASP funds our clients would not have access to mental health care following sexual assault; cultural healing through events, materials, and support groups; nor would they have the quality of care needed to walk them through their processes. Without a worker dedicated to addressing sexual assault in our community our program would have limited power to fully engage and respond to individuals’ needs. Having someone to talk to, to ask for help, to utilize for assessing their needs in the systems they run into, is invaluable. Our TSASP coordinator is able to respond in a culturally specific manner meaning that they center their response on our connectedness to one another as tribal people.

**CONFEDERATED TRIBES OF SILETZ INDIANS**
Victim Services

Grantees address the specific cultural needs of AI/AN victims, and may provide crisis intervention; safety planning; services such as legal advocacy, medical, and counseling services from healthcare professionals; and accompaniment to forensic exams and to court. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **38 (100%)** grantees used funds for victim services.
- Grantees provided services to an average of **565** victims during each 6-month period.
- **98%** of victims who sought services received them during each 6-month period.

On average, during each 6-month reporting period, T-SASP grantees provided services to **565 INDIVIDUALS**.

<table>
<thead>
<tr>
<th>Services include:</th>
</tr>
</thead>
<tbody>
<tr>
<td>348 individuals received SUPPORT GROUPS/ COUNSELING</td>
</tr>
<tr>
<td>295 individuals received VICTIM ADVOCACY</td>
</tr>
<tr>
<td>290 individuals received CRISIS INTERVENTION</td>
</tr>
<tr>
<td>196 individuals received TRANSPORTATION SERVICES</td>
</tr>
<tr>
<td>2,996 VICTIM-WITNESS NOTIFICATION/VICTIM OUTREACH SERVICES</td>
</tr>
<tr>
<td>2,593 HOTLINE CALLS</td>
</tr>
</tbody>
</table>

Victims Seeking Services

Grantees serve victims of sexual assault.

<table>
<thead>
<tr>
<th>Table 2</th>
<th>Victims seeking services with T-SASP grant funds, July 2017–June 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Victims seeking services</td>
<td>6-month average</td>
</tr>
<tr>
<td>Total victims seeking services</td>
<td><strong>576</strong></td>
</tr>
<tr>
<td>Victims served</td>
<td><strong>556</strong></td>
</tr>
<tr>
<td>Victims partially served</td>
<td><strong>9</strong></td>
</tr>
<tr>
<td>Victims not served</td>
<td><strong>10</strong></td>
</tr>
</tbody>
</table>

**NOTE:** "Partially served" represents victims who received some but not all of the service(s) they requested, provided those services were funded under the T-SASP grant. "Not served" represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the T-SASP grant.

Taboos on speaking about sexuality, fear of engaging non-Native criminal justice and social services systems, and hesitancy to name respected community members as abusers for fear of the consequences are all rooted in histories of colonization and impact the likelihood of disclosure and help-seeking by AI/AN victims of sexual violence. Limited jurisdiction also inhibits the provision of justice in cases of sexual assault and child abuse in Alaska Native communities and throughout Indian Country. Many AI/AN domestic/sexual violence advocacy organizations have developed practices that acknowledge these histories and address them using traditional ways of healing and building community, while also exploring alternative methods for holding offenders accountable (Braithwaite, 2018; Deer, 2017, 2018; Mending the Sacred Hoop, n.d.).

**Tribal • Grantee Perspective**

Prior to T-SASP funding, advocacy services for children impacted by sexual abuse were extremely limited or non-existent within our community. Often families had to endure the criminal process with little to no support. T-SASP funding has made it possible for families who have been impacted by sexual violence to receive child advocacy services. Our data shows that there has been a steady increase of child sexual assault victims who are requesting and benefiting from advocacy services offered through Family Violence Prevention Program. The Child Advocate provides complex services that would not be available without T-SASP funding. This funding provides our program with a fully dedicated Child Advocate who is able to work with the child and non-offending parent by providing a variety of advocacy and supportive services. The implementation of the T-SASP project has significantly increased support for child survivors and their families.

**MUSCOGEE CREEK NATION**

**Tribal • Grantee Perspective**

The funding has allowed us to hire a full-time Sexual Assault Advocate. The position was able to provide 100% of her time to providing services to victims of sexual assault and those collaterally affected. Due to the historical violence our People have faced, it has become too common that our women and men have been sexually violated at young ages from people they should have been able to trust. The funding has allowed us to open the door to allow our People a chance at healing.

**PYRAMID LAKE PAIUTE TRIBE**
**Victims’ Relationships to Offenders**

Grantees serve victims of sexual assault. Between July 1, 2017 and June 30, 2019:

- The victims most frequently served or partially served were victimized by a **family or other household member** (37%).
- The remaining victims were most commonly victimized by a **spouse or intimate partner** (32%) or by an **acquaintance** (21%).

### Figure 1

Type of victimization by relationship to offender: **Sexual assault** (6-month average)

<table>
<thead>
<tr>
<th>Relationship to Offender</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family member</td>
<td>37%</td>
</tr>
<tr>
<td>Spouse</td>
<td>32%</td>
</tr>
<tr>
<td>Acquaintance</td>
<td>21%</td>
</tr>
<tr>
<td>Dating relationship</td>
<td>6%</td>
</tr>
<tr>
<td>Stranger</td>
<td>5%</td>
</tr>
</tbody>
</table>

**Reasons Victims Were Not Served or Were Partially Served**

During each reporting period, grantees most frequently noted the following barriers as reasons why victims were not served or were only partially served:

- Victim did not meet statutory requirements;
- Services were inappropriate or inadequate for victims with substance abuse issues;
- Program unable to provide services due to limited resources.
- Conflict of interest;
- Services were not appropriate for victim;
- Hours of operation;
- Lack of child care; or
- Transportation.

### Demographics of Victims Served and Partially Served

Grantees served or partially served an average of 565 victims during each 6-month period. The victims most frequently served or partially served were **American Indian and Alaska Native** (86%), **female** (92%), and between the ages of **25 and 59** (45%).
**Tribal • Grantee Perspective**

As native people, families are taught to stick together and always support one another through good times and very hard times. Many of us have been raised in extended-family homes. Some households have 15 people from the same family under one roof, many include more than one generation living together. This is the native traditional way of living and has evolved for many reasons, but because of this extended family living, domestic abuse and sexual abuse are often not discussed out of shame, because it is a beloved family member, or because we have been taught that families stick together. Realizing that abuse is occurring in homes and families are refusing to break up, our program has developed a unique way of providing domestic violence and sexual assault education that includes the entire family. We have found that this approach to helping our families has worked very well in a community where extended family living is an important way of everyday life. By providing educational opportunities for multi-generational groups, we can hold perpetrators accountable and promote the safety of victims.

**LAC DU FLAMBEAU BAND OF LAKE SUPERIOR CHIPPEWA**

**Tribal • Grantee Perspective**

The T-SASP funding has allowed us to begin a Sexual Assault Services Program culturally specific to our Tribal population’s need. As a result of our funding, the Director and our part-time advocate were able to attend the Women are Sacred Training Conference in Albuquerque. This gave us an opportunity to learn more regarding assisting Native American women who have been victimized by Sexual Assault/Child Molestation, as well as giving us valuable information on Tribal Court Codes and historical trauma experienced by Native American Tribes. Due to the T-SASP funding, we have been able to provide a 24-hour hotline, an advocacy office, a sustainable Talking Circle Group, and a Cultural Healing event every quarter. We have been able to support victims through court advocacy, crisis intervention, forensic interviews, transportation, case management, referrals, and other needed support. Finally, we have been able to offer transitional housing, utility, and gas assistance.

**PONCA TRIBE OF INDIANS OF OKLAHOMA**
Secondary Victims

Secondary victims are individuals who are indirectly affected by sexual assault, including children, siblings, spouses or intimate partners, parents, grandparents, other relatives, friends, and neighbors.

- Grantees provided services to an average of 288 secondary victims during each 6-month period.

Remaining Areas of Need

Grantees most frequently cited a need for more community education and outreach in order to:

- Combat stigma associated with sexual violence;
- Encourage reporting of sexual assault;
- Increase awareness of available sexual assault services;
- Teach youth and adults about consent, healthy relationships, and how to respond to incidents of sexual assault; and
- Strengthen efforts toward increasing offender accountability.

Many grantees also reported difficulty serving victims due to fear and stigma surrounding the reporting of domestic violence and sexual assault in their communities.

Grantees stressed the importance of holding offenders accountable, through:

- Updating tribal legal codes;
- Increased law enforcement presence on reservations;
- More arrests and prosecutions; and
- Stronger sentencing.

Grantees also cited a need for more ongoing support for victims, including:

- Mental health and substance abuse counseling;
- Emergency shelter and long-term housing;
- Transportation;
- SANE services; and
- Child care.
Grants for Outreach and Services to Underserved Populations

The Grants for Outreach and Services to Underserved Populations Program (Underserved Program) funds projects to develop and implement outreach strategies and enhanced services to adult and youth victims of domestic/sexual violence in underserved populations.

Grantees do this by building the capacity of both mainstream organizations and organizations specifically serving underserved populations to provide culturally appropriate and inclusive services, and increasing training and outreach activities of organizations providing services to underserved populations.

50 Grantees Reporting
Between July 1, 2017 and June 30, 2019, 50 unique grantees reported activities funded by the Underserved Program.

1,839 Victims Served
On average, grantees served 1,839 victims during each 6-month reporting period.

46% Served LGBTI Victims
Nearly half (46%) of grantees served victims who identified as gay, lesbian, bisexual, transgender, or intersex.

Survivors from underserved populations face challenges in accessing comprehensive and effective victim services that are accessible, culturally relevant, and responsive. The Underserved Program supports projects that address these gaps.

The term “underserved populations” means populations who face barriers in accessing and using victim services, and includes populations underserved because of geographic location, religion, sexual orientation, gender identity, underserved racial and ethnic populations, populations underserved because of special needs (such as language barriers, disabilities, alienage status, or age), and any other population determined to be underserved by the Attorney General or by the Secretary of Health and Human Services, as appropriate (Violence Against Women Reauthorization Act of 2013).
The Underserved Program fills gaps that survivors from underserved populations face in seeking to obtain accessible, culturally relevant, and responsive victim services. Purpose areas include:

- Work with federal, state, tribal, territorial, and local governments, agencies, and organizations to develop or enhance population-specific services;
- Strengthen the capacity of underserved populations to provide population-specific services;
- Strengthen the capacity of traditional victim service providers to provide population-specific services;
- Strengthen the effectiveness of criminal and civil justice interventions by providing training for law enforcement, prosecutors, judges, and other court personnel on domestic/sexual violence in underserved populations; and
- Work in cooperation with underserved populations to develop and implement outreach, education, prevention, and intervention strategies that highlight available resources and the specific issues faced by victims of domestic/sexual violence from these populations.

The Attorney General may use up to 25% of funds available under the Underserved Program to make one-time planning grants to eligible entities to support the planning and development of specially designed and targeted programs for adult and youth victims of domestic/sexual violence in one or more underserved populations.

**General Grant Information**

The Underserved Program was authorized by VAWA 2013. Information for this report was submitted by 50 individual grantees for the July 1, 2017 to June 30, 2019 progress reporting period.

- Grantees frequently (46%) served victims who identified as LGBTI.
**Staff**

Grant-funded staff provide victim services, training, outreach, advocacy, counseling, court and medical accompaniment, and community education to increase victim safety and offender accountability. **Being able to hire staff is critical to the overall function and success of programs.**

- **49 (98%)** grantees used funds for staffing needs.
- Grantees funded an average of **52** full-time equivalent (FTE) staff during each 6-month period.
- Grantees most often used these staffing funds to support victim advocates and program coordinators.

**Table 1 | Staff supported with Underserved grant funds, July 2017–June 2019: Selected groups**

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total FTE staff funded</strong></td>
<td><strong>52</strong></td>
</tr>
<tr>
<td>Victim advocate</td>
<td>15</td>
</tr>
<tr>
<td>Program coordinator</td>
<td>12</td>
</tr>
<tr>
<td>Trainer</td>
<td>7</td>
</tr>
<tr>
<td>Administrator</td>
<td>6</td>
</tr>
<tr>
<td>Counselor</td>
<td>5</td>
</tr>
<tr>
<td>Outreach worker</td>
<td>3</td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

**LGBTQ** victims of intimate partner violence face numerous barriers to accessing and receiving appropriate services. These barriers include stigma and the general lack of understanding and bias about the dynamics of LGBTQ experiences with violence that victims may encounter in criminal justice, healthcare, and social services systems. Further, diversity within LGBTQ populations necessitates more research and practice interventions that account for differences of experience based on gender, race, class, and culture (Calton et al., 2016; National Sexual Violence Resource Center, 2019).

**IL • Grantee Perspective**

Prior to this funding, the program consisted of a program manager who was responsible for seeing all patients, developing programming, and addressing all administrative concerns. The demands of that position resulted in about 12-15 patients being seen in one month. The addition of the 2 case managers funded by this grant helped increase access exponentially; in just January 2019 we were able to serve 59 people. This grant has allowed us to reach patients that never would have accessed medical or case management care outside of our agency. We have had patient after patient report how life changing the program has been. We have helped people who were living on the train find and keep stable housing, patients whose partner assaulted them find safe housing on their own, gotten patients access to SNAP benefits, and coordinated care with mental health providers. These are just a few of the real and tangible outcomes for our patients.

**NM • Grantee Perspective**

This funding has been so helpful to Casa Fortaleza, allowing us to be here in the community providing necessary culturally specific services. It has allowed us to grow, become more stable, and ultimately to provide more therapy services and advocacy case management services to Spanish speaking sexual assault survivors. It is allowing CF to say it is here and will be around for the needs of Spanish speaking survivors. Culturally and linguistically specific sexual assault services that would not otherwise be available for Spanish speaking survivors are available because of this funding. This grant has made a huge impact on our ability to offer services and to function well as an organization, to further grow and become sustainable as an organization in central New Mexico.
Many victims of domestic/sexual violence belong to religious or spiritual communities. Some may turn to these communities as trusted supports, while others may hesitate to seek guidance due to stigma or fear. Emerging research shows that training faith leaders in the dynamics of domestic/sexual violence may result in better outcomes for victims and communities (Drumm et al., 2018; Oyewuwo-Gassikia, 2019).

Training
Grantees train victim advocates, law enforcement officers, prosecutors, court personnel, probation officers, child protection staff, mental health and other professionals how to develop an effective coordinated community response to violence. This training improves the professional response to victims and increases offender accountability.

- 41 (82%) grantees used funds for training.
- Grantees convened a total of 581 training events.

In the two years covered by this report, Underserved Program grantees trained:

13,516 professionals

across multiple systems:

- Victim Advocates
- Law Enforcement
- Health Professionals
- Social Service Organizations

Community Education
Grant-funded staff provide general information to the community to increase awareness of domestic/sexual violence. Community education and outreach activities can be used as a tool to connect people who have a common goal of building safe, supportive, and accountable communities.

- 41 (82%) grantees used funds for community education.
- Grantees hosted a total of 998 education events.
- Grantees provided education to a total of 23,397 people.

1 Community education involves providing general information that will increase public awareness of sexual assault, domestic violence, dating violence, and stalking. Community education is not the same as training. Training involves providing information on sexual assault, domestic violence, dating violence, and stalking that enables a professional to improve his or her response to victims as it relates to their role in the system.
Victim Services

Underserved victims of domestic/sexual violence may face unique barriers to seeking and utilizing assistance. Supporting these victims with a wide range of services may include providing advocacy and support to a victim who is seeking a protection order; accompaniment during medical procedures, such as a sexual assault forensic examination; providing interpretation or translation services; assistance with safety planning; accompaniment to court; shelter and transitional housing assistance; or immigration assistance. **These comprehensive support services address a wide variety of needs to help victims become and remain safe from violence.**

- **42** (84%) grantees used funds for victim services.
- Grantees provided services to an average of **1,839** victims during each 6-month period.
- Nearly **100%** of victims who sought services received them during each 6-month period.

**During each 6-month period, on average, grantees provided:**

- Crisis intervention services to **951** victims;
- Support group/counseling services to **945** victims;
- Victim advocacy services to **914** victims;
- Civil legal advocacy services to **198** victims;
- Transportation services to **177** victims;
- Material assistance (e.g. clothing, food, or personal items) to **167** victims; and
- Language services (i.e. interpretation or translation) to **104** victims.

**Other services:**

- Victim-witness notification/victim outreach services were used a total of **2,855** times; and
  - Grantees used English, Spanish, and American Sign Language (ASL) for these activities.
Grantees received a total of 7,754 hotline calls;
- The majority of these calls (55%) came from victims; and
- Grantees used English, Hebrew, Russian, Spanish, and ASL when responding to these requests for information or assistance.

Victims Seeking Services
Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:
- The majority of victims served or partially served were victims of sexual assault (53%).

<table>
<thead>
<tr>
<th>Type of presenting victimization:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sexual assault</td>
</tr>
<tr>
<td>Domestic/dating violence</td>
</tr>
<tr>
<td>Stalking</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Victims served and partially served by type of victimization (6-month average)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Victims served</strong></td>
</tr>
<tr>
<td><strong>Victims partially served</strong></td>
</tr>
<tr>
<td><strong>Victims not served</strong></td>
</tr>
</tbody>
</table>

NOTE: “Partially served” represents victims who received some but not all of the service(s) they requested, provided those services were funded under the Underserved Program grant. “Not served” represents victims who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Underserved Program grant.

Studies have shown that the provision of trauma-informed, culturally sensitive services can significantly improve victims’ sense of well-being (Serrata et al., 2020).
Victims’ Relationships to Offenders
Grantees serve victims of domestic/sexual violence. Between July 1, 2017 and June 30, 2019:

- The majority of victims served or partially served were victimized by a **spouse or intimate partner** (57%).
- The remaining victims were most commonly victimized by a **family or household member** (19%), or in the context of a **dating relationship** (12%).

**Figure 3** Type of victimization by relationship to offender: **Domestic/dating violence** (6-month average)

- Spouse: 77%
- Family Member: 14%
- Dating relationship: 10%

**Figure 4** Type of victimization by relationship to offender: **Sexual assault** (6-month average)

- Spouse: 35%
- Family Member: 28%
- Acquaintance: 19%
- Dating relationship: 13%
- Stranger: 6%

**Figure 5** Type of victimization by relationship to offender: **Stalking** (6-month average)

- Spouse: 58%
- Dating relationship: 17%
- Acquaintance: 16%
- Family Member: 5%
- Stranger: 4%

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**TX • Grantee Perspective**

This funding allowed our Deaf SHARE staff to hire a staff interpreter who will increase SAFE’s ability to serve Deaf survivors. Deaf survivors now have the choice to choose between Deaf staff, staff who are fluent in ASL, and hearing staff who will use the on-staff interpreter for effective communication. This allows them the full range of possible choices for their own comfort and privacy.

**THE SAFE ALLIANCE, TEXAS**

Research indicates that the general population of people with disabilities are two to five times more likely to experience domestic/sexual violence than people without disabilities (Breiding & Armour, 2015; McGilloway et al., 2018). The consequences of high rates of domestic/sexual violence among individuals who are Deaf and/or disabled are severe. People with disabilities may face significant barriers to disclosing abuse, such as dependence on caregivers who may be perpetrating the violence. They may experience other compounding forms of abuse such as destruction of their adaptive equipment and financial exploitation by their perpetrator (Curry et al., 2009; Shah et al., 2016). When these victims disclose abuse, they may risk protective intervention that could result in losing their independence or being compelled to leave their own homes, particularly if the abuser is also their caregiver (Curry et al., 2011; Robinson et al., 2017).
Spoken language and sign language interpreters can make a critical difference in a victim’s experience, from the moment of disclosure through the justice process and healing from violence. Those who are specially trained in a trauma-informed approach can help ensure that Deaf, hard of hearing, and low English proficiency victims may communicate with service providers in a clear and transparent way and prevent re-traumatization (Bancroft et al., 2017).

Demographics of Victims Served and Partially Served
Grantees served or partially served an average of 1,839 victims during each 6-month period. The victims most frequently served or partially served were white (48%), female (79%), and between the ages of 25 and 59 (60%).
Secondary Victims

Secondary victims are individuals who are indirectly affected by domestic/sexual violence, including children, siblings, spouses or intimate partners, parents, grandparents, other relatives, friends, and neighbors.

- Grantees provided services to an average of 232 secondary victims during each 6-month period.

Remaining Areas of Need

Grantees cited **access to culturally and linguistically competent victim services** as their biggest area of unmet need. They noted that **mainstream victim service providers sometimes struggled to properly meet the needs of underserved groups** due to:

- A lack of training in cultural sensitivity and working with marginalized groups;
- Individual biases and institutional discrimination against people from marginalized communities; and
- Insufficient coordination between social justice organizations and victim services providers.

**IL • Grantee Perspective**

This funding has allowed KAN-WIN and partners to increase our capacity to serve sexual assault survivors. It allows us to maintain an active advisory committee on sexual violence in the Asian American/immigrant community; to reach out to a greater number and variety of people in the Asian American/immigrant community; and to develop trainings for staff and volunteers on advocacy skills, empathetic listening, and trauma-informed practices for sexual assault victim advocacy.

**NY • Grantee Perspective**

The Underserved funding has helped us fill a gap and ensure that the victim advocate can holistically assist callers in cases where the attorney does not have the capacity to represent a victim-survivor. For example, the victim advocate has been instrumental in assisting callers who were unable to get full representation for their child support cases. The victim advocate assisted one victim-survivor in applying for an upward modification of child support and another in filing a violation petition for non-payment of child support. The advocate attended numerous court appearances with both of these victim-survivors who were tasked with representing themselves. She worked to emotionally support them on the day of their court appearances and passed on legal advice in the weeks leading up to the appearance.

**IL • Grantee Perspective**

The criminal justice system is becoming less and less an option for communities of color, especially for those who have concerns or mistrust of law enforcement due to police brutality, those who have immigration concerns, or those who are financially dependent on their abusers. As such, it is crucial to explore alternative mechanisms of community accountability, such as restorative justice, and what that looks like in situations of sexual violence.
Grantees reported that service providers, religious leaders, judges, and law enforcement agencies need better cultural competency training in order to enhance services to victims.

Many grantees also reported difficulty serving victims due to the underreporting of domestic violence and sexual assault. Victims were often hesitant to come forward due to:

- Fear of deportation;
- Fear of law enforcement and the criminal justice system;
- Fear for personal safety;
- The shame and stigma in their communities surrounding domestic violence/sexual assault; and
- A lack of culturally and linguistically responsive services.

Grantees highlighted the need to help victims achieve self-sufficiency through the provision of:

- Shelter and housing;
- Trauma-informed and culturally specific mental healthcare;
- Financial support; and
- Legal services.
Research & Evaluation Initiative

The Research and Evaluation (R&E) Initiative is designed to study and evaluate approaches to combatting domestic violence, sexual assault, dating violence, and stalking. By generating more knowledge about strategies for serving victims and holding offenders accountable, communities that benefit from VAWA funding will be better equipped to align their work with practices that are known to be effective, and they will be more capable of generating empirical knowledge on the efficacy of new and promising ways of doing things. R&E prioritizes researcher-practitioner partnerships and rigorous methods for investigating if and how VAWA-funded strategies help keep communities safe and promote justice.

25 R&E Grants totaling over $9.9 million

The projects range in duration from 12 to 36 months, and final reports on methods and findings will be available at the conclusion of each study.
Projects recently funded through R&E are:

- A study examining the trajectories of violence and victimization in the lives of women who are incarcerated, and evaluating the effectiveness of an inmate-led program designed to reduce the impact of previous victimization and prevent further violence.

- A collaboration to evaluate the outcomes of a therapeutic horticulture program at a domestic violence shelter.

- A randomized controlled trial to assess the feasibility and effectiveness of a learning-collaborative as an implementation strategy to advance the use of cognitive processing therapy (CPT) for treating post-traumatic stress disorder (PTSD) in 15 rape crisis centers.

- A process and outcome evaluation of a transitional living program for women with histories of substance use disorders and domestic and/or sexual violence.

- A study to identify patterns and disparities in court-related experiences among litigants from cultural and linguistic minority groups through analysis of court system data.

- An evaluation of a training curriculum for all sworn officers in a large police department, designed to improve the law enforcement response to domestic and sexual violence.

- A randomized controlled trial of two batterer intervention programs (BIPs), the Duluth Model and Achieving Change Through Value-Based Behavior (ACTV).

- An evaluation of the impact of a cross-system, cooperative mandatory reporting response to adolescent sexual assault survivors in one jurisdiction in which policy requires that all cases involving victims under age 18 are reported to law enforcement.

- A mixed-methods, longitudinal program evaluation that will explore the short- and longer-term outcomes of a VAWA-funded transitional housing program.

- A mixed-methods evaluation of a domestic and sexual abuse prevention program designed to help people with moderate to severe intellectual and/or developmental disabilities (I/DD) distinguish between healthy and unhealthy relationships and know what to do when confronted with an unhealthy situation.

- A quasi-experimental evaluation of the Arizona Intimate Partner Risk Assessment InitiativeS (APRAIS), which is adapted from the Danger Assessment five-item instrument (DA-5). The study will assess mandated use of the APRAIS in two counties and its effect on offender recidivism, justice system responses to domestic violence, victims’ use of advocacy services, and fidelity of implementation.

- Development, implementation, and evaluation of an integrated, peer-led, group intervention for survivors of domestic violence.

- Implementation and evaluation of virtual case simulation training for religious leaders in order to increase scientific understanding around the development of culturally specific and technology-informed strategies to assist immigrant victims of domestic violence in accessing justice and obtaining services.
A study aiming to understand the short-term effects of the OVW-funded Family Court Enhancement Project (FCEP) on the safety and fairness of child-related remedies in orders for protection for litigants and their children in a large Midwestern county, as well as the longer-term effects of FCEP on court-ordered parenting arrangements and violations of child-related conditions of protection orders.

Evaluation of a victim notification protocol for untested sexual assault kits (SAKs) in order to understand survivors’ decisions about reengagement with the justice system, their experiences after reengaging, and their perceptions of justice in their cases.

A study examining whether supportive services addressing unemployment, mental health problems, substance abuse, and parenting, provided by community partners on-site at a batterer program, can reduce violent and non-violent criminal re-offending in a high-risk urban sample.

Evaluation of electronic filing for domestic violence protective orders (DVPOs) in one state, the first study to evaluate the implementation of DVPO e-filing in the United States, which is an OVW-funded solution that has the potential to improve victim services, reduce domestic violence homicide, and increase safety for survivors, families, and communities.

A systematic review of the literature and a meta-analysis of experimental and quasi-experimental research examining the effects of college sexual assault prevention programs on sexual assault attitudes and behaviors among college students.

A community-based participatory research project using mixed methods to evaluate the effectiveness of a culturally specific Latina victim service program and better understand Latina survivors’ self-defined goals and needs, and the extent to which the program’s services meet those needs.

A national survey of restorative justice (RJ) responses to domestic violence, meaning interventions that focus on healing rather than punishment.

A mixed-methods study on domestic and sexual violence-related experiences, service needs, and help-seeking among refugees, asylum-seekers, and other vulnerable new-immigrant women.

A descriptive study to explore and document how forensic compliance, meaning compliance with a VAWA funding condition that requires that sexual assault victims be given medical forensic exams free of charge and regardless of whether they choose to report the assault to law enforcement, is currently implemented in two jurisdictions.

A national survey of judicial engagement in coordinated community response (CCR) models addressing Intimate Partner Violence.

Implementation research on the National Protocol for Sexual Assault Medical Forensic Examinations (SAFE Protocol) aimed at illustrating the extent to which the SAFE Protocol guides the response to sexual assault in states and local communities.

A survey to collect nationally representative data on cyberstalking, which can inform the development of programs and policies to reduce cyberstalking and strengthen law enforcement and victim services responses to it.

For an example of a final report from a project funded by OVW’s Research & Evaluation Initiative, see A National Portrait of Restorative Approaches to Intimate Partner Violence: Pathways to Safety, Accountability, Healing, and Well-Being at https://www.courtinnovation.org/publications-RJ-IPV
Formerly Authorized Programs

The data presented in this chapter reflect programs previously authorized under earlier iterations of VAWA. VAWA 2013 consolidated two formerly authorized programs, the Courts Training and Improvements Program and the Safe Havens: Supervised Visitation and Safe Exchange Program, into the Grants to Support Families in the Justice System Program (Justice for Families or JFF Program). Awards are no longer being made under either of the two formerly authorized programs outlined here.

Formerly authorized programs displayed in this chapter include:

- Court Training and Improvements Program (Courts Program); and
- Safe Havens: Supervised Visitation and Safe Exchange Program (Supervised Visitation Program).

1 Justice for Families was authorized by VAWA 2013 in March of 2013, and Congress appropriated funds for this new program. However, OVW had already accepted applications under the former Supervised Visitation and Courts programs for FY 2014 funding, so FY 2014 Justice for Families awards were made to applicants that had applied under the two programs’ solicitations.
The Grants to Support Families in the Justice System Program (Justice for Families or JFF Program) consolidated two pre-existing VAWA-funded programs:

- **Court Training and Improvements Program (Courts Program)**; the last grants made under the Courts program were awarded in fiscal year 2013.
- **Safe Havens: Supervised Visitation and Safe Exchange Program (Supervised Visitation Program)**; the last grants made under the Supervised Visitation Program were awarded in fiscal year 2014.

Because these programs were phasing out and no additional awards have been made in recent years, only limited data on grant-funded activities of these formerly authorized programs are presented, and instead the total number of grantees reporting for each program in the 6-month reporting periods, between July 1, 2017 and June 30, 2019, are portrayed. With such a small grantee pool, data on activities conducted are sparse. For a written description of the types of activities conducted by Courts and Supervised Visitation Program grantees, please refer to the Justice for Families Program chapter, which contains all of the same types of activities, in addition to activities added upon the creation of the new Justice for Families grant program. For an in-depth look at the previously authorized programs, please see the 2016 Attorney General’s Biennial Report to Congress.

**Table 1** Number of grantees reporting by program in each 6-month reporting period: Formerly Authorized Programs

<table>
<thead>
<tr>
<th>Grant program</th>
<th>Reporting period</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>July - December 2017</td>
</tr>
<tr>
<td>Courts</td>
<td>2</td>
</tr>
<tr>
<td>Supervised Visitation</td>
<td>12</td>
</tr>
</tbody>
</table>

**Court Training and Improvements Grant Program**

The Courts Program data was too small to present.
Safe Havens: Supervised Visitation and Safe Exchange Grant Program

The Supervised Visitation Program was designed to fund the supervised visitation and safe exchanges of children—by and between parents—in situations involving domestic violence, sexual assault, dating violence, child abuse, or stalking. The goals of the program were to ensure the safety of adult victims and their children during supervised visits and exchanges; protect children from the trauma of witnessing domestic or dating violence; and reduce the risk of further abuse, injury, or abduction of the children during supervised visits and monitored exchanges.

### Table 2
Staff supported with Supervised Visitation grant funds, July 2017–June 2019: Selected groups

<table>
<thead>
<tr>
<th>Staff funded</th>
<th>6-month average</th>
<th>Total FTE staff funded</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervision staff</td>
<td>3 33%</td>
<td>9</td>
</tr>
<tr>
<td>Program coordinators</td>
<td>2 22%</td>
<td></td>
</tr>
<tr>
<td>Administrators</td>
<td>2 22%</td>
<td></td>
</tr>
<tr>
<td>Security staff (including court security)</td>
<td>1 11%</td>
<td></td>
</tr>
<tr>
<td>Victim advocate</td>
<td>1 11%</td>
<td></td>
</tr>
</tbody>
</table>

**NOTE:** Data presented for the most frequently reported categories only (≥5%).

### Table 3
Families seeking services with Supervised Visitation grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Families seeking services</th>
<th>6-month average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total families seeking services</td>
<td>91</td>
</tr>
<tr>
<td>Families served</td>
<td>78 86%</td>
</tr>
<tr>
<td>Families partially served</td>
<td>8 9%</td>
</tr>
<tr>
<td>Families not served</td>
<td>5 6%</td>
</tr>
</tbody>
</table>

**NOTE:** “Partially served” represents families who received some but not all of the service(s) they requested, provided those services were funded under the Supervised Visitation Program grant. “Not served” represents families who sought services and did not receive the service(s) they were seeking, provided those services were funded under the Supervised Visitation Program grant.

### Table 4
Services provided to families supported with Supervised Visitation grant funds, July 2017–June 2019

<table>
<thead>
<tr>
<th>Service</th>
<th>Number of families (6-month average)</th>
<th>Times provided (2-year total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>One-to-one supervised visits</td>
<td>73</td>
<td>1,767</td>
</tr>
<tr>
<td>Supervised exchanges</td>
<td>13</td>
<td>850</td>
</tr>
<tr>
<td>Group supervised visits</td>
<td>2</td>
<td>47</td>
</tr>
</tbody>
</table>
References


Annan, S. L. (2011). “It’s not just a job. This is where we live. This is our backyard”: The experiences of expert legal and advocate providers with sexually assaulted women in rural areas. *Journal of the American Psychiatric Nurses Association, 17*(2), 139-147. https://doi.org/10.1177/1078390311401024


O'Neal, E. N., & Hayes, B. E. (2020). “A rape is a rape, regardless of what the victim was doing at the time”: Detective views on how “problematic” victims affect sexual assault case processing. *Criminal Justice Review, 45*(1), 26-44. https://doi.org/10.1177%2f0734016819842639


VAWA Funding Supports Evidence-based Practices

Across the United States, Violence Against Women Act (VAWA) grants support effective strategies for combatting domestic and sexual violence. This document identifies some of those strategies, along with some of what we know about their impact, and how OVW grantees are using those strategies to keep their communities safe.

Victims who have advocates may suffer less psychological distress and fewer physical health problems, and endure less self-blame, guilt, and depression than victims who do not have an advocate. Advocacy can reduce a victim’s fear and improve their well-being.

OVW discretionary grantees serve more than 100,000 victims every six months. STOP formula funds serve almost 350,000 victims each year. Victim services staff funded through VAWA grants and subgrants answer over 750,000 hotline calls in a year.

Sexual Assault Nurse Examiner (SANE) programs can enhance the healthcare that victims receive after an assault, improve the quality of forensic evidence, and increase prosecution rates over time.

Over a two-year period, OVW discretionary grantees trained almost 12,500 nurses who provide medical forensic care, ensuring that they are equipped to competently and compassionately collect forensic evidence from a victim’s body while tending to their medical needs. In 2018, STOP formula funds paid salaries and wages for 28 full-time equivalent (FTE) forensic nurses who performed over 10,300 medical forensic exams during the year.

Protection orders—which grant various types of protection and relief for victims of domestic and sexual violence—can deter further abuse and increase victims’ perceptions of their own safety, reduce victims’ posttraumatic stress disorder (PTSD) symptoms, and have shown a cost-benefit of tens of millions of dollars in one state.

Every year, VAWA-funded professionals (e.g., advocates, law enforcement personnel, and prosecutors) assist victims in securing nearly 200,000 protection orders.

Civil legal assistance provided by attorneys funded through OVW’s Legal Assistance for Victims (LAV) Program increases the quality, quantity, and efficiency of legal services for low-income domestic violence victims. Legal aid attorneys who are trained on domestic violence may attain the most favorable outcomes for their clients on custody matters, when compared with victims who represent themselves and victims with privately retained attorneys. Victims who obtain civil legal services may suffer less subsequent physical violence and stalking and achieve more economic self-sufficiency. Victims who get help from attorneys and community-based advocates may be more likely than victims without that assistance to perceive themselves as having a voice in the justice process.
Every six months, LAV grantees alone provide legal assistance to over 26,000 victims. OVW discretionary grantees reported training more than 36,000 attorneys and law students over a recent two-year period, making them better prepared to represent domestic violence victims in court and obtain safe custody and visitation arrangements for victims’ children.

Victims who use **transitional housing** receive a wider range of services over a longer period of time than do victims who never use shelter services, and they report having a greater ability to plan for their safety, are aware of more resources in their community, have more hope for the future, and feel better able to achieve their goals.

OVW grantees and subgrantees provide almost 1.5 million housing bed nights to victims and their children each year. Nearly 8 out of 10 victims leaving a Transitional Housing Program-funded shelter report perceiving a lower risk of violence, and the majority of victims exit to permanent housing of their choice.

Law enforcement officers who are trained in and use best practices—like following up with victims, helping victims make safety plans, assessing the needs of children exposed to domestic violence, and describing protection orders and court procedures—may be more likely to arrest domestic abusers. Taking an offender into custody and documenting evidence of injury increases the odds that a domestic violence case will be prosecuted. A swift police response to sexual assault and thorough investigation may make it more likely that a case will be referred to a prosecutor, accepted for prosecution, and result in a conviction.

Every six months, OVW discretionary grantees train an average of more than 20,000 law enforcement officers.

**Specialized domestic violence law enforcement units** have been found to decrease the frequency and severity of future domestic violence and produce higher case clearance rates, compared to a standard patrol response.

OVW grants and subgrants pay the salaries of more than 270 law enforcement officers at any given time. In a year, these officers’ departments respond to more than 180,000 calls for service, investigate over 160,000 cases, and refer almost 79,000 cases to prosecutors. OVW discretionary grants support more than 50 specialized law enforcement units.

The frequency and severity of domestic violence can decrease, and victims might be more likely to seek help, in jurisdictions that implement the **Lethality Assessment Program (LAP)**, which involves police and victim services providers working together to identify and protect victims at risk for repeated and severe domestic violence.

OVW’s Domestic Violence Homicide Prevention Initiative is testing several models—one of which is LAP—designed to reduce the number of domestic violence-related murders in the participating jurisdictions.

**Victim-centered prosecution**—which engages victims in the justice process, prioritizes their safety, and seeks their input—is associated with lower incidence of re-abuse. Community-coordinated outreach to victims may increase their participation in prosecution. Victims who feel empowered in the justice process suffer less depression and report better quality of life, and they are more satisfied with the system and more likely to seek its help, if needed, in the future. Jurisdictions with **specialized domestic violence prosecution units** generally prosecute these crimes at a higher rate.

Nearly 350 prosecutors’ salaries are paid through OVW grants and subgrants at any given time, and their offices reportedly accept the majority of the 175,000+ cases referred to them for prosecution. Grantees and subgrantees achieve convictions in roughly two-thirds of the sexual assault cases they charge. STOP-funded prosecutors obtained convictions in 60 domestic violence homicide cases in a recent year. OVW discretionary grants support more than 45 specialized prosecution units.

Domestic violence victims who share child custody with an abuser may consider **supervised visitation and safe exchange centers** an especially helpful resource.

Every six months, OVW discretionary grantees provide supervised visitation and safe exchange services to over 1,600 families, including almost 2,500 children.

Efforts to address domestic and sexual violence are effective when they are implemented as a **coordinated community response** involving advocates, law enforcement officers, prosecutors, forensic healthcare providers, and others.
In a recent two-year period, over 1,700 OVW grantees engaged in coordinated community response activities. Designing or adapting services to address victims’ cultural backgrounds may make those services more effective. Culturally specific services, such as the promotora model, which involves peer leadership and information sharing among Latina immigrant victims, can have transformative effects on individuals and their communities. Offender treatment may also be more effective when it is culturally relevant.

Culturally Specific Services Program (CSSP) grantees serve more than 2,300 victims every six months. Almost half of CSSP grantees specifically serve immigrants, refugees, and asylum-seekers; and almost half of OVW’s Underserved Program grantees specifically serve LGBTQ communities. CSSP grantees use over 20 different languages to provide services to victims.

Specialized domestic violence courts, which exist to enhance victim safety and offender accountability, may reduce reoffending, increase conviction rates, increase offender compliance, and result in victim satisfaction.

OVW discretionary grants support around 20 specialized courts. VAWA-funded courts monitor thousands of offenders every year.

A multidisciplinary approach—involving collaboration across the advocacy, social services, healthcare, and justice sectors, and with faith communities—can enhance the response to elder abuse.

OVW Abuse in Later Life (ALL) Program grantees serve an average of almost 800 victims ages 50 and older every six months, and trained over 5,700 people over a recent two-year period.

People with disabilities are at a much greater risk for abuse—and face greater barriers to accessing help and justice—than do people without disabilities. In fact, people with intellectual disabilities are sexually assaulted at a rate seven times higher than that of people without disabilities, according to an analysis of Justice Department data. Accessible services for victims with disabilities can help address these survivors’ unique safety needs.

Over a two-year period, OWV Disability Program grantees trained nearly 5,000 people to provide effective services to victims with disabilities. OWV grantees across all programs served over 9,000 victims who are Deaf and/or victims with disabilities every six months.

Bystander intervention programming can change behavior and reduce dating violence and sexual assault among high school and college students.

Over two years, Campus Program grantees reached over 550,000 incoming students through prevention education programming, including programming focused on bystander intervention.

Research confirms what is well understood by people who have suffered violence, or know someone who has been victimized:

It matters how people respond.

It is not easy to talk about violence and abuse, and it may be difficult to ask for help. By training more than 575,000 people each year, OVW grantees and subgrantees ensure that justice and healthcare professionals, victim advocates, educators, volunteers, and others are equipped to respond competently and compassionately when a victim requests their assistance.

A note about the research cited in this document: This paper offers a snapshot of evidence of the effectiveness of VAWA-funded practices; it is not a comprehensive picture of what studies on VAWA-funded interventions have reported. More information on the evidence base for VAWA programs can be found in OVW’s 2018 Biennial Report to Congress on the Effectiveness of Grant Programs Funded under VAWA (available at https://www.justice.gov/ovw/page/file/1292636/download), the National Institute of Justice’s Compendium of Research on Violence Against Women (available at https://www.ojp.gov/pdffiles1/nij/223572/223572.pdf), and many scholarly sources.
### Sources and Endnotes


8. Note: This includes reported numbers from discretionary grantees and STOP and SASP subgrantees.


Rosay, A. B., Wood, D., Rivera, M., Postle, G., & TePas, K. (2010). Investigation and prosecution of sexual assault, domestic violence, and stalking. UAA Justice Center. [https://scholarworks.alaska.edu/handle/11122/3723](https://scholarworks.alaska.edu/handle/11122/3723)


26 The studies listed in this endnote examine various coordinated community response models:


2020 Biennial Report
The 2020 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act