



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

July 3, 2001

Motion 11234

Proposed No. 2001-0313.1

Sponsors Nickels and McKenna

1 A MOTION adopting a plan for the continued
2 improvement of the domestic violence and sexual assault
3 response systems.

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BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

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WHEREAS, the county council recognizes the importance of continued
8 improvement of the domestic violence and sexual assault response system, and

9

WHEREAS, the county council required through Ordinance 14018 a plan for
10 improving the county's response in these areas, and

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WHEREAS, the department of community and human services in conjunction
12 with the department of judicial administration and community based coalitions and
13 providers have prepared a plan describing the history and current status of domestic
14 violence and sexual assault response in King County, and recommendations for
15 improvement to the systems;

16

NOW, THEREFORE, BE IT MOVED by the Council of King County:

Motion 11234

17 The plan entitled "Domestic Violence and Sexual Assault Victim Response:
18 Current Status and Recommendations for Improvement," Attachment A to this motion, is
19 hereby approved by King County.

20

Motion 11234 was introduced on 6/18/01 and passed by the Metropolitan King County Council on 7/2/01, by the following vote:

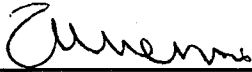
Yes: 12 - Mr. von Reichbauer, Ms. Fimia, Mr. Phillips, Mr. Pelz, Mr. McKenna, Ms. Sullivan, Mr. Nickels, Mr. Pullen, Mr. Gossett, Ms. Hague, Mr. Thomas and Mr. Irons
No: 0
Excused: 1 - Ms. Miller

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



Pete von Reichbauer, Chair

ATTEST:



Anne Noris, Clerk of the Council

Attachments A. Domestic Violence and Sexual Assault Victim Response: Current Status and Recommendations for Improvement

11234

2001-313

**Domestic Violence and Sexual Assault Victim Response:
Current Status and Recommendations for Improvement**

Prepared by:
King County Department of Community and Human Services
May 1, 2001

**Domestic Violence and Sexual Assault Victim Response:
History, Current Status and Recommendations for Improvement
May 1, 2001**

Introduction

This report responds to a proviso in the 2001 King County budget. The proviso calls for a plan for the “continued improvement of the domestic violence and sexual assault response systems.” The plan will address a “full range of community-based prevention, intervention and support services and their relationship to the justice system,” and should assess “the ability of current services to meet needs effectively and keep up with demand,” as well as identifying “priorities for improvement and strategies for implementing the improvements.”

As required by the proviso, we will focus on the community-based response to domestic violence (DV) and sexual assault (SA). Community-based response refers to services provided to victims, offenders and their families by community-based non-profit agencies. The changes and improvements in the Law, Safety and Justice response to domestic violence and sexual assault over the past decade will also be briefly described as they intersect with the community-based response.

Both the domestic violence and sexual assault victim service systems are regional in scope. However, unlike many other communities where services are more integrated, in King County the sexual assault system and the domestic violence system developed separately and continue to be separate in planning, funding, and service provision. To our knowledge, only two agencies in King County- Abused Deaf Women’s Advocacy Services (ADWAS) and Communities Against Rape and Abuse (CARA) - explicitly address both issues. Thus the two systems will be described separately in this report.

The goal of this report is to provide the County Council with recommendations for strategically improving the County’s response to sexual assault and domestic violence in this region.

For a more comprehensive look at various aspects of the DV and SA systems over the past ten years, please refer to the list of documents in the appendix of this report.

Domestic Violence

Overview

The current response to domestic violence in King County consists of a continuum of community-based and legal system services. The community-based response to victims includes 24-hour crisis lines, emergency shelter, (both confidential and non-confidential), transitional housing, community advocacy, support groups and some limited services for children and youth. Community education and coordination efforts exist to varying degrees throughout the County. There are a number of State-certified batterers treatment programs for offenders.

For misdemeanor domestic violence cases, King County District Court has recently established specialized DV Court in three locations: Seattle, the Regional Justice Center in Kent, and Northeast District Court. The DV Court team includes specialized DV Court judges, the newly established DV Unit in the King County Prosecutor's Office (prosecutors who specialize in DV cases, court-based domestic violence victim advocates and protection order advocates) and specialized probation counselors for convicted offenders. In addition, there are felony DV advocates in King County Superior Court. Several municipalities including Kent and Seattle have advocates in their courts and/or police departments. In 1998, the King County Sheriff established a specialized domestic violence unit. Several municipal police departments also have specialized DV/Family Violence Units and the City of Seattle City Attorney's Office has a specialized DV Unit.

The battered women's movement had its origins in the feminist movement of the late 1960's when "wife battering" emerged as a major social issue. This grass roots movement sought to explain domestic violence in terms of gender and power relationships, and to support and validate victims in a culture that believed that domestic violence was a "family problem" that should be resolved within the family. Women began by sheltering other women in their homes, and after a time, the first confidential shelters emerged. King County's first two confidential shelters, New Beginnings and Catherine Booth House (Salvation Army), began sheltering women late in 1976. These two programs were followed in the early 1980's by the Domestic Abuse Women's Network (DAWN) in South King County, and Eastside Domestic Violence Program (EDVP) in East King County. The latter two programs began with crisis lines and advocacy and later added shelters.

The County provided very limited support to domestic violence victims until 1988. During the mid 1980's, some funding was provided through the Women's Advisory Board which implemented a Request for Proposal process each year, and frequently prioritized services to victims of domestic violence. In 1988, King County developed a five-year Domestic Violence Comprehensive Plan to address the growing crisis of domestic violence in our community. Leadership was provided by the Department of Judicial Administration, in cooperation with the Community Services Division Women's Program, with advice and input from an advisory group representing a cross-section of human services planners, service providers, justice agencies and the community at large. The Comprehensive Plan was updated five years later, and continued to be a blueprint for the County's response to domestic violence.

Adding momentum to the Comprehensive Plan was the Health and Human Services (HHS) fund, also established in 1988 to support a variety of social service interventions including domestic violence victim services. One major focus of the fund was to increase services to under-served populations. The HHS fund supported core victim services in South and East King County and existing shelter programs in Seattle. It provided planning funds for new confidential shelters in East and South King County. (Prior to this time, the only confidential shelters that existed were in Seattle.) The HHS fund also supported the development of a system-wide information system to collect demographic and service information on the victims served through King County. It provided

approximately \$55,000 to Harborview for indigent batterers' treatment in 1989, the first funding provided for this purpose by the County. It also paid for two full time advocates for the Protection Order Advocacy Program in King County Superior Court.

In addition to the King County government plans, the Human Services Roundtable issued a regional domestic violence plan in 1990. "Stop Family Violence Now: Steps Toward a Community Free of Family Violence" was a milestone in this region's response to domestic violence. It brought together a working group representing multiple jurisdictions, United Way, community agencies, courts, health, law enforcement, prosecution and private business to set forth a common agenda for how this region would address domestic violence. Many of the initial recommendations in this plan were successfully implemented; others were not. But its importance lies in the shared vision and values that marked the plan.

The Roundtable plan coincided with the availability of the criminal justice "Proposition 2" funding. A joint decision was made by the County, the City of Seattle, and many suburban jurisdictions to use approximately 11% of these funds on domestic violence. These funds precipitated an enormous expansion of the domestic violence victim services response. Twenty-eight new advocates were funded through community-based agencies and court-based legal advocacy was expanded throughout the King County District system. By 1992, ten court-based legal advocates were added whose role was to support, educate and assist victims of domestic violence involved in misdemeanor criminal cases or seeking civil protection orders.

This domestic violence victim response system was developed strategically. Its goal was to provide a continuum of services for victims throughout the County, and to promote collaboration between the criminal and civil justice systems and the community-based system to better serve victims. For several years there was a domestic violence coordinator position in the Community Services Division Women's Program. This person worked within King County and with the City of Seattle, suburban cities, local task forces and others to help keep the system functioning as a system. She also helped increase collaboration between the legal and community advocates. With the loss of this position to a budget reduction in 1994, the Countywide coordinating function was substantially reduced.

Since 1992, ongoing County funding for victim services and batterers treatment has been static with the exception of a few small Council additions for specific projects.

The Need

Although there are no absolute data on the volume of domestic violence incidents in King County, there are many indicators that domestic violence continues to be a major social issue in our community.

- In a 1998 survey of King County adults, 17% of respondents said they had experienced either an assault or injury perpetrated by an intimate partner at some time in their lives.

- The King County Prosecutor's Office filed a total of 1,367 felony and 1544 misdemeanor DV cases in 2000.
- There were 4,999 DV incidents reported by the King County Sheriff's Office in unincorporated King County and 14 contract cities. This has not changed substantially since 1992, when 4,980 incidents were reported.
- Between 1995 and 1999, the King County-funded domestic violence programs served over 10,000 victims, with the number served growing every year. In 1999, intakes were completed on 2,254 clients, not including brief, one-time-only contacts, such as information and referral requests.
- There were over 12,000 turnaways for confidential DV shelter in 2000 (duplicated count).
- Approximately 34,000 children in King County witness domestic violence each year.
- Between 1995 and 1999, 11,686 children accompanied a parent into community-based DV services in King County.

Funding

Federal and State

Funding from the State and Federal government for domestic violence victim services has increased significantly over the past several years. Shelter and safe home programs funded by formula through the Washington State Department of Social and Health Services received \$994,281 in 2000, compared with \$589,924 in 1995. This total is a combination of State and federal pass-through funds, with federal funds representing the bulk of the increase. The State also provides some limited funding for non-shelter based services, approximately \$330,000 is projected for FY2001.

VAWA (the federal Violence Against Women Act) has added victim service funds to King County - approximately \$118,000 per year for the past four years on a formula basis, as well as additional funding of specific agencies through competitive processes.

The City of Seattle successfully obtained the federal "Grants to Encourage Arrest Policies" (GEAP) grant which added approximately 3.1 million dollars for the period of 1998-2000. They have applied for a new round of funds from this same source in 2001, but have been told to expect less funding. These are not ongoing funds and therefore most of the grant application is for time-limited projects rather than ongoing services.

City of Seattle

City of Seattle funding for domestic violence programs has increased over the past several years. For example, excluding GEAP funds, from 1994 to 2001 annual funding for community advocacy increased from \$408,000 to \$681,440, and funding for specialized shelter and transitional housing increased from \$277,000 to \$320,870. However, funding for indigent batterers treatment has been reduced during the same period, from \$84,175 in 1994 to \$66,708 in 2001. This funding has fluctuated over the years depending with the availability of federal funds.

Suburban Cities

Funding from the South County suburban cities has been stable over the last decade. Increased resources have been provided to court-based legal advocacy and the establishment of family violence units in law enforcement agencies. Funding to community based victim service agencies has been flat.

East King County cities have varied somewhat in their funding over the past several years, but overall, funding for domestic violence has been stable. Bellevue increased total human services funding by 20% from 2000 to 2001. Bellevue has also provided cost of living increases each year.

United Way

United Way funding to domestic violence has increased over the past several years. Categorization of funding has changed over this period making exact comparisons difficult. In calendar year 1994, total funding for the area of "Physical, Emotional or Sexual Abuse Treatment Programs" totaled \$2,043,143. Current funding (FY 2000-2001) for the goal area of "A Safe Haven From All Forms of Violence and Abuse" is \$3,584,458. In South King County United Way funding for DV victim services increased from \$231,765 in 2000, to \$261,765 in 2001.

County Funding

In 1989, the Health and Human Services (HHS) Fund added \$192,100 to the Community Services Division budget for community-based victim services, including shelter and advocacy. Prior to this time, County funds represented 4% of the funding to the domestic violence victim services system. In 1989, the combination of HHS and County Current Expense (CX) funding accounted for 14% of all funding, a significant increase.

In 1990 Proposition 2 was passed by King County voters raising the sales tax and providing additional criminal justice revenue to the County. A portion of this was used for domestic violence victim services, boosting overall funding to the system significantly as shown in the following table.

By 1992, overall funding for the domestic violence victim services system reached the levels described by the following table.

1992 Funding for Community-Based Victim Services System

Funder	Community Advocate Expansion	On-going Victim Services	Capital for Shelter and Housing	Total
King County	\$402,185	\$351,258	\$517,925	\$1,271,368
City of Seattle	\$375,000	\$468,260	0	\$843,260
Suburban Cities	\$322,750	\$279,434	\$187,740	\$789,924
United Way	\$4,964	\$258,610	0	\$263,574
TOTAL	\$1,104,899	\$1,357,562	\$705,665	\$3,168,126

However, with the exception of additional support for two transitional housing programs in King County, Anita Vista (YWCA) in Kent (\$49,000 per year) and Consejo Counseling and Referral Service (\$25,527 per year), funding for domestic violence victim services and batterers treatment has shown no increase in the past seven years.

Agency	1994	2001
Abused Deaf Women's Advocacy Services	\$55,288	\$54,282
AABL/NW Network	\$44,287	\$44,011
Catherine Booth House/Salvation Army	\$14,702	\$14,434
Consejo	\$55,288	\$79,809*
DAWN	\$252,157	\$67,250 (six months)**
EDVP	\$200,021	\$201,382
Broadview Shelter/Fremont Public Association (DV)	\$14,702	\$14,434
New Beginnings	\$14,702	\$14,434
Seattle Indian Health Board	\$55,288	\$54,282
Refugee Women's Alliance	\$55,288	\$54,282
YWCA East Cherry	\$55,288	\$54,282
YWCA Shelter	\$14,702	\$14,434
YWCA- South King County	0	\$75,000**

*\$25,527 was added in 1998 to support Consejo's new transitional housing facility; funding for advocacy is \$54,282.

** \$75,000 is being contracted to the YWCA in South King County for community advocacy. The total originally allocated to DAWN for 2001 is \$259,256 and will be used for DV services in South KC.

King County funding for indigent batterers' treatment has gone down slightly in the past 10 years: from approximately \$55,000 in 1989 to \$53,666 in 2001.

Current Services and Gaps

Shelters, Safe Homes, and Transitional Housing

Confidential shelters

These are facilities designed to provide maximum safety to victims of domestic violence who are facing the most lethal circumstances. Locations are kept confidential to protect victims.

	1990	2000
Number of confidential shelters	2	4
Number of beds	34	77
Number of bed nights	12,410	28,105

General emergency shelters also serve victims of domestic violence. Some of these shelters (YWCA, Broadview) have specialized services targeted to victims. It is estimated that 50-60% of homeless women became homeless as a result of domestic violence.

Shelter service is also provided through the use of **hotel vouchers**. Some domestic violence victim service providers and law enforcement agencies have access to hotel or motel vouchers for emergency situations. However with a few exceptions, victims using vouchers do not have access to the same level of advocacy services received by those staying in a shelter.

Safe homes are private homes providing temporary shelter to victims. This alternative was more widely used in the 1980's and early 1990's, and only a few agencies still provide this option. It can be an effective way to provide shelter, but is also complicated by the need for volunteer training, support, coordination, safety and liability.

Transitional housing

Transitional housing is provided for six months to two years to victims of domestic violence and their children. It allows women and their families the time they need to continue dealing with the abuse, and develop the skills they need to move permanent housing and self-sufficiency.

Transitional Housing	1990	2000
Number of units	10-12	72*
Number of bed nights	4,000	26,280

*Broadview's units which are included in this total are not exclusively for victims of domestic violence, although most families served are affected by domestic violence.

Four units are for Spanish-speaking families.

Six units are for domestic violence victims who are also chemically addicted.

Twenty-five units are located in King County outside of the City of Seattle.

According to the "Safer Families, Stronger Communities" report, 10,000 individuals were turned away from shelter in 1990. In 1999, even with the addition of 43 new beds in the interim, 12,536 were turned away. (Note: These are duplicated counts, based on the number of requests received by each shelter.)

Shelter stays have increased over the past several years, due in part to the shortage of transitional and affordable long-term housing options. Fewer families are being served for longer periods of time. In addition, shelter providers report that the women served tend to have many issues in addition to domestic violence, particularly mental illness and chemical dependency. This makes the provision of effective service more complex.

24 Hour Crisis Lines/Access to Services

DAWN, New Beginnings, EDVP, Catherine Booth House and ADWAS each have their own 24-hour crisis lines, a requirement to receive State funding. The Crisis Clinic frequently responds to DV victims as well, but there is no formal coordination between

these agencies. The 24-hour lines are used differently by different agencies. In all cases, crisis intervention and safety planning are provided. Some use their 24-hour line to do intakes with new clients; others don't and there is no coordinated system for referrals. With the current service structure, a victim who is turned away from shelter because of lack of space at one agency would have to continue to call each of the other agencies to determine whether or not she could get into shelter.

The need for a primary point of entry to services for DV victims was identified by the South King County Regional DV Plan as a priority for the region. In 2000, the City of Seattle completed a feasibility study for a regional crisis line, but the result was a decision to not pursue this option at this time. Many DV victims have difficulty accessing community-based services because there are no programs in their own communities, and services are difficult to access through the public transportation.

Community Advocacy/Outreach

A system of community advocacy was established in King County with the 1990 passage of Proposition 2, increasing the local sales tax by 0.1 percent. Community advocates work one-on-one with victims assisting them to develop a plan to maximize their safety, provide support, advocacy and problem solving, and make referrals. Some advocates specialize in legal issues and others in children's issues. Community advocates may also facilitate victim support groups, do community education, and serve on local task forces and committees. King County is unique in its commitment to the provision of culturally specific advocacy services to a number of different communities, including refugees and immigrants; Native Americans and Alaska Natives; Spanish speaking victims; lesbian, bisexual and transgendered persons; African Americans; and Deaf women. King County funds eight community-based agencies for the provision of community advocacy services. New agencies serving specialized populations have emerged over the past several years, but are not funded by King County.

From 1990 through 2000, the Asian and Pacific Islander and Hispanic populations were the fastest-growing segments of the King County population. This change is reflected in the demographics of DV victims seeking services. In 1999, 49% were women of color, compared to 28% in 1992. The largest increase was among Asian and Pacific Islander and Hispanic women.

In 1999, the Seattle/King County Department of Public Health conducted a study of the needs of immigrant, refugee, lesbian, bisexual and transgendered DV victims. Respondents identified several barriers to accessing DV services including:

- Lack of knowledge within their own communities about culture and language-specific DV services,
- Lack of safe, affordable, and culturally-appropriate housing, and
- Unmet needs for childcare and transportation.

Court-based Advocates

Court-based advocates help victims navigate the complex legal system. By 1992, there were protection order advocates in Superior Court, and court-based victim advocates in all divisions of King County District Court. In 1994, additional advocates were added for felony domestic violence cases. Court-based advocates also work in Seattle Municipal Court and other municipal courts throughout the County.

Advocates have expressed additional concerns about the inaccessibility of the King County and municipal court systems for DV victims. These include:

- Lack of available professional interpreters who are trained in the dynamics of DV.
- Lack of explanation to immigrant and refugee women about the workings of the court system.
- DV victims are rarely informed that there is often no linkage between criminal and civil cases in which they are a party.

Children and Youth Services

Although convincing research points to the need for prevention and early intervention, there are few specialized services in King County for children affected by domestic violence. Several domestic violence shelters provide childcare at designated times. There are some structured support/educational groups for children (coinciding with their mothers' support group) to help them process the abuse they have witnessed and experienced. Many community-based agencies also have children's advocates who provide children with similar services as those provided adults by community advocates: safety planning, support, advocacy, education, and problem solving. Providers recognize the needs of children and youth affected by domestic violence. For example, in their 2001-2005 long range plan, New Beginnings, a very respected program for battered women and their children in Seattle, lists as one of their three "new directions" the following: "balancing services for women with services for children and teens." Their goal is to maintain services for women, and to add resources to significantly increase their services for children and teens.

Three initiatives of the King County Community Services Division have tried to partially address non-direct service needs of children affected by DV:

- The Domestic Violence – Child Protective Services (CPS) Collaboration Project was launched in 1997 with the goal of improving communication and collaboration between domestic violence victim service agencies and CPS.
- "Helping Children Who Witness Domestic Violence: A Guide for Parents" is a curriculum developed in 1996 and used to help survivors of DV understand the impact on their children, and how to support them. It is also used with offenders who have completed certified batterers treatment programs.
- The Children's Domestic Violence –Mental Health Project began in 1995 with the goal of improving coordination and collaboration of front-line children's mental health therapists, and domestic violence children's advocates. For four years a

network met monthly for informal training, education and problem solving. Training for professionals in both systems continue.

There is a growing awareness of the extent and seriousness of teen dating violence. Youth Eastside Services, in coordination with Eastside Domestic Violence Program, pioneered teen dating violence prevention and intervention efforts in King County. There are a number of school-based prevention programs throughout the County, and the King County Women's Advisory Board has sponsored the publication of a teen dating violence newsletter: Alert! which is distributed to over 1500 individuals. There are some direct services for teen victims of dating violence throughout the County, but they are limited. There are no services for teen offenders other than Step-Up, which targets youth who have assaulted a parent.

Children who experience DV are always affected in some way, ranging from the immediate impact of the major disruption in their home life, to the potential longer-term emotional and cognitive impact that has been thoroughly documented by researchers. Teens experience DV in a variety of ways; they may be victim/witnesses or perpetrators of family violence in their own families, and they may be victims or perpetrators of DV in a dating relationship.

Many of the service systems that work with families where DV is an issue do not have clear policies or training for their staff around the dynamics of DV, safety planning, maintaining confidentiality, or the specialized assessment required. These systems include:

- family counseling and mental health agencies,
- schools and daycare programs,
- pediatric health care programs,
- individuals who conduct evaluations and investigations for Family Court, including Court Appointed Special Advocates and Guardians Ad Litem.

Specialized training, clear policies and reliable linkages to DV programs for each of these systems would be beneficial to children experiencing DV.

DV Perpetrator Intervention

In order to reduce the ever-growing need for DV shelter, it is essential to find ways to intervene effectively with DV perpetrators. Many DV perpetrators use violence on an ongoing basis, so that when one partner leaves, the violence continues with a new partner.

To date, the King County community has relied heavily on the criminal justice system to reach batterers. Approximately 95% of DV perpetrators enrolled in programs in King County are court-mandated. Most DV perpetrators never receive any structured intervention, as only a small percentage of DV crimes are ever reported to the criminal justice system, and very few DV perpetrators seek help voluntarily.

In 1991, Washington State passed legislation implementing standards for DV perpetrator intervention, and requiring DV perpetrator intervention programs to be state certified. The standards mandate programs to work closely with the court system, with victim service agencies and with other social service agencies that treat DV perpetrators. Programs must hold the DV perpetrators accountable for their behavior, require them to demonstrate some understanding of its impact on the victim and children, and to meet specific treatment goals.

Despite the implementation of state standards, there have been ongoing concerns in King County about the quality of DV perpetrator intervention programs. Initially there was only one half-time staff person monitoring all programs around the state. In 1999, the legislature provided funding to the State Department of Social and Health Services, for an additional full-time staff person to monitor DV perpetrator intervention programs. This should result in a more consistent level of service from state-certified programs.

National research indicates that DV perpetrator intervention programs can be effective for men who complete intervention. Clearly there is a need in King County for

- increased opportunities for DV perpetrators to attend and complete intervention programs voluntarily,
- alternatives to intervention programs for court-mandated DV perpetrators who drop out, and
- early intervention programs for teens who batter their intimate partners.

DV System and Service Coordination

King County is home to many DV coordinating groups, task forces and government councils. Some of these include:

- The King County DV Council chaired by the King County Executive, Sheriff, and Prosecutor, this interagency group focuses on responding to DV issues within King County government and the larger community.
- The King County Coalition Against DV, a non-profit DV advocacy organization, whose membership includes DV programs, health and human services providers, and law, safety and justice personnel.
- The African American DV Task Force, which works on responding to DV in the African-American community.
- The City of Seattle DV Council, a governmental group that focuses on DV issues within the City of Seattle. The Council has subcommittees in the areas of education/training, services, media, the criminal justice system, and technology.
- "Protecting Our Elderly Together," (POET), a committee of Seattle and King County governmental and social services agencies who work in the area of elder abuse. The Committee provides opportunities for networking, education, and staffing of particular cases.

- The King County DV Coordinating Committee, an internal county government group of program managers from health, community services, detention and the courts.
- The South King County Human Services Forum: DV Subcommittee is comprised of representatives from more than ten cities in South King County, who are working on strengthening DV services in that region.
- Federal Way, Renton, Kent, Kirkland and Tukwila each have DV Task Forces which are partnerships between government and community agencies that work to coordinate local DV response efforts.

All of these groups are working on related issues, but there is no single forum or coordinating body to bring together these groups. A comprehensive review of the efforts of all of the DV work groups in King County and coordination of their efforts would be beneficial to the region.

South King County has just completed a planning process to identify challenges, barriers and needs in their community related to domestic violence. This was in part the result of changes in service offered by Domestic Abuse Women's Network (DAWN), the only primary provider of services for DV victims in South King County. Many public funders have shifted funds previously earmarked for DAWN to provide DV services directly or through other agencies. This shift raises both challenges in terms of coordination of services, and opportunities to look at models of collaboration and improved connections among DV agencies and between DV and other systems.

As described above, there are many different agencies providing services to DV victims and their children and to DV perpetrators, but there is little formal coordination between service providers. This can result in barriers to service for victims, and opportunities for perpetrators to evade accountability.

Some of the key gaps in coordination are:

- between DV victim service agencies and other agencies serving DV victims, such as mental health, health care, child protective services, and chemical dependency treatment providers,
- between DV perpetrator intervention programs, and between these programs and other community-based programs serving DV perpetrators,
- between court systems that process DV cases: for example a couple could have a criminal misdemeanor case in Seattle Municipal Court, a contested custody case in King County Superior Court, and another criminal case in Renton Municipal Court, and there would be no linkages between these cases. The judges hearing each case might be aware that another case existed but would not have information about the conditions of the court order issued by the other courts. This lack of coordination can result in the issuance of conflicting court orders.

Because of the potentially lethal nature of DV, the gaps in coordination can be dangerous not only to victims and their children, but also to the entire community.

Judicial Input

District and Superior Court Judges were asked to identify major gaps in DV services from their perspective, and responded with emphasis on the following issues:

- Additional staff for the supervision and oversight of agencies certified to provide DV treatment.
- Affordable batterers' treatment.
- Additional trained providers who can assess for domestic violence in family law cases – dissolution, custody and visitation.
- Culturally appropriate batterers' treatment.
- Treatment for “non-traditional” DV cases: brother-brother, mother-daughter, roommates, etc.
- Supervised visitation – accessibility, quality, quantity.
- Additional services for children affected by domestic violence.
- Transitional housing for victims and their children.
- Resources for non-offender/victim counseling to address child protection issues and to understand the impact of domestic violence on children.
- Services for male victims.

Outcomes of Victim Services

The King County Community Services Division has maintained a DV data system for over ten years. The Domestic Violence Victim Services Client Information System collects demographic, abuse history, service provision and outcome information on victims served primarily by County-funded agencies.

A recent report by the Community Services Division concludes that the majority of clients do benefit from services. The great majority of clients (93.8%) said that they thought their situation had improved as a result of using victim services. This percentage was constant over the past five years. When asked to describe in what ways their situation was improved, most victims mentioned the social support and the time to get things back together.

- Eighty-three percent of the clients believed their level of personal safety had improved since entering the program, with 44.2% saying it was “much improved.” Only 2.2% said it was worse. Less contact with the abuser was the most common explanation given for the increased sense of personal safety.
- Ninety-five percent of clients could articulate a safety plan. Development of a safety plan is considered a valuable outcome for victim services clients. Safety plans are individualized plans, created with an advocate, to increase safety while living in an abusive situation.
- About four fifths of the clients (81.1%) believed that their level of self-sufficiency had improved since entering the program; 36.6% that it was “much improved.”

- In the opinion of program staff, 28.5% of clients served had an “excellent” understanding of domestic violence and its dangers by the time of the progress report. Another 44.5% were considered to have a “good” understanding. These percentages increased over the five years of the study from a combined total of 67.6% in 1995 to a total of 81.1% in 1999. As with safety planning, understanding domestic violence and its risks is a vital first step in moving clients to greater safety.

Transitional housing programs funded by the County have additional outcomes related to movement into more permanent housing. An average of 60% of transitional housing clients moved into permanent housing in the year 2000.

Sexual Assault

Overview

The current continuum of services for sexual assault victims is organized according to a statewide framework. According to the framework, **core services** include 24-hour crisis response, information and referral, legal and medical advocacy, general advocacy, education and system coordination. All of these services must be provided by State-accredited “Community Sexual Assault Programs” (CSAP) with the exception of education, which can be subcontracted. In King County, there are four CSAP’s: Harborview Center for Sexual Assault and Traumatic Stress (HCSATS), the Children’s Response Center (CRC), King County Sexual Assault Resource Center (KCSARC), and Abused Deaf Women’s Advocacy Services (ADWAS). CSAP’s are also responsible for ensuring that **specialized services**, defined as therapy, support groups and medical evaluations, are available in each county. In King County, this is accomplished through work of the CSAP’s and through subcontracts with five agencies serving specific targeted populations: Consejo Counseling and Referral Service, Asian Counseling and Referral Service, Asian Pacific Islander Family Safety Center, Refugee Women’s Alliance, and Seattle Counseling Service.

Along with battering, rape emerged as a major public issue in the late 1960’s with the momentum of the feminist movement. Early leaders of the movement encouraged women to speak out about their experiences as a first step toward removing taboos about these deeply personal and painful secrets. The “anti-rape” movement of the 1960’s and 70’s focused first on rape and later on childhood sexual victimization. Locally, speak-outs on rape held in 1972 on the University of Washington campus led to the establishment the first Rape Relief Programs in King County: Seattle Rape Relief (1972), Sexual Assault Center (1973), King County Sexual Assault Resource Center (1974), Center for the Prevention of Sexual and Domestic Violence (1977) and Abused Deaf Women’s Advocacy Services (1986).

The County provided some ongoing funding to King County Sexual Assault Resource Center (formerly King County Rape Relief) through the 1980’s. Records show that Children’s Response Center (formerly Eastside Sexual Assault Center for Children) received some county funds as far back as 1987. In 1989, County HHS funds were added to KCSARC to provide services to sexually victimized children in South King County. In

1992, additional CX funding was added to Harborview, Children's Response Center and KCSARC. Harborview was funded for medical forensic services and Children's Response Center for a variety of children's services.

The Need

As in domestic violence, there is no absolute way of determining how many individuals are sexually victimized each year and in need of services. However, indicators of need exist:

- One of three girls and one of five boys has experienced sexual assault before age 18.
- The Criminal Investigations Division of the King County Sheriff's Office recorded 629 special assault offenses in 2000. (Special assault offenses include the range of sex offenses from rape through sex offender registration violations.)
- In 2000, 3,159 referrals were made by police jurisdictions in King County to the Special Assault Unit of the King County (note: approximately 62% of these were DV cases)
- 20% of college-age women are sexually assaulted during their college career, most by dates or acquaintances.
- In a survey of high school students, 56% of girls and 76% of boys believed forced sex was acceptable under some circumstances.

Funding

Public funding for sexual assault victim services has increased significantly over the past decade.

A look at overall funding of services showed this breakdown for King County in 1994:

Distribution of Sexual Assault Victim Services Provider Funds, 1994

Source	Estimated Amount	Percent
State of Washington (excluding Crime Victim Compensation and Medicaid)	\$895,000	30%
King County	\$416,000	14%
Cities	\$562,000	19%
Fees	\$541,000	18%
Community (United Way, Women's Funding Alliance, private fundraising)	\$538,000	18%
Total	\$2,952,000	

State and Federal

Statewide in FY1988 Washington rape crisis programs received a total of \$55,000 in State funding. The first significant State funding to sexual assault victim services came in 1990. Funds were distributed through a competitive process until 1996 when a State plan

took effect and a funding formula was put into place. Twenty nine percent of funds for core services are distributed equally among regions, with the remaining 71% distributed on a per capita basis. This formula funding resulted in a net loss of funds for King County providers, but increased predictability and security of funding. In 2001, State funds to King County sexual assault victim service providers totaled \$1,106,786, about 34% or \$373,368 allocated to core services and 66% or \$733,418 allocated to specialized services.

City of Seattle

City of Seattle funding for sexual assault victim services increased from \$360,803 in 1994 to \$724,867 in 2001. Current funding is provided to Harborview, Abused Deaf Women's Advocacy Services, King County Sexual Assault Resource Center, and Communities Against Rape and Abuse.

Suburban Cities

Eighteen South King County cities funded KCSARC for a total of \$202,000 in 2001 ranging from \$1000 from the City of Covington, to \$32,144 from the City of Auburn. In 1991, KCSARC received a total of \$156,972 from suburban cities.

Suburban cities in East King County have been more responsive in supporting Children's Response Center in the past several years. Bellevue provides \$37,000, Redmond and Kirkland \$15,000 each and the rest range from \$1500 to \$4,600 per year. Shoreline and Kenmore are funding services for the first time this year and a total of 10 municipalities are funding some services.

United Way

For the July 2000 to June 2001 fiscal year, KCSARC received \$160,219 from United Way on behalf of the CSAP's. The majority of these funds go to KCSARC, HCSATS and CRC. However along with State funds and Violence Against Women Act funds, United Way funds are used to create a system where \$132,000 is subcontracted to five specialized service providers for outreach and services in underserved communities.

King County Funding

King County funding for sexual assault victim services has increased dramatically since 1989, with the bulk of the increase going to King County Sexual Assault Resource Center.

County Funding to Sexual Assault Victim Services Providers

	1989	2001
King County Sexual Assault Resource Center (formerly King County Rape Relief)	\$161,517	\$455,627
Children's Response Center (formerly Eastside Sexual Assault Center for Children)	\$31,200	\$67,714
Harborview Center for Sexual Assault and Traumatic Stress (formerly Harborview Sexual Assault Center)	0	\$87,714

For 2001, King County provides approximately 25% of KSARC's budget, about 6% of Harborview's direct services budget, and about 7.5% if Children's Response Center budget.

Current Services and Gaps

Core Services

Core services are defined by the State as those services that should be available in every community and delivered by agencies with a primary commitment to sexual abuse/assault victimization. These include the following:

Crisis Intervention is an immediately available personal response provided by a trained helper to an individual presenting a crisis related to sexual abuse or assault. Crisis intervention is available 24 hours per day and may be provided in person or by phone.

A second core service is **information and referral**, a response to direct requests for information or assistance related to sexual abuse/assault.

Community Sexual Assault Programs are also required to provide advocacy:

- Legal advocacy assists victims to gain knowledge of criminal justice system, and gain access to participation in the system. This service has increased greatly in King County since the Regional Justice Center opened. KCSARC now provides legal advocacy for all cases where criminal charges have been filed, with the exception of Seattle Police Department cases.
- Medical advocacy assists the victim to regain personal power and control as they receive medical care; it also encourages improved responsiveness of service providers. Harborview provides most medical advocacy in King County.
- General advocacy is personal support or assistance in accessing sexual abuse related services.

Other core services include **education prevention services** which entail information and awareness, community skill building and social change, and **system coordination**—developing working relationships among programs and services with a role in serving sexual assault victims. The goal of system coordination is to improve services to victims.

The King County CSAP's have recently requested the State Office of Crime Victims Advocacy to reconsider its interpretation of how both core and specialized services are allocated by KCSARC and Harborview, with both agencies providing the range of services, but with KCSARC providing more of the core services and Harborview more of the specialized services. Children's Response Center maintains a role as the primary provider of both core and specialized services for children 0-18 in East and North King County.

Specialized Services

According to the State framework, each community must also provide an array of specialized services, although these do not have to be provided by the accredited CSAP. These services, currently provided by the CSAP's, include the following:

- **Therapy** is defined as a professional relationship within a theoretical framework that involves a specified helper gathering, systematizing and evaluating information and using techniques to address the effects of sexual abuse/assault. The goal is to ameliorate the effects of the assault or abuse, and to promote healing.
- **Support groups** are regular facilitated meetings of victims of sexual abuse/assault with a supportive and educational focus.
- **Medical evaluation** is a specialized medical examination and/or consultation or interpretation provided for the purpose of evaluating and treating sexual abuse/assault.

On behalf of all the CSAP's, Harborview subcontracts with Consejo Counseling and Referral Service, Asian Pacific Islander Family Safety Center, Refugee Women' Alliance and Seattle Counseling Service for Sexual Minorities provide specialized outreach services to these populations under subcontract with Harborview.

An additional group involved in sexual assault victim services is Communities Against Rape and Abuse (CARA). In 1999, Seattle Rape Relief closed its doors. Several months later, a new agency spearheaded by former volunteers of Seattle Rape Relief emerged. This agency, CARA, uses a community organizing model within the City of Seattle focusing on three underserved communities: people with disabilities, African Americans and teens.

Gaps in services include therapy for adult survivors of childhood sexual abuse and for adult rape victims. There are also insufficient resources for broad community education and school based prevention programs.

Judges who responded to our request for feedback had little to say about sexual assault victim services. One gap noted was the high cost of assessments for children who are not dependents of the State and have allegedly been sexually abused. This refers to family law, not criminal cases.

(**Note:** Both HCSATS and CRC offer these services on a limited basis. Low-income clients may access services if referred by Child Protective Services.)

The Special Assault Unit (SAU) of the King County Prosecutor's Office was one of the first units in the country to deal exclusively with cases involving the sexual and physical abuse of children, as well as sexual offenses against adults. Specially trained prosecutors staff the SAU at the downtown Seattle courthouse and the Regional Justice Center in Kent. Forensic interviewers are available at both sites to assist law enforcement with interviewing children. The SAU has a long-standing protocol which guides collaborative working relationships with law enforcement, Child Protective Services, local providers of

advocacy services. KCSARC, HCSATS, CRC and the Seattle Police Department's Crime Survivor Services provide comprehensive support and advocacy for victims throughout the legal process. In addition, the Prosecutor's Office has "Kids' Court", a day long experiential and activity based program where child victims of sexual assault who face testifying in a criminal case learn about the legal process and experience court as a place that is safe and respectful to them.

Outcomes

The State of Washington carried out the "Sexual Assault Outcome Evaluation Project" in 1998 and 1999. The goal of the evaluation was to demonstrate that services delivered by Community Sexual Assault Programs meet defined goals and have desired outcomes for their services. It focused on adults, or adults being served on behalf of a child who received the defined core services of information and referral, crisis intervention, medical advocacy and legal advocacy. Detailed background, tools, and results are contained in their final report, published in August 1999. This project was a step toward standardizing outcome measures for accredited Community Sexual Assault Centers throughout the State, a process that is ongoing.

King County requires outcome statements in its contracts. Outcomes for the three agencies funded by King County for sexual assault victim services are not the same, since the services we fund vary from contract to contract. In addition, when possible, we have tried to use outcomes similar or identical to those required by other funders, in order to reduce the data collection burden on providers.

2000 selected outcome data is as follows:

King County Sexual Assault Resource Center:

- **Professional Training** – 92.3% of respondents indicated that the materials and training helped them in their work with young people (survey 6 months after the training).
- **Child Therapy** – 100% of parents reported that therapy met the needs of their children/teens.
- **Crisis Line** – 74.1% reported good or excellent information increasing their understanding of impacts of sexual assault.
- **Legal Advocacy** – 84.7% reported increased knowledge of the criminal justice process and 82% reported that legal advocate was good or excellent in keeping them informed re: status of the case.

Children's Response Center:

- **Child Therapy** – 65% of child counseling clients met all their counseling goals.
- **Overall Services – Client Satisfaction** – 96% rated overall services as good, very good or excellent

- **Community Professionals – Client Satisfaction** – 100% of community professionals rated good, very good or excellent satisfaction with CRC’s community coordination, networking and availability of services.

Note: CRC is currently piloting the use of the Child and Adolescent Functional Assessment Scale as an outcome tool. For all children in therapy, they are using the assessment within the first month of contact and then again at termination. This measure addresses overall functioning and is not specific to sexual assault. There will be some data on this in early 2002.

Harborview Center for Sexual Assault and Traumatic Stress:

- **Overall Helpfulness of Services:** 71% found services helpful.

Note: In 2001, Harborview will using the following outcome indicator: maintain or increase the number of clients served who report that program medical forensic and advocacy services enabled them to make informed decisions and/or effectively engage in optimal prosecution of sexual offenders.

Recommendations for Future County Role

The 1990 “Stop Family Violence Now” plan produced by the Human Services Roundtable called for local teams and a countywide team to “assure that service delivery happens in an agreed upon, consistent manner with mechanisms in place for solving problems that may arise among the various systems involved.” Domestic violence must be addressed regionally. However, given the changes in the political and demographic landscape of King County in the past decade, it is time to re-look at sub-regional mechanisms for improved coordination and more effective service delivery as a first step. Increased coordination among domestic violence providers, between domestic violence and sexual assault providers, and between these and other related systems: chemical dependency treatment, mental health, housing, child protective services, is critical.

Leadership for planning and implementation of the sexual assault victim services response has been assumed by the State. It will be the County’s responsibility to participate with and support the State as this system evolves.

In spite of the critical budget situation facing King County, there are many actions that can be taken to improve the domestic violence and sexual assault response systems.

Sub-regional and regional coordination: priorities and strategies for implementation

- Participate in on-going sub-regional coordination; work with United Way and South King County cities on implementing the South King County Domestic Violence plan and consider a similar process in North and East King County.
- The domestic violence community advocacy system has formally been in place for ten years, and has evolved differently in each provider agency. The County should

consider contracting with an independent consultant to examine the domestic violence community advocacy system, identify common elements and determine a basic set of services and standards for services that should be available to all victims in King County.

- Consider ways to improve collaboration between sexual assault and domestic violence victim services providers sub-regionally, particularly in the areas of teen dating violence prevention and intervention.
- Maintain a focus on system coordination—within domestic violence and sexual assault and between these and other systems.
- In collaboration with suburban cities and the City of Seattle review the equity of public funding within domestic violence and sexual assault victim services systems.

Funding and internal County response: priorities and strategies for implementation:

- Maintain funding for victim services.
- Determine the basic set of services King County is committed to fund for domestic violence and sexual assault victims in King County, and ensure predictability of funding for providers.
- Prioritize prevention, very early intervention, children and teen services for any new funding.
- Continue to staff and strengthen King County Domestic Violence Council.
- Invite King County Council staff participation on the King County Domestic Violence Council's subcommittee on children's issues.
- Strengthen legislative advocacy on policy and funding issues of importance to domestic violence and sexual assault victims

Appendix

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