



THE DOMESTIC VIOLENCE TASK FORCE

2018 REPORT

NOTE FROM THE EXECUTIVE DIRECTOR



Domestic violence is a social problem that impacts many Americans – 1 in 4 women and 1 in 9 men¹- and affects marginalized individuals and communities disproportionately. And, while New York City has made significant investments in preventing and responding to domestic violence in neighborhoods across the City – such as an extensive New York City Police Department (NYPD) unit dedicated to domestic violence, the country’s largest system of Family Justice Centers and domestic violence shelters, and a rich network of community service providers to assist survivors – we still see high rates of domestic violence.²

To enhance the City’s response, in November 2016, Mayor Bill de Blasio launched the NYC Domestic Violence Task Force (Task Force) to develop a comprehensive strategy to reduce domestic violence in New York City. Under the leadership of the Mayor’s Office to End Domestic and Gender-Based Violence (ENDGBV) and the Mayor’s Office of Criminal Justice (MOCJ), the City brought together representatives from City agencies, domestic violence prevention and intervention organizations, and survivors to identify existing domestic violence

programs and interventions that are working well, those that need attention, and promising practices to implement or expand.

Since its inception, the Task Force has announced 32 initiatives and secured \$11 million in City funding to reduce violence, enhance the safety and wellbeing of those impacted by domestic violence, and hold abusive partners accountable.

This report provides an overview of the current operations of the Task Force and highlights of the progress we have made in 2018.

A special thank you to Cecile Noel, Commissioner at ENDGBV, and Liz Glazer, Director at MOCJ, for their leadership and support of the Task Force.

The Task Force is also grateful for the support of so many domestic violence survivors, City government staff, community partners, and advocates through their involvement in working groups, subcommittees, the Steering Committee, and initiatives that have launched this year. We look forward to continuing to work together to make New York City even safer.

A handwritten signature in black ink, appearing to read 'Bea Hanson', with a long horizontal flourish extending to the right.

Bea Hanson
Executive Director

DOMESTIC VIOLENCE TASK FORCE PRIORITY AREAS: PROGRESS AND RESULTS

Based on the prevalence of domestic violence in the City, and the Task Force's commitment to re-envisioning how New York City responds to domestic violence, particularly in communities lacking resources and enduring longstanding inequities, the Task Force is seeking to enhance the City's response to: 1) prevent domestic violence; 2) provide appropriate resources and responses both inside and outside of systems; and 3) build capacity within and coordination between community-based organizations and City agencies to respond to domestic violence in an equitable manner.

Throughout 2018, the Task Force worked on implementing the 32 initiatives involving collaboration with both City agencies and community-based organizations. The following sections are highlighted initiatives from the Task Force's focus areas.

PREVENTION

Effectively addressing domestic violence in our City requires a primary focus on expanding violence prevention and early intervention, as well as creating easy access to safety and service information for survivors of domestic violence. This is being achieved through efforts and initiatives that aim to reach families and youth sooner and more comprehensively, and by providing trainings on healthy relationships at younger ages. Two of the promising initiatives are: 1) the creation of the NYC Hope website and resource directory, which provides easy access to resources for survivors, and information for all City residents about how to help someone experiencing domestic violence; and 2) the Early Relationship Abuse Prevention Program (Early RAPP), which expands healthy relationship education to middle schools across the City.

NYC HOPE Web Portal
<http://www.NYC.gov/NYCHOPE>

A key initiative to increase access to information and services was the creation of New York City's first-ever resource directory for domestic and gender-based violence services, NYC HOPE, dedicated to providing resources to survivors, and information to all City residents about how to get help for themselves or someone experiencing domestic violence. Launched in February 2018, the portal provides information, education and a resource directory to help survivors locate services in their communities. Within the first month of the launch of NYC HOPE, the site had over 4,000 visitors and 8,600 page views.

NYC Hope in 2018



12,300

Total visitors



31,800

Total page views

Early Relationship Abuse Prevention Program (Early RAPP)

A highlight of the Task Force's work on prevention has been the development of Early RAPP. Early RAPP focuses on bringing healthy relationship education programming to NYC middle schoolers, providing them with the tools to identify unhealthy behaviors and build healthy relationship skills at a critical time in their development, while ensuring that they know how to feel safe reaching out for help for themselves and their peers. Community Educators from community based organizations – Urban Resource Institute, Day One and STEPS to End Family Violence, Rising Ground – with expertise in domestic violence prevention and intervention will implement school-wide education campaigns; facilitate student and parent classroom workshops; conduct professional development

sessions for faculty, school staff and administrators; and provide resources and referrals to students and families in need of support and services. Early RAPP builds upon the success of the Relationship Abuse Prevention Program (RAPP), a program funded through the NYC Human Resources Administration that places full-time RAPP Coordinators in high schools and middle schools who provide direct services to young people experiencing or impacted by intimate partner violence and coordinate critical prevention education for the entire school community. By reaching adolescents in schools all across NYC before and as they begin to engage in dating relationships, Early RAPP aims to provide consistent messages to prevent teen dating violence at the earliest possible age.

INTERVENTION

The Task Force has several initiatives that seek to assist victims of domestic violence by increasing access to services with the aim of enhancing safety and resiliency. Some of these initiatives work with children and their families to address trauma, or with individual survivors to resolve legal issues that jeopardize their housing; other initiatives work to make the criminal and civil justice systems less daunting and more accessible for survivors, while implementing programs to reduce recidivism and improve outcomes for abusive partners. Four initiatives that work toward these goals include: 1) the creation of the Queens Probation Domestic Violence Pilot project; 2) expansion of the Coordinated Approach to Preventing Stalking (CAPS) program to Brooklyn; 3) the expansion of the Early Victim Engagement (EVE) program to the Bronx and Staten Island; and 4) increasing capacity and access to domestic violence related immigration legal services in communities.

Establishing the Queens Probation Domestic Violence Pilot

The Department of Probation (DOP) launched the Queens Probation Domestic Violence Pilot in December 2017 to provide specialized domestic violence programming and supervision practices responsive to individual client risks and needs. Studies indicate that referring defendants to probation with enhanced



domestic violence supervision can lower rates of recidivism and reoffending.³ The Queens Probation Domestic Violence Pilot enhances offender accountability, focusing on behavior change, through heightened monitoring, increased supervision, individualized assessment and a specialized weekly educational intervention. The program also reaches out to survivors of those involved in the probation case to offer them linkages to appropriate services at the NYC Family Justice Center in Queens and/or community based organizations.

In July 2018, the Urban Institute was contracted to conduct a process evaluation to ensure that the program has been implemented as intended and make any recommendations to improve implementation. The evaluation includes identifying appropriate performance metrics to track program inputs and outputs necessary for program management and a potential outcome evaluation; gauging how risk assessment tools are currently being used as part of program operations; obtaining feedback on program implementation; and reporting on preliminary participant outcomes.

In 2018, 86 individuals that were sentenced to probation, or accepted a plea including a condition of interim probation, were enrolled in the pilot. This represents more than a 500% increase from the 14 individuals with domestic violence related charges sentenced to a term of probation in Queens in 2017.

Queens Probation

Domestic Violence Pilot Project Participants



● 2017 (14) ● 2018 (86)

Expanding Stalking Identification Program to Brooklyn Precincts

The Coordinated Approach to Preventing Stalking (CAPS) program is an initiative of ENDGBV, in collaboration with the NYPD and local District Attorney's offices, to increase the identification and reporting of intimate partner stalking cases, both stalking arrests and prosecutions, and to link survivors to critical services. Nationally, 54% of female homicide victims reported stalking to the police before they were killed by their intimate partner. The CAPS model is a homicide prevention program aimed at identifying intimate partner stalking cases and providing appropriate criminal justice and social services interventions before stalking behavior escalates to physical injury, serious physical injury, or fatality. As part of the CAPS program, specialized training is conducted for NYPD police officers, members of District Attorney's offices, and community partners to identify stalking behavior, better understand the New York State stalking statutes, recognize the use of technology in a stalking context, engage in risk assessment and safety planning, and work with survivors to document and preserve evidence of stalking incidents.

The program was initially launched in Staten Island and then in Queens. After its respective launches, the CAPS program led to a 177% increase in stalking arrests in Queens and a 233% increase in Staten Island.

Due to the program's proven success in Staten Island and Queens, the Task Force recommended expanding the program to additional boroughs. ENDGBV, in collaboration with NYPD and the Kings County District Attorney's Office, launched the CAPS program in Brooklyn in 2018. During this expansion, 211 New York City Police Officers and Kings County District Attorney staff received training to identify stalking behaviors and properly charge stalking offenses under New York State Law. In pre- and post-CAPS training surveys, participants reported statistically significant increases in their confidence to investigate tech abuse, and in their ability to identify stalking behaviors, address stalking and tech abuse while safety planning with survivors, and identify the correct stalking charge.

Coordinated Approach to Prevent Stalking: Brooklyn Expansion



211 Brooklyn NYPD officers and District Attorney Staff have completed the CAPS training



The number of participants who chose the correct stalking charge more than **doubled** post-CAPS training

Early Victim Engagement (EVE) Expands to Bronx and Staten Island

EVE provides critical information to survivors at the time of a defendant's arraignment, enhancing safety, access to resources, and prosecutions. EVE was first launched in Brooklyn in 2008, funded through a grant from the U.S. Department of Justice, Office on Violence Against Women (OVW), and was evaluated in 2013 by the NYC Mayor's Office of Criminal Justice. The evaluation found the implementation of the EVE Program increased the conviction rate in cases of intimate partner violence prosecuted in Brooklyn by nine percentage points (23.6% vs. 32.6%). The study attributed this increase to a higher rate of witness participation in the prosecution among EVE clients. Moreover, the study found that EVE was incredibly successful in immediately connecting survivors to the District Attorney's Office and the NYC Family Justice Center in Brooklyn (BKFJC) for services, as 71% of the victims who had an appointment scheduled by the EVE Program visited the District Attorney's Office, compared to 54% of those who were not contacted by EVE staff.⁴

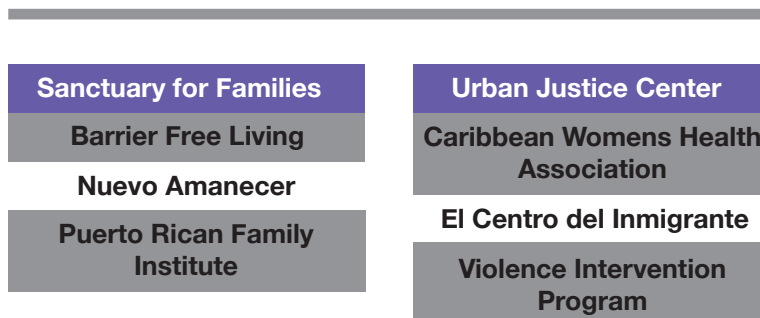
During the first 12 months that the EVE Program was operational in Brooklyn, new client visits to the BKFJC increased by 56% (2,639 additional new clients), compared to the 12 months prior to EVE (7,361 new clients from June 2008 through May 2009, compared to 4,722 new clients from June 2007 through May 2008). Connecting survivors to services directly after an incident greatly assists them in maintaining safety and rebuilding their lives. Because of the program's success in Brooklyn, one of the Task Force initiatives was to expand this initiative to the Bronx and Staten Island. The

the launch of the program, EVE has successfully contacted over 3,000 clients in the Bronx and over 300 clients in Staten Island.

Enhanced Access to Legal Services for Immigrant Survivors of Domestic Violence

In January 2018, the City expanded immigration legal services for domestic violence survivors to meet the needs of immigrants in their own communities. Collaborating with community based organizations serving immigrant populations, the program focuses on providing holistic culturally-responsive immigration legal assistance. The civil legal immigration services providers, Urban Justice Center and Sanctuary for Families, have each partnered with three local community based organizations—Barrier Free Living, Nuevo Amanecer, the Puerto Rican Family Institute, the Caribbean Women’s Health Association, El Centro del Inmigrante, and Violence Intervention Program. The partnerships help to increase the capacity of these community based organizations, which have deep connections in their local immigrant communities, to screen clients for domestic violence while providing access to immigration legal services for survivors of domestic violence.

Immigration Legal Services Providers



219

individuals assisted from January 2018 through December 2018

CAPACITY BUILDING

Strengthening and creating effective and coordinated systems is critical to raise awareness about domestic violence and implement appropriate responses. Capacity building through the Task Force has focused on ensuring that City agency staff has access to relevant training and information, identifying and implementing evidence-based and best practices, launching new programs, and increasing knowledge on how to identify domestic violence and link survivors to appropriate services.

Enhance Fire Department of New York (FDNY) Engagement with Domestic Violence Survivors

ENDGBV collaborates with City agencies to enhance knowledge and awareness about domestic violence and related topics. The ENDGBV Training Team assesses training needs and designs trainings to support each agency and organization's unique goals and, following the trainings, continues to offer ongoing consultations, technical assistance and refresher trainings.

A highlight of the Task Force's work to build system capacity has been to train emergency first responders on how to respond to domestic violence. Firefighters, paramedics, and Emergency Medical Technicians (EMTs) are often the first point of contact for survivors in an emergency, and it is critical that they have the skills and education necessary to recognize domestic violence and respond appropriately.

To enhance the tools of first responders to address domestic violence, ENDGBV created, and FDNY provided, continuing education materials for FDNY Emergency Medical Services (EMS) employees focused on domestic violence, including modules on engaging intimate partner violence survivors and understanding trauma in the context of intimate partner violence. ENDGBV also provided advanced trainings modules in identifying and responding to strangulation for Continuing Medical Education courses. In 2018, over 1,000 EMTs and medics have participated in the trainings.

MOVING FORWARD

When Mayor de Blasio announced the creation of the Task Force, its expressed focus was to reduce domestic violence in NYC. In 2018, the Task Force worked collaboratively with City agencies, community based organizations and survivors to identify and define critical goals to focus our ongoing work to reduce domestic violence in communities across New York City, including:

- 1) Prevent domestic violence by both reducing first time occurrences and interrupting cycles of recidivism –
 - a. Expanding prevention efforts by further engaging youth and schools
 - b. Increasing involvement of community-based stakeholders, especially in historically under-resourced communities

- 2) Improve and expand domestic violence intervention efforts both inside and outside of systems –
 - a. Developing and implementing new and trauma-informed programs and procedures that focus on understandable, fair, and transparent processes within the criminal justice system
 - b. Supporting capacity of community-based services outside of systems for survivors who may require services and support but do not report or disclose domestic violence in system settings

- 3) Build capacity and increase coordination between City agencies and non-governmental service providers –
 - a. Coordinating and building capacity to better track and integrate the responses to domestic violence across City agencies
 - b. Building seamless pathways to services between City agencies and non-governmental organizations that center survivors' right to safety and dignity

To address these goals, the role of the Task Force Steering Committee⁵ is to ensure that the work of the Task Force remains focused on and models the coordination that is required in order to meet these goals. The Subcommittees have been

focusing on creating systematic ways to identify resources and gaps in services and improving coordination; identifying targeted areas for focused improvement; and recommending new initiatives and innovative, promising practices.

The Task Force will continue to monitor progress on the initiatives that have been implemented, as well as explore these and other strategies to monitor New York City's systematic progress in reducing domestic violence and closing disparities, including reaching more people through community-driven approaches and initiatives that will continue to identify and address opportunities to reach underserved or historically-overlooked New Yorkers. Several of the newly funded initiatives through the Task Force have built in evaluations. The results of these evaluations will be used to review programs to effectively address domestic violence.

ENDNOTES

1. "The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report." Atlanta, GA. National Center for Injury Prevention and Control, Centers for Disease Control and Prevention.
2. Citywide, domestic violence now accounts for almost one in every five homicides, and two in every five reported felony assaults. New York City Police Department, 2018 Year End Index Report, received from NYPD on 1/17/19.
3. See Klein, Andrew R. 2015, "Practical Implications of Current Domestic Violence Research for Probation Officers and Administrators" for relevant research summaries and discussions at https://www.bwjp.org/assets/documents/pdfs/practical_implications_of_current_domestic_violence_research_for_probation_officers_and_administrators.pdf.
4. Peterson, Richard R. 2013. "The EVE Project." Research Brief series, no. 31. New York: New York City Criminal Justice Agency, Inc. The research included EVE cases between April 1, 2009 through September 23, 2011.
5. Non-government members of the Steering Committee were nominated by themselves or peers and selected to serve a two-year term with membership to represent the diversity of communities across New York City. Agency representatives were appointed by their Commissioners.

APPENDIX A: 2018 STEERING COMMITTEE MEMBERS

NAME	TITLE	ORGANIZATION
Amy Barasch	Executive Director	Her Justice
Amy Litwin	Counsel, Special Victims Division	Bronx District Attorney's Office
Ana Bermudez	Commissioner	Department of Probation
Anette Holm	Deputy Chief Officer, Special Services	Human Resources Administration
Anne Patterson	Senior Vice President for STEPS to End Family Violence	Rising Ground
Audrey Moore	Executive Assistant District Attorney & Chief of the Special Victims Bureau	Manhattan District Attorney's Office
Beverly James	Associate Commissioner	Administration for Children's Services
Catherine Stayton	Co-Director, Injury Services & Prevention Program	Department of Health and Mental Hygiene
Elizabeth Dank	Deputy Commissioner/General Counsel	Mayor's Office to End Domestic and Gender-Based Violence
Erica Smith	Acting Assistant Commissioner, Division of Child Protection, Child Welfare Support Services	Administration for Children's Services
Ilana Turko	Senior Counsel	Mayor's Office of Criminal Justice
Isa Martinez-McDonald	Housing Services Director	New Destiny Housing
Justine Luongo	Chief Defender	Legal Aid
Madeline Garcia Bigelow	Director, Domestic Violence Project	Urban Justice
Martin Morales	Deputy Chief, Domestic Violence Unit	Police Department
Maureen Curtis	Vice-President, Criminal Justice Programs	Safe Horizon
Michelle Kaminsky	Chief, Domestic Violence Bureau	Kings County District Attorney's Office

APPENDIX A CONTINUED: 2018 STEERING COMMITTEE MEMBERS

NAME	TITLE	ORGANIZATION
Nathanial Fields	Chief Executive Officer	Urban Resource Institute
Quentin Walcott	Co-Executive Director	CONNECT
Scott Kessler	Chief, Domestic Violence Bureau	Queens District Attorney's Office
Shekera Shahid	Staff Attorney	Brooklyn Defenders
Stephanie Nilva	Executive Director	Day One
Susan Clee	Director, Domestic Violence Policy and Planning Program	Administration for Children's Services
Susan Herman	Deputy Commissioner, Collaborative Policing	Police Department
Theresa Yuan	Host/Producer, Survivor/Advocate	en(gender)ed podcast
Tobi Erner	Social Worker, Domestic Violence & Family Law Advocacy Project	Queens Legal Services
Tracey Little	Board Chair	Voices of Women
Tuesday Muller-Mondi	Chief, Domestic Violence Bureau	Richmond County District Attorney's Office
Yumi Nielsen	Assistant Commissioner, Strategic Planning	Department of Homeless Services

APPENDIX B: 2018 SUBCOMMITTEE CO-CHAIRS

SUBCOMMITTEE	CO-CHAIRS
Housing/Economic Justice	Isa Martinez-McDonald, New Destiny Housing Catherine Trapani, Homeless Services United
Youth Intervention, Prevention and Education	Beverly James, Administration for Children's Services Michele Paoella, Day One Erin Lester, Department of Education Erica Smith, Administration for Children's Services Susan Clee, Administration for Children's Services Kimberly Shannon, Department of Education
Criminal Justice	Audrey Moore, Manhattan District Attorney's Office Maureen Curtis, Safe Horizon
Data/Reporting	Catherine Stayton, Department of Health and Mental Hygiene Josy Hahn, Mayor's Office of Criminal Justice Ed Hill, Mayor's Office to End Domestic and Gender-Based Violence
Civil Legal	Amy Barasch, Her Justice Anna Maria Diamanti, Brooklyn Legal Services
Community-Driven Solutions	Anne Patterson, STEPS to End Family Violence Quentin Walcott, CONNECT Tracey Little, Voices of Women Kenton Kirby, Crown Heights Community Mediation Center James Meagher, Safe Horizon

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If you or someone you know needs assistance,
please reach out to any of the resources below:

NYC Domestic Violence Hotline [1-800-621-4673 \(HOPE\)](tel:1-800-621-4673)

www.nyc.gov/NYCHOPE

**NYC Family
Justice
Center,
Bronx**

198 East 161st
Street,
2nd Floor,
Bronx,
NY 10451
(718)508-1220

**NYC Family
Justice
Center,
Brooklyn**

350 Jay Street,
New York,
NY 11201
(718)250-5111

**NYC Family
Justice
Center,
Manhattan**

80 Centre
Street, 5th floor,
New York,
NY 10013
(212)602-2800

**NYC Family
Justice
Center,
Queens**

126-02 82nd
Avenue, Kew
Gardens,
NY 11415
(718)575-4545

**NYC Family
Justice
Center,
Staten Island**

126 Stuyvesant
Place, Staten
Island,
NY 10301
(718)697-4300