



Chicago Department of Family & Support Services

DIVISION ON GENDER-BASED VIOLENCE

2023 PROGRAM PORTFOLIO AND STRATEGIES





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BACKGROUND



DFSS staff share materials and resources at a community event in 2022.

What is Gender-Based Violence?

Gender-based violence (GBV) refers to harmful acts directed at an individual based on their gender. It is rooted in gender inequality, the abuse of power and harmful norms. GBV is an umbrella term for a range of interpersonal violence including, but not limited to, sexual harassment, sexual assault, domestic violence, and sexual exploitation. Domestic violence and sexual assault are thought of as subset behaviors of GBV while human trafficking is not exclusively a GBV behavior. Examples of GBV include child marriage; female genital mutilation; sex trafficking; intimate partner violence; and sexual, emotional or psychological violence.

Domestic violence (DV) is a pattern of assaultive and coercive behaviors, including physical, sexual, and psychological attacks, as well as economic coercion, that adults or adolescents use to gain power and control over their intimate partners. An intimate partner can be a boyfriend

or girlfriend, dating partner, sexual partner, or spouse. But DV is not limited to someone with whom the survivor has been sexually intimate or living in the same household; it may be a non-household member or caregiver. Domestic violence is lethal, common, and affects people of all cultures, religions, ages, sexual orientations, educational backgrounds, and income levels.

Domestic violence is a crime, and it happens in many different ways. Domestic violence is one of the most under reported crimes throughout the U.S. Even when reported, many survivors find themselves forced to spend hours, days and even months trying to navigate fragmented social, governmental, and law enforcement agency services. Each systemic process to seek assistance to break the cycle of violence subjects the survivor to reliving their trauma while trying to keep themselves and their loved ones safe.

Human Trafficking (HT) is when an individual is compelled through force, fraud and/or coercion for the purposes of commercial sex, which is an exchange of a sexual act for anything of value that is given to or received by any person, and/or forced labor. For minors engaged in commercial sex, force, fraud and/or coercion is not required to be proven. Though HT is often fueled by bias-based harm, it is not exclusively GBV.

Sexual assault (SA) is any sexual contact or behavior that occurs without explicit consent of the individual. Some forms of sexual assault include attempted rape, fondling or unwanted sexual touching, forcing an individual to perform sexual acts, such as oral sex or penetrating the perpetrator's body, and penetration of the survivor's body, also known as rape.

Stalking is a crime that occurs when someone knowingly acts in ways that put another person in fear of their safety or the safety of their friends and family – or ways that put them in great emotional distress. This could include an act such as surveilling someone and threatening them, which puts them in reasonable fear of their safety. Common actions associated with stalking include following someone, repeatedly harassing or threatening them through various means such as phone calls or text messages, showing up uninvited at someone’s place of employment or home, vandalizing the property of the victim.

Language of Gender-Based and Domestic Violence

Below are a few of the terms and phrases used to describe the components of an abusive relationship as well as remedies:

Civil No Contact Order (CNCO) – According to the Illinois Coalition Against Sexual Assault, a CNCO is a civil “stay away” order for rape victims who do not have a relationship with the offender. Under a CNCO, the court orders the offender not to have any contact with the victim.

Dating violence - This refers to abuse that happens between two people who are dating and is typically used when discussing violent teenage relationships.

Domestic violence (DV) - a pattern of assaultive and coercive behaviors, including physical, sexual, and psychological attacks, as well as economic coercion, that adults or adolescents can use to gain power and control over others. An intimate partner can be a dating partner, sexual partner, or spouse. Violence is not meant to connote criminal law violations but can and does include civil matters such as sexual harassment which often does not trigger criminal statutes. Violence includes but is not limited to physical acts.

Emotional abuse - Using a survivor’s emotions or manipulating their mental state in order to control them is referred to as emotional or psychological abuse. The abuser tries to tear down a survivor’s self-esteem through mind games, insults, humiliation, or attempting to convince the survivor he or she is mentally unstable or to blame for the abuse. This can also be known as verbal abuse.

Financial abuse - This is when an abuser uses finances to exert power and control over a survivor. This may include stealing the survivor’s money, making a survivor beg for money, giving a survivor an allowance, opening credit cards in the survivor’s name in order to ruin the survivor’s credit, preventing the survivor from accessing bank accounts or not allowing the survivor to get a job.

Forensic Interview - According to the National Children’s Advocacy Center, a forensic interview is a single session, recorded interview designed to elicit a child’s unique information when there are concerns of possible abuse or when the child has witnessed violence against another person. The forensic interview is conducted in a supportive and non-leading manner by a professional trained in the NCAC Forensic Interview model. As of January 1, 2022, every child reported to the Department of Children and Family Services or law enforcement to be a victim of sexual assault or sexual abuse whose case is accepted by either agency for investigation has the right to have that child’s forensic interview conducted by a forensic interviewer from a children’s advocacy center accredited according to the Children’s Advocacy Center Act and serving the child’s area or jurisdiction where the incident (s) occurred, when such service is accessible based on the CAC’s available resources.

Gender-based violence (GBV) - harmful acts directed at an individual based on their gender. It is based in gender inequality, the abuse of power and harmful norms. GBV is an umbrella term for a range of interpersonal violence including, but not limited to, sexual harassment, sexual assault, domestic violence, sexual exploitation, and human trafficking. Examples of GBV include:

- Physical violence
- Emotional violence
- Sexual violence
- Sexual harassment
- Discrimination based on gender
- Sexual exploitation
- Human trafficking
- Workplace violence
- Economic/financial abuse
- Coercive manipulation
- Harms related to immigration
- Stalking and harassment, including via electronic communications
- Reproductive coercion
- Discrimination and/or targeted violence based on sexual orientation and/or gender identity
- Institutional violence

GBV intersects with many systems of oppression, including racism. GBV may affect persons regardless of gender, age, ethnicity or race, and economic status but people of color, and especially Black and Latinx people are at an increased likelihood of experiencing domestic violence in Chicago and they face different challenges in seeking help than their white counterparts. The Citywide Strategic Plan to address Gender-Based Violence and Human Trafficking (<https://www.chicago.gov/content/dam/city/sites/public-safety-and-violence-reduction/pdfs/GBV%20strategic%20plan%20FINAL.pdf>) outlines that GBV is primarily experienced by women of color.

Human Trafficking – Human trafficking is an umbrella term that is inclusive of sex trafficking and labor trafficking. According to the U.S. Department of Justice, “human trafficking, also known as trafficking in persons, is a crime that involves compelling or coercing a person to provide labor or services, or to engage in commercial sex acts. The coercion can be subtle or overt, physical, or psychological. Exploitation of a minor for commercial sex is human trafficking, regardless of whether any form of force, fraud, or coercion was used.”

Intimate partner violence - This is for the most commonly understood form of domestic violence. While domestic violence typically refers to abuse happening between two people in a relationship, including a spouse and partner, parent and child, siblings, etc., intimate partner violence refers more specifically to abuse by a spouse or ex-spouse, or a dating partner or ex-dating partner. Intimate partner violence does not require sexual intimacy in order to occur.

Order of Protection (OP) - An OP is issued by the circuit court and is designed to stop violent or harassing behavior, including stalking. It is free to obtain and emergency order often lasts for about a week, giving a survivor time to file for a temporary restraining order.

Sexual Violence - Sexual violence is defined as any sexual act, attempt to obtain a sexual act, unwanted sexual comments or advances, or acts to traffic, or otherwise directed against a person's sexuality using coercion, by any person regardless of their relationship to the victim, in any setting, including but not limited to home and work.

Stalking No Contact Order (SNCO) – Similar to a CNCO, the SNCO is a civil “stay away” order for victims of stalking who do not have a relationship covered under the IDVA with the offender and do not qualify to file a CNCO. Under an SNCO, the court orders the offender not to have any contact with the victim. To file for an SNCO, there must be two or more incidents that show a course of conduct amounting to stalking.

Safety Plan - An advocate can help a survivor develop with a safety plan, which is a series of steps the survivor is planning to take to keep her and her children safe from an abuser, and/or to leave their abuser.

The Illinois Attorney General provides a PDF you can download that compares an OP, CNCO, and SCNCO including eligibility, protections, and type of violation. You access that form at the following link:

<https://www.cookcountycourt.org/ABOUT-THE-COURT/County-Department/Domestic-Violence/Orders-of-Protection>

Impact of Gender-Based Violence in Chicago

More than 41% of women and 26% of men in the United States have experienced rape, physical violence, and/or stalking by an intimate partner in their lifetime (<https://www.cdc.gov/violenceprevention/intimatepartnerviolence/fastfact.html>) One in 3 women and 1 in 4 men have experienced severe physical violence by an intimate partner at some point in their lifetime. Data from U.S. crime reports suggest that about 1 in 5 homicide victims are killed by an intimate partner.

On average, nearly 20 people per minute are physically abused by an intimate partner in the United States (https://www.cdc.gov/violenceprevention/pdf/nisvs_report2010-a.pdf) For one year, this equates to more than 10 million women and men. Domestic violence is one of the top three causes of homelessness among families in almost two-dozen major cities surveyed nationwide (https://nnedv.org/wp-content/uploads/2019/07/Library_TH_2018_DV_Housing_Homelessness.pdf).

Lesbian, gay, bisexual, transgender, and gender non-conforming (LGBTQ+) people face disproportionate levels of violence at the hands of both strangers and intimate partners. Transgender women are three times more likely to be stalked, experience financial abuse, and/or endure sexual harassment than individuals who do not identify as transgender (http://avp.org/wp-content/uploads/2017/04/2015_ncavp_lgbtqipvreport.pdf). 3.8% of lesbian women and 61.1% of bisexual women have experienced rape, physical abuse, and/or stalking by an intimate partner, compared to 35% of heterosexual women (<https://www.cdc.gov/>

violenceprevention/pdf/cdc_nisvs_ipv_report_2013_v17_single_a.pdf). Men are not immune to abusive relationships - 26% of gay men and more than 37% of bisexual men have experienced rape, physical abuse, and/or stalking by an intimate partner, compared to 29% of heterosexual men.

From 2011 to 2018, Black women made up 66 percent of domestic violence survivors and Hispanic women made up 20 percent, compared with white women at 12 percent. Additionally, women experienced 77 percent of reported domestic violence incidents and constituted 71 percent of survivors of reported domestic violence in Chicago. Women are also more likely to have multiple reports of domestic violence —35 percent of women reported a second incident within this time, compared to about 20 percent of men. (Mayor’s OUR CITY, OUR SAFETY: A Comprehensive Plan to Reduce Violence in Chicago). National data from the pandemic to date is scarce; however, of the survivors served with DFSS funding in 2021, 40% were black/African American and 40% were Latinx. InfoNet, the state database that collects domestic violence service data for the same period for the entire program services served 30% black/African American and 48% Latinx in Chicago.

Human trafficking statistics are varied which is due to a combination of underreporting, lack of research, as well as common misconceptions to what human trafficking is. According to an estimate published by the International Labour Organization (ILO) in 2017, there were approximately 24.9 million victims of human trafficking around the world with 20.1 million trafficked for labor and 4.8 million trafficked for sex. In 2021, the National Human Trafficking Hotline based in Washington, DC received a total 51,073 signals which includes hotline calls, SMS, online reports, emails, and web chats. In the same year, 929 of those signals came from Illinois, 243 cases were identified involving 355 victims. These signals do not include reports made directly to local law enforcement or the Illinois Department of Children and Family Services (DCFS). A 2016 article published by University of Illinois found that 563 allegations of human trafficking made to DCFS were investigated between July 1, 2011 and June 30, 2015 (Havelicek et al., 2016). As of January 1, 2022, an alleged perpetrator no longer needed to be in a traditional caregiving role (i.e. parent, teacher, coach, etc.) so investigated allegations of human trafficking were expected to increase but have not yet been made available as of the date of this publication.

UNDERSTANDING GENDER-BASED VIOLENCE IN CHICAGO



Gender Based Violence Roundtable

Under-reported or not, the Illinois Domestic Violence Act (IDVA) of 1982 made it clear – in Illinois domestic violence is a crime. The City of Chicago created its Office of Domestic Violence in 1997 to better coordinate with the Chicago Police Department on the City’s response to survivors. A year later, the Office was instrumental in receiving state and local funding to launch the 24/7 Domestic Violence Hotline (Hotline). These accomplishments were made in part of the passage of the Violence Against Women Act of 1994 that brought focus of intimate partner

violence and it to the forefront more so than the passage of the Victims of Crime Act (VOCA) a decade previously. Today, the Division on Gender-based Violence (DGBV) sits within the Department of Family and Support Services (DFSS) and supports the Illinois Domestic Violence Hotline and survivor services for thousands of survivors.

DBGV is primarily focused on providing services for survivors of GBV. There are a number of reasons why survivors are hesitant to seek services, including fear of retaliation and further traumatization (<https://chicago.gov/content/dam/city/sites/public-safety-and-violenc-reduction/pdfs/GBV%20strategic%20plan%20FINAL.pdf>). The average DV survivor may take 7 to 11 attempts to actually leave. Ultimately though, the decision to leave must be that of the survivor. For those survivors who experience GBV from nonintimate partners, the lasting impact of trauma is often unaddressed or dismissed by law enforcement or other systems of care.

Not having control over the actions of the person who causes harm, GBV services therefore are focused on the survivor and/or child(ren). They are provided with support by being given information on their rights and options; provided emotional support on their decisions; provided advocacy or legal assistance in court proceedings; provided supervised visitation or safe exchange with the non-custodial parent to protect the safety of the child(ren) and custodial parent; and referred to other supportive services the survivor may require to establish their economic and emotional independence.

Federal & State Priorities

Federal action to end domestic violence has followed a two-pronged approach. The U.S. Department of Health and Human Services (HHS) administers funding and programs that promote healthy relationships and services to survivors of domestic violence. The U.S. Department of Justice (DOJ) administers regulations and funding that enable a coordinated response to domestic violence and enforcement of laws that hold perpetrators responsible.

DFSS supports the U.S. National Plan to End Gender-Based Violence (<https://www.white-house.gov/wp-content/uploads/2023/05/National-Plan-to-End-GBV.pdf>), which emphasizes stronger coordination between the federal government and municipalities, justice for victims and survivors of GBV, and prevention and intervention models that will reduce the effects of GBV on health, safety, justice, development, and economic growth. The National Plan importantly examines GBV through an intersectional lens, noting how GBV disproportionately impacts people of color, LGBTQ+ individuals, and historically marginalized and underserved communities at higher rates. Through advocacy, DFSS supports numerous pieces of legislation on the federal and state level to strengthen and expand services for victims and survivors of GBV.

Since its enactment, the Violence Against Women Act (VAWA) has been reauthorized in 2000, 2005, 2013 and temporarily in 2018 but finally expiring on February 15, 2021. Through each reauthorization process, lawmakers have incorporated new provisions into VAWA that are informed by the latest research and best practices for addressing gender-based violence against women, men, and nonbinary individuals. The sweeping legislation includes provisions to make safe housing more accessible and bolster economic security by ensuring that state unemployment benefits cannot be denied to individuals who leave jobs due to sexual harassment or assault, domestic or dating violence or stalking. On April 4, 2019, the reauthorization act passed in the House, this time including closing the boyfriend loophole (a gap in American gun legislation that prohibits access to guns by an abuser with previous domestic violence convictions who has been married to, lived with, or conceived a child with the survivor but not physically abusive ex-boyfriends and stalkers). President Biden signed a new VAWA reauthorization in March of 2022, which reauthorizes all current VAWA grant programs until 2027.

The VOCA Fix bill was passed in 2021 which adds a new source of revenue for the Crime Victims Fund and makes changes to formula grants supported by the fund. Specifically, the bill directs revenues collected from deferred prosecution and non-prosecution agreements to be deposited into the Crime Victims Fund. (VOCA funding enables states and localities to establish response networks and services to domestic violence survivors. Chicago uses this state of Illinois pass-through funding to maintain the statewide 24/7 Illinois Domestic Violence Hotline. State VOCA funds survivor compensation, legal advocacy and other legal services directly.

HHS funds states for domestic violence programs through the Family Violence Prevention and Services Act (FVPSA), the primary federal funding stream dedicated to the support of emergency shelter and related assistance for survivors of domestic violence and their children. Funding also supports domestic violence coalitions, which coordinate state- and territory-wide improvements within local communities, social service systems, and programming regarding the prevention and intervention of domestic violence.

The Illinois Department of Human Services (IDHS) and the Illinois Criminal Justice Information Authority (ICJIA) primarily fund the state infrastructure of DV services. IDHS funds many of the emergency shelter, counseling, and legal advocacy programs operated through DFSS. ICJIA consists mainly of pass-through federal funding, and it supports legal programs and maintains the state database for collecting information on survivors. The state and DGBV funding support the statewide Hotline, services, and many programs available in the DV courthouse that comprise of the response to survivors in need.

Under the IDVA, law enforcement officers may try to prevent further abuse by making arrests when appropriate and completing a police report; confiscating weapons where there is probable cause; transporting survivors to provide assistance; informing the survivor of their rights to an order of protection and educating the survivor on preserving evidence. The DGBV and its network provide trainings and workshops for the Chicago Police Department (CPD) on how to offer the survivor useful information that may lead to seeking help.

Laws governing other forms of GBV have been enacted relatively recently. Federal interstate stalking laws were passed in the mid-1990s and Congress enacted the first law regarding human trafficking in 2000 which has since been reauthorized through the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2003, 2005, 2008, 2013, 2017, and 2018. Illinois law came nearly 20 years after the federal law was first enacted through the Trafficking Victims Protection Act which took effect January 1, 2019.

The Victims' Economic Security and Safety Act (VESSA) enacted in 2003 grants employees who are victims of domestic or sexual violence up to 12 work weeks of leave to obtain financial independence necessary to leave abusive situations. VESSA also protects the civil and economic rights of employees who are victims of domestic or sexual violence and employees with a family or household member who is a victim. However, this workplace policy applies to larger companies and does not offer paid time. In 2023, Illinois passed the Paid Leave for All Workers Act that mandates up to 40 hours of paid sick leave to be accrued for every employee in Illinois (with few exceptions). Victims of domestic or sexual violence can use this leave for the purposes described above, without disclosing their status as a victim or survivor. The Gender-based Violence Act enacted in 2004 allows survivors to bring civil actions against their perpetrator for damages, injunctive relief, or other appropriate relief. While these laws are important for survivors, those survivors are unable to collect restitution from low-income perpetrators without the financial means to pay restitution to them.

Local Landscape

Funding for local GBV programs comes primarily from Federal and State agencies directly to service providers or contracted through the DGBV. Limited resources must address crisis counseling, emergency housing, legal advocacy, law enforcement and legal services. Faced with the need to provide alternative sources of funding for such programs, Chicago added a surcharge fee to home share transactions to generate funding for DV homeless shelters. DFSS anticipates the fund will generate sufficient funding from this surcharge to increase the housing options dedicated to survivors and their children. DFSS has allocated funding to the support the current portfolio of domestic violence shelter beds and to create rapid rehousing units to stabilize vulnerable GBV households. Domestic violence shelters provide a safe and specialized space for survivors with qualified case management to serve survivors. Rapid rehousing units provides longer term, stable housing options to help DV survivors establish more independence.

Chicago experiences devastating levels of violence, and this has been especially true since 2016. From January 1, 2016 through December 31, 2020, 3,276 people were killed. There have been 13,546 non-fatal shooting victims, and 101 domestic-related homicides. Serious victimizations, which are comprised of homicides and non-fatal shooting victimizations, represent the most severe forms of community violence. A victimization is a unique event during which an individual becomes the victim of a crime. An individual may be victimized multiple times, and each of those events would be depicted in the data as distinct victimizations.

While these statistics do represent a general increase in violent crime victimization year-to-date, not all victimizations can be tied to gender-based violence. A victimization is a unique event during which an individual becomes the victim of a crime. An individual may be victimized multiple times, and each of those events would be depicted in the data as distinct victimizations.

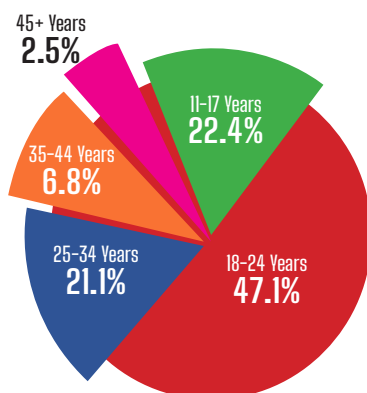
In 2021, the Gender-Based Violence (GBV) Taskforce was formed. The work culminated in the release of the Citywide Strategic Plan to Address Gender-Based Violence and Human Trafficking. The core tenants of the plan are better awareness and training for City government to understand and address gender-based violence; develop a Citywide ecosystem that adequately prevents, responds, and intervenes to address gender-based violence in trauma-informed and culturally specific ways; and invest in critical services to stabilize survivors and increase safety.

Safe and stable housing is a critical need for DV survivors. DFSS is the primary funder of emergency homeless shelter beds, but having sustainable housing resources beyond shelter requires working with housing systems such as the Chicago Continuum of Care (CoC). DFSS works closely with All Chicago, the lead agency for the Chicago CoC, to increase housing resources for DV survivors and the DGBV has participated in the launch and implementation of the GBV Coordinated Entry System (GBV CES).

The Chicago Recovery Plan (CRP) earmarked a \$20 million investment for 2022 through 2024 to expand and create new GBV programs overseen by the DGBV. The investment expands both legal services and rapid rehousing programs for survivors, creates new programming around youth that experience violence and financial assistance for survivors, and seeks to shift cultural norms and bias with a prevention program. Service implementation began in 2022.

Reported Statistics on Gender-Based Violence

As a result of greater reporting by survivors, data shows a DV survivor is typically a female between the age of 25 and 40 usually with young children. While men are also survivors of domestic violence, women are up to eight times more likely than men to be victimized by an intimate partner. Although the largest number of callers to the Illinois DV Hotline and survivors assisted in Chicago fall between the age of 25 and 40, data shows that the incidents of violence tend to start as early as age 11 with the highest incidence of violence among 18 to 24-year-olds. Therefore, education and access to information about the DGBV also includes outreach and awareness programs among teens and young adults about intimate partner violence and how unhealthy relationships continue to set a path of increased violence later.



Division on Gender-Based Violence Budget (FY23)

Intimate Partner Violence IPV includes physical violence, all forms of sexual violence, stalking, psychological aggression, and control of reproductive or sexual health.

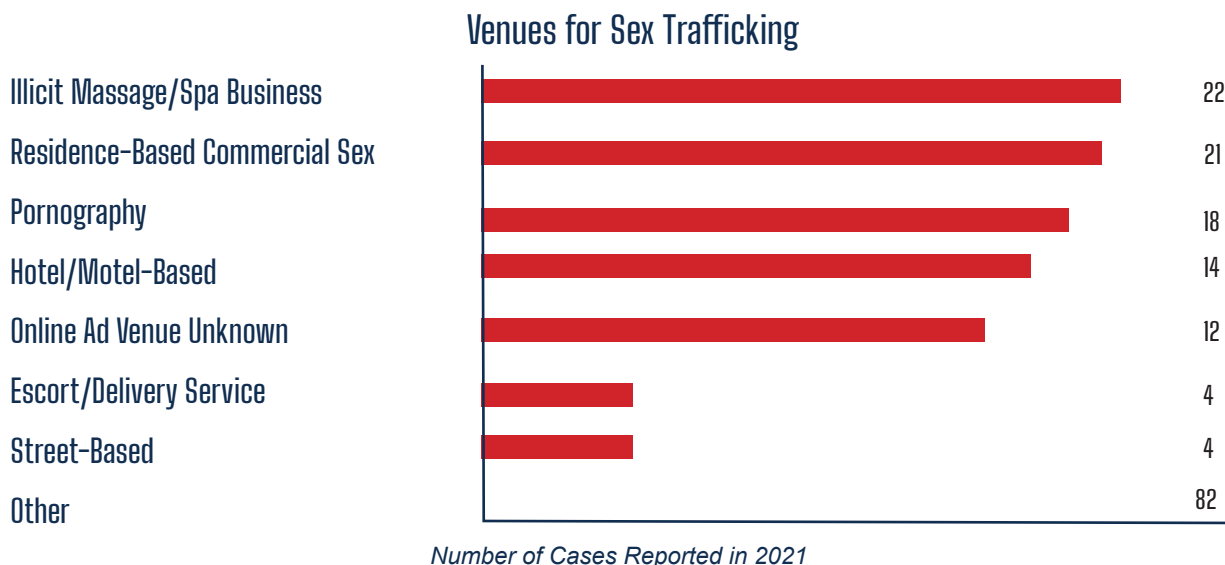
Recent data shows the rates of DV increase among persons that identify as LGBTQ+. People who self-identify as lesbian, gay, or bisexual are at an increased risk of rape, physical violence, and stalking by an intimate partner, and victimization of bisexual men and women is most prevalent. Compared to an estimated 35% of heterosexual women, a greater percentage (61%) of bisexual women will be a survivor of intimate partner violence in their lifetime. Compared to an estimated 20% of heterosexual men, 37% of bisexual men will be survivors of intimate partner violence in their lifetime.



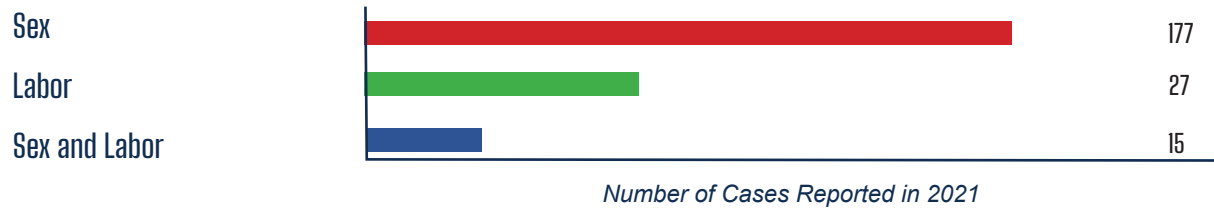
The data for human trafficking has improved along with the enactment to protect survivors, better outreach and engagement, and increase in funding to provide services for survivors. In 2021, the National Human Trafficking Hotline received 929 signals which is inclusive of hotline calls, SMS, online reports, emails, and web chats. Out of these 929 signals, 243 cases of human trafficking were identified involving 355 victims.

A breakdown of types of calls received are provided by the National Human Trafficking Hotline as shown below:

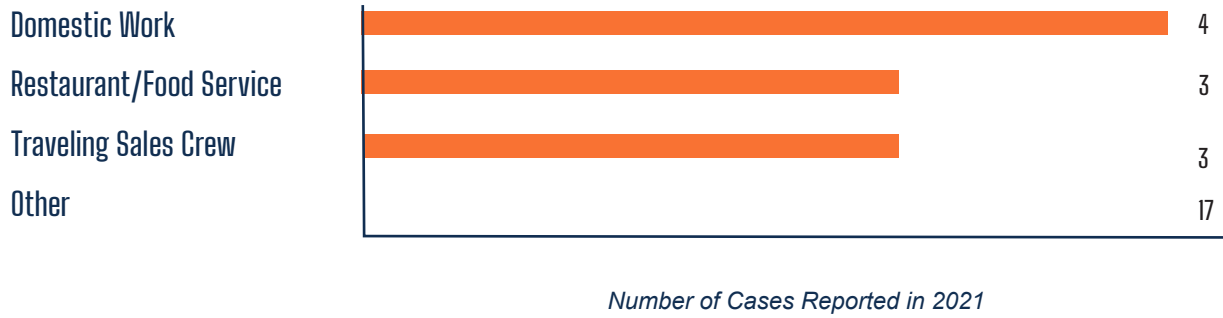
The Hotline receives tips about situations involving sex trafficking, labor trafficking, sex and labor trafficking, as well as situations where the type of trafficking may be unknown or not specified.



Types of Trafficking



Venues for Labor Trafficking

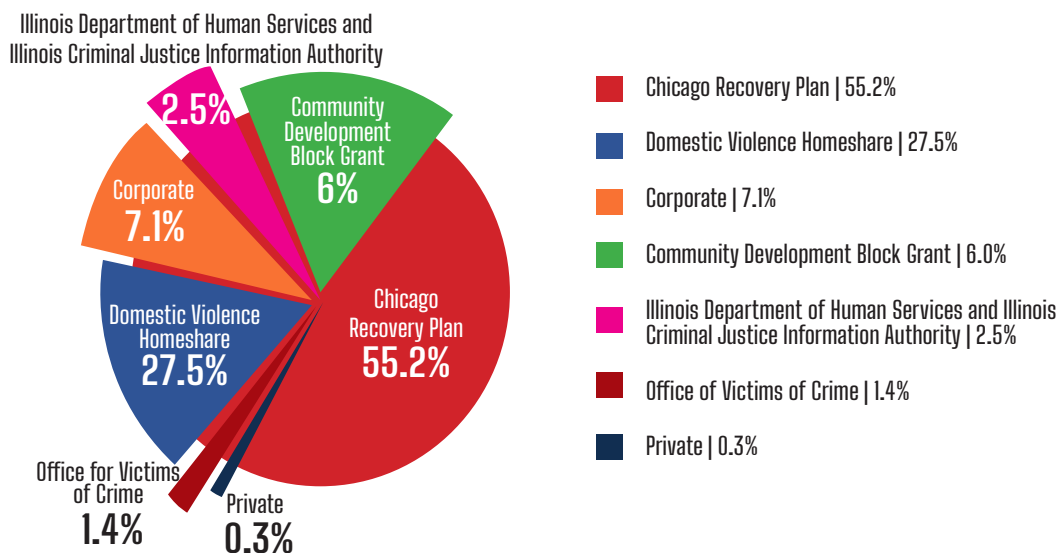


PROGRAMS AND SERVICES SUPPORTED BY DFSS

Between January 1 and June 13, 2023, Chicago has experienced a 3.1% decrease in criminal sexual assault victimizations compared to the same period in 2022. In that same period in 2023, however, Chicago saw a 9.1% increase in aggravated assault victimizations, and a 16.6% increase in aggravated battery victimizations. The number of human trafficking victimizations has decreased by 46.2% (<https://www.chicago.gov/city/en/sites/vrd/home.html>). Year-to-date in 2023, individuals experiencing criminal sexual assault, aggravated assault, aggravated battery, and human trafficking have largely been female, under 30 years old, and minority populations. As the City of Chicago's lead agency for addressing GBV, DFSS' primary role is to ensure survivors experiencing inter-relationship violence have access to services that will enhance their safety and improve their wellbeing. Our DGBV does this in collaboration with 26 delegate agency partners that provide education and awareness of the impact of GBV, the resources available to survivors, how law enforcement should protect survivors, and how survivors can assert their rights under the law. Supporting community outreach is important to ensure that incidents of violence do not go unreported. In 2022, DGBV delegate agencies assisted 26,141 survivors trying to break the cycle of all types of GBV in their lives.

DFSS is the City's lead human and social service agency serving the most vulnerable persons including DV survivors. The Homeless Division funds DV homeless shelters and other housing initiatives for survivors. Both Divisions play a crucial role in emergency response. The DGBV also funds legal advocacy and counseling for survivors and their families. DFSS works closely with the network of domestic violence social service agencies and law enforcement to inform, educate, and break the cycle of domestic violence. The network collaborates on ensuring law enforcement protects survivor safety, education survivors about their rights, helping survivors evaluate their options of legal remedies under the law, and counseling survivors with emotional support.

Division on Gender-Based Violence Budget (FY23)



The DGBV funds access to comprehensive services for survivors and legal advocacy and services in the community. The DGBV works to strengthen the network of existing DV service providers, legal aid organizations, other city departments and funders through collaboration. As addressing DV touches upon other large systems of care (such as health, housing and employment), the DGBV also works with other DFSS divisions to ensure survivors have access to other vital services they may need to stabilize their lives and the lives of their children and families.

Without the City’s CRP investment, the DGBV’s annual budget is just over \$10M. The chart below depicts our annual budget with our CRP investment:

CRP Investments for Survivors

In response to the negative impacts of the pandemic, the City of Chicago has developed an equity-based investment strategy to catalyze a balanced economic recovery and long-term growth, with a total investment of \$1.2 billion through 2024.

Through the Chicago Recovery Plan, the DGBV has been allocated \$20 million to support services to survivors of GBV through 2024. The funding is supporting programs in the following ways:

DGBV Program	Description	Investment
Emergency Financial Assistance	Provide one-time payments of \$1,000 to 4,600 households that have been impacted by GBV.	\$5M
Legal Services	Expand legal representation services to assist 600 survivors of GBV.	\$4M
Prevention and Education	Create a curriculum to educate for the public about GBV prevention and community resources.	\$1M
Rapid Rehousing	Expand up to 24 months of housing and supportive services assistance to 175 GBV households.	\$5M
Services for Youth	Offer 1,000 youth ages 14 to 24 who have witnessed or experienced GBV in the home drop-in, peer-to-peer and case management services.	\$5M



The City of Chicago hosts a Domestic Violence Round Table Discussion with a diverse group of experts at the Cultural Center; October, 2020.

SERVICES FUNDED BY DFSS

The DGBV supports 11 program models serving thousands of survivors and their child(ren) each year. These programs are designed to address the needs of these individuals and families, so that they are able to get help, keep safe, and eventually heal. The program models are:

- Counseling and Advocacy Services
- Emergency Financial Assistance
- Illinois Domestic Violence Hotline
- Legal Services
- Multi-Disciplinary Team Services
- Prevention and Education Awareness
- Resource and Information Advocacy Services
- Shelter and Rapid Rehousing
- Sexual Assault and Child Abuse

Counseling and Advocacy Services

Counseling and Advocacy Services are provided to over 3,000 DV survivors and their children annually. Counselors assist with increasing safety and enhancing family well-being. Basic services include immediate supportive crisis counseling, safety planning and education regarding survivor rights under the Illinois Domestic Violence Act, and ongoing emotional support and case management. In addition, the program Legal Advocates assist survivors in completing paperwork to petition for an OP. Advocates accompany survivors to court for emotional support and to ensure that they better understand court proceedings leading to successfully obtaining an OP. Further, advocates help intervene with other systems such as schools, child welfare.

Emergency Financial Assistance

Survivors impacted by GBV may apply to receive a one-time \$1,000 payment offering the financial freedom to address their victimization or economic instability caused by their experience(s). Any survivor 18 or older may apply on their behalf or for a minor survivor in their household. The application process will also provide the survivor with resources and referrals to services in their area. Funding through the CRP aims to assist 4,600 survivors through December 2023. Funding for this program will expire in 2024.

Illinois Domestic Violence Hotline

One of the most important resources available to survivors is access to the DV Hotline. Operated from Chicago, available statewide and staffed 24/7, the hotline received 37,233 calls, texts, and online chats in 2022 from the whole state. The hotline received 12,838 from Chicago in 2022. The Hotline is instrumental for:

- Survivor Information and Referral Advocates (VIRAs) provide immediate crisis intervention and support 24 hours a day and 7 days a week in over 140 languages.
- VIRAs assess the caller for safety and provide a direct linkage to law enforcement if necessary.
- Referrals to an array of DV services across the state.

Apart from immediate assistance and providing important information on options available to survivors, the most requested assistance is finding shelter or a safe place to flee. In fact, 30% of the callers are seeking some sort of emergency shelter or housing. Survivors also receive referrals for counseling and legal services. After DV service providers, friend or family member is the largest referral source. The DGBV continues to promote the Hotline as access to help.

The DGBV's long-time partner of the DV Hotline, The Network, has been given the opportunity to increase community awareness. Grant funding includes promotional campaigns to raise public awareness and targeting female-oriented businesses such as hair and nail salons. With additional funding since 2018, The Network launched a Teen Dating Violence initiative, an educational campaign targeting persons age 18 to 24 that make up the largest demographic of first-time survivors.

Legal Services

Attorneys assist survivors increase safety and enhance well-being and provide legal representation in domestic violence and family courts for survivors of GBV. Programs educate over 1,000 survivors about their rights under the Illinois Domestic Violence Act and provide legal advice and counseling. Legal service providers provide immediate supportive crisis counseling and safety planning as needed. GBV Legal Services providers assist survivors with sexual violence and trafficking remedies. The CRP allowed for the expansion of this program to all GBV survivors and aims to assist 600 additional survivors.

Multi-Disciplinary Team (MDT) Services

The MDT program is a local collaborative among the Chicago Police Department (CPD), the Cook County State's Attorney's Office (SAO), the DV Hotline and DV Service providers that provide crisis outreach to survivors referred by participating CPD district. Services include crisis counseling, safety planning, and education regarding survivor rights under the Illinois Domestic Violence Act and referral to needed services such as legal services, supportive emotional counseling, and shelter. The MDT then has a case review team consisting of the service provider and SAO consider the case for legal proceedings and even bring criminal charges. The MDT serves approximately 1,600-1800 of the most at-risk cases and still Chicago averages 3 domestic violence-related homicides per month. The MDT aims to prevent such tragic violence by engaging the survivor to seek safety and break the cycle of violence.

Prevention and Education Awareness

CRP funding will allow the DGBV to fund age and culturally appropriate awareness education about GBV. The information sessions will provide information on how to identify and address GBV with resources as takeaways. The education curriculum is aimed to prevent violence among youth and provide caregivers with assistance. Programs will be offered in communities where impacted survivors are most likely to need services. The CRP funding allocated \$1.1 million to award these services through 2024.

Resource and Information Advocacy Services

For any survivor that goes to the DV Courthouse seeking an order of protection, Resource and Information Advocates (RIAs) are on hand to proactively engage survivors at various locations throughout the courthouse to review options available to survivors and assist survivors in determining which options to pursue inside and outside the courthouse. Annually, 3,000 survivors are assisted while seeking to file for an Order of Protection from their abuser.

Sexual Assault and Child Abuse

The Chicago Child Advocacy Center (CCAC) provides services to children who are witnesses to violence (including domestic violence), survivors of commercial sexual exploitation and/or sex trafficking, and/or are identified as at risk of harm. Services are based on an as needed and/or as request basis by local and state agencies and the court. Their target population is children between the ages of 0 and 17 who are reported as suspected survivors of sexual abuse/assault with their non-offending family members and children under the age of 3 and under reported as suspected survivors of severe physical abuse with their non-offending caregivers. The CCAC provides annually over 1,700 children and their non-offending family members with education about the investigation and legal processes and screening for family's needs and priority for mental health services; 100 children with crisis intervention; 550 referrals to mental health services; and 450 caregivers/families referrals to social service (e.g., housing, clothing, food, financial assistance, legal assistance, medical, domestic violence survivor support).

Shelter and Rapid Rehousing Program

DFSS currently operates 140 domestic violence homeless shelter beds that serves nearly 800 survivors per year. These beds are in demand leading to many survivors seeking alternative resources or accepting placement in the suburbs and beyond. Some GBV survivors also do not feel these shelters can accommodate their needs, particularly for survivors with disabilities, male or LGBTQ+ survivors, sex workers, or other reasons. The DGBV offers placement in hotels that addresses some of these barriers to shelter.

The Rapid Rehousing program provides up to 24 months of rental assistance and comprehensive, GBV survivor services. Funding from the Homeshare Surcharge can sustain approximately 30 DV survivor households annually. CRP funding will assist an additional 175 households with Rapid Rehousing and supportive services through 2024. The DGBV also received funding from the Office for Victims of Crime to provide 20 units of housing for sex and labor trafficking survivors.

Supervised Visitation and Safe Exchange

Supervised Visitation services protect the safety of the custodial parent and the child(ren) during a supervised visit between the visiting parent and the child(ren). Safe exchange services protect the safety of the custodial parent during the transfer of child(ren) to the visiting parent for an unsupervised visit. A visitation or exchange in a safe and monitored environment between the non-custodial parent and the child(ren) is important for the ongoing health of the relationship. Safety is facilitated by structural elements of the facility such as separate parking lots, entrance and exits, and separate waiting rooms for custodial and visiting parents. Additionally, staggered arrival and departure times and security cameras are utilized to augment safety. Safe Exchange services are provided to prevent incidents and ensure the

non-custodial parent retains visitation rights. Supervised Visitation and Safe Exchange services covered by this grant are court-ordered due to a history of intimate partner violence between the custodial and visiting parents. Over 500 families a year are assisted through this program.

Youth Services

Youth that are a part of a household where someone else has experienced GBV/HT or they have experienced GBV/HT directly themselves receive community-based services in their current environment to increase their self-determination and self-efficacy (confidence in the ability to exert control over one's own motivation, behavior, and social environment), and other interventions to increase safety, address trauma, and decrease the likelihood of experiencing violence in their adulthood. Comprehensive services include outreach, engagement, and case management or other services. The CRP funding of \$5 million aims to provide services to 1,000 youth impacted by GBV.

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MEASURABLE GOALS



DFSS Commissioner Brandie Knazze delivers remarks.

Successful outcomes are based on whether the survivor was given emotional support to want to take action steps to end the violence. Coercion and forcing a survivor to immediately flee their relationship leads to poor decision-making and possible tragic endings. For other or non-intimate relationship GBV violence, survivors are provided emotional support and intervention to exercise what legal or administrative rights they have.

More often than not, acts of gender-based violence are both spurred and deepened by existing systemic issues including disinvestment, poverty, a chronic lack of social services, ineffective policing, and more. DFSS measures outcomes in as solutions-driven, data-informed approach that are designed by those who have experienced gender-based violence and human trafficking, those who serve communities and work to build trust in marginalized and historically oppressed communities, and City officials.

While providers are held to standard measures on reaching target populations, raising awareness, and educating the public on GBV resources, performance of the service provider is then based on qualitative measures grounded in” after continuous survivor feedback and evaluation.

Below are the essential performance goals that the DGBV holds its providers to, that indicate survivor education and self-awareness:

- Increase the calls to the DV Hotline by 5% to improve the number of survivors that engage and receive services by conducting outreach and community awareness to promote access to resources
- 60% of youth and adults impacted by or survivors of GBV will develop a service plan and show progress towards at least one goal for long-term success
- 50% of survivors who receive the necessary support and assistance in filing for an Emergency Order of Protection will be granted the order to enhance their safety. Emergency Orders of Protection can last for 14 to 21 days.
- 33% of survivors will be granted a Plenary Order of Protection which may provide for more long-term protections for up to two years.
- 66% of households enrolled in Rapid Rehousing will maintain or increase income (employment income and/or benefits) and 70% of households will successfully take over the lease or continue to pay for their housing independently.
- 80% of GBV survivors surveyed will agree that receiving services will make them feel they are better prepared in planning for their safety, informed about their legal options and understand the court process, and feel supported in making their own decisions.

PANDEMIC IMPACT ON GBV RESPONSE

The COVID-19 stay-at-home order essentially cut off access points for not only basic needs such as food and shelter but also emotional support to DV survivors. The response to the COVID-19 pandemic by the DGBV, its partners and delegates resulted in a long-term shift in how those services are delivered. The way the DV Hotline and Legal Advocates that assist hundreds of survivors in Chicago each day was fundamentally changed and will inform and improve how we approach survivor services in the future. The Stay-At-Home Order translated to survivors being frozen in place with their abusers. The network of services had to maintain access via new virtual platforms and adapt to those remote processes implemented by the Court and other systems. The focus was to ensure survivors that needed help were able to access help and continue essential survivor services such as petitioning for an Order of Protection. The DGBV continues to seek additional funding support for the initiatives that were helpful to survivors during down economic times such as cash assistance, hotel placements, access to legal advocacy and services, and rapid rehousing resources.

Access to Domestic Violence Court

During the pandemic, the delegates that provide both Legal and Resource & Information Advocates collaborated to launch the Legal Advocacy Hotline. This hotline provided survivors and other stakeholder crucial information on how to petition for an Order of Protection remotely as the DV Courthouse was closed for in-person hearings. For perspective, the Cook County DV Courthouse conducts hearings on nearly 25 to 30 petitions a day. Legal Advocates converted their entire workflow to remotely file for petitions and accompany survivors to Zoom Court hearings. Despite the challenges these service providers faced, they were able to assist the same number of petitioner/survivors as the previous year while the DV Court was unavailable to in-person hearings. Advocates and the Court recognized the need to maintain a virtual method of seeking Orders. Today, the Court has resumed in-person hearings but also implemented a pilot program to expand hours to access an Order of Protection.

Illinois Domestic Violence Hotline Calls

The COVID-19 pandemic continues to have an impact on the DV Hotline. The Stay-At-Home Order resulted in an increase of contacts to the DV Hotline by 20%. In 2022, the DV Hotline received 37,233 contacts including calls, text conversations or online chats. DFSS ensured continued access for survivors by replacing the outdated phone system and providing additional funding to add staff capacity to manage the volume. Through efforts by the state, the City and the Network, survivors were able to access ride share vouchers and hotel placements. DFSS has received additional funding to maintain staffing for the DV Hotline and other support to ensure survivors can access needed services.

Remote and Mobile Domestic Violence Services

While DV delegates were adept at providing services off-site; virtual services presented many challenges for DV survivors. Barriers such as survivor lack of technology or ability to use it safely has led to providers developing innovative ways to deliver services. The DGBV waived previous requirements of in-person services only and provided support to those programs that faces challenges on engaging survivors long-term. Providers now may offer virtual services in their programs based on survivor choice.

Survivors Fleeing Violence

The availability of safe and affordable housing was exacerbated by COVID-19 for all homeless persons and especially for DV survivors. The DFSS Rental Assistance Program and other renter's assistance programs was made available through Emergency Solutions Grant and CARES funding. However, Chicago's DV shelter beds experienced a substantial bed loss due to social distancing guidelines that were implemented to protect vulnerable survivors. Therefore, DFSS provided CARES funding to recuperate the beds lost through a DV hotel voucher program. Additional funding was allocated for the DFSS Expedited Housing Initiative for DV survivors specifically to ensure that those at high risk of serious illness due to COVID-19 be placed in their own unit for their health.



DFSS Commissioner Brandie Knazze and staff at a community event.

2023 AND BEYOND - OPPORTUNITIES

Improved and Expanded GBV Services

The DGBV had been making incremental changes to the offering of DV services in the City prior to the pandemic. However, the impact of the pandemic brought survivor needs to the forefront that demanded a response by the City, County and the service provider network. Some of the pivoting to address violence during that time has had a lasting impact during the recovery phase of the pandemic. Through CARES and CRP funding, pivotal programming has been made possible to expand the reach of services from DV to GBV survivors, increase economic and housing stability for survivors, and provide system infrastructure support for better coordination of services.

CRP Investment in GBV Services

In response to the negative impacts of the COVID-19 and the continued increase in the number of DV and GBV incidents, the DGBV received a \$20 million investment to provide services to survivors of violence. In alignment with the Mayor's Plan to Address GBV and Human Trafficking, the DGBV has been able to expand its reach to survivors beyond DV. As discussed above, the investment in the GBV services to expand legal services and rapid rehousing allows DFSS to distribute cash assistance, offer prevention education and awareness, and provide direct services to impacted youth. DFSS will collect data through 2024 that will determine both the number of survivors served with the funding, the outcomes achieved through the interventions provided, and how the expansion and new program models can be sustained past 2024.

Collaboration with Other Systems

Survivors face barriers to accessing most mainstream benefits and economic stability due to their victimization. The need for better coordination with the systems of care that can provide survivors these services was recognized in the Mayor's Plan to Address GBV and Human Trafficking and internally DFSS and other city departments have come together as a Work Group of the GBV Task Force to raise awareness citywide and address how the whole of government can better serve survivors. Through additional funding the DGBV has coordinated with other systems of care that are often barriers to addressing a GBV survivor's wellbeing. DFSS aims to increase the availability and access resources needed to address a survivors' violence such as housing, increased income, and access to mental health.

Contract and Performance Management

The DGBV has worked to streamline and improve delegate reporting by transitioning data collection to the State of Illinois InfoNet database. The DGBV was selected in 2022 to receive an Applied Data Fellow through the University of Chicago Harris School of Public Policy to work on evidence-based best practices for measuring the performance and impact of DV services, conduct a gap analysis and created program impact analysis using the InfoNet database, and develop both a service delivery strategy to maximize positive outcomes as well as ensure the right data is being collected to accurately evaluate services. InfoNet is also able to collect data on other forms of GBV. The work of the fellow will continue throughout 2023 as the State prepares to make InfoNet improvements on collection of service data.

2023 AND BEYOND – CHALLENGES

While the pandemic is winding down, the data indicates that the demand for DV and GBV services is still higher than pre-pandemic levels. The sunset of pandemic funding could mean major changes for the way services are funded and delivered. The DGBV is continuing to look for ways to ensure that survivors' needs are still met.

A Funding Cliff is Anticipated in 2025

The DGBV has been able to expand services to survivors beyond DV with the current CRP investments through 2024. Once this funding expires, these programs will sunset and leave GBV survivors without access to services. Over the next two years, the DGBV will continue to evaluate the programs that have been expanded and demonstrate the impact of not being able to support them starting in 2025. Additionally, the DGBV will look for new funding opportunities to fill this anticipated gap, while also advocating for continued, sustainable funding from both state and federal sources.

Additional Funding is Needed to Sustain the Gender-Based Violence System

When services are delivered in a holistic and comprehensive manner, survivors experience better outcomes. This includes approaches like trauma-informed, culturally specific services, transportation, flexible housing and financial assistance, and co-located and mobile advocates can meet survivors in locations that are convenient and accessible to them increasing opportunities to provide survivor-driven services. CRP funding has filled-in some of these gaps, but not an amount sufficient to meet the demand for services to GBV survivors. New funding is needed for:

- Supporting the DV Hotline with managing costs and emergency transportation/shelter services for survivors
- Filling the gap in services for DV and other GBV survivors such as human trafficking, sexual assault, etc
- Supporting LGBTQ+ survivors that are at greater risk of harm
- Providing intervention and counseling programs for individuals that cause harm
- Developing a 24-hour crisis response team for DV and sexual assault survivors
- Providing training and continuing education for police, judges, and other professionals to better serve survivors
- Providing supportive care and resources for frontline service provider staff suffering from burnout and secondary traumatic stress from serving survivors.

Increasing Participation in Policymaking Bodies

While the DGBV collects survivor feedback in its programs regularly, survivor voice is often lacking during planning or coordination activities. The GBV Taskforce is seeking to remedy this with a Survivor Work Group where members will also receive support either financial or in childcare services to participate in the policymaking. The GBV Taskforce has also included private foundations and researchers.

Collective Data

The GBV service provider network lacks a uniform and standard database where information is collected that could determine outcomes for survivors in other systems such as court, healthcare, and other mainstream benefit programs. Even city databases where survivor information may be collected lack the ability to be cross-referenced for providing comprehensive services. While InfoNet is the most used database for DV, sexual assault and stalking victims, it does not encompass all the data required for GBV survivors. The DGBV must look to other external data systems such as the Chicago Police Department, Cook County State's Attorney, Chicago Department of Public Health and others to see a complete picture of outcomes or need gaps for survivors.

THOUGHT PARTNERS

DFSS is one of several key stakeholders in the GBV and HT networks of Chicago. Apart from being one of the major funders for domestic violence services and shelter, DFSS convenes system partners – both within and outside of the domestic and sexual violence system. The goal of the collaboration with these partners is to strategically focus resources in a systematic and coordinated process, to ensure that survivor services are accessible and provided in a way that supports their safety, and to further the policy and advocacy of survivor rights under the law. Below are some of the key stakeholders in Chicago.



Chicago Continuum of Care

GBV survivors are represented in the All Chicago, the Chicago CoC, planning process for annual applications to the U.S. Department of Housing and Urban Development (HUD) by the DGBV on the Ranking Committee which establishes where new projects for funding will be prioritized for funding. In the previous two funding cycles, HUD has included GBV housing as bonus projects or projects that are prioritized at the top and with new funding. Through this process, Chicago has added over 550 units of housing that offers up to 24 months of assistance for GBV survivors. In most recent funding cycle, new HUD funding will add another 140 units for a total of 690 units. To this, DFSS adds an additional 145 units through various funding resources for a grand total of 835 units.

To prioritize and queue survivors to be matched to these units, a Coordinated Entry System (CES) for GBV survivors was developed. The GBV CES receives referrals from shelters and GBV service providers which have determined eligibility for GBV housing; the GBV CES uses an assessment process to determine position on the waitlist only. The DGBV has been participating on the working groups for the GBV CES since its launch in 2019. The working groups serve as a policymaking body that recommends the assessment and prioritization policies to the ChicagoCoC Committee that oversees the CES.



Cook County Human Trafficking Task Force (CCHTTF)

The CCHTTF is led by the Cook County State's Attorney's Office in collaboration with The Salvation Army STOP-IT Program. The DGBV is a Steering Committee member and

participates on several of the task force subcommittees including the Child Trafficking Subcommittee, Victim Services Subcommittee, and the LGBTQ+ Working Group. Other subcommittees include the Labor Trafficking Subcommittee, Healthcare Subcommittee, and GATE which is a group of survivor leaders whose expertise inform much of the work. One of DFSS' delegate agencies, the Chicago Child Advocacy Center (CCAC) provides services to children ages 0 to 17 who are witnesses to violence (including domestic violence), survivors of commercial sexual exploitation and/or sex trafficking, and/or are identified as at risk of harm. They participate in the Task Force alongside DFSS. CCHTTF is a multi-disciplinary task force that brings law enforcement and social and legal service agencies together to work on human trafficking cases and informs practices for several sectors in regard to providing a trauma-informed response to human trafficking including prevention, investigation, and direct services. More information can be read at <https://www.cookcountytaskforce.org>.

Gender-Based Violence Task Force

The DGBV is an active participant on the Mayor's Gender-Based Advisory Council tasked with coordinating responses across City agencies and departments to address GBV of all forms as part of the overall violence reduction strategy. The Council also examines GBV with a racial equity lens as it relates to Chicago's violence. The advisory group brings together GBV providers and organizations, private funders and researchers and other stakeholders. It will look at othersystems, beyond policing, in the Chicago ecosystem to ensure survivors are met with trauma-informed and culturally sensitive support regardless of where they engage with City departments or agencies. DFSS and the DGBV's role include such systems as mainstream benefits, food security, housing, legal services and workforce development.

Illinois Criminal Justice Information Authority & Department of Human Services

The Illinois Department of Human Services (IDHS) and the Illinois Criminal Justice Information Authority (ICJIA) are major grant funders to DFSS and the Hotline. As mentioned, the Hotline serves multiple functions in the network that supports the availability of services on a 24/7 basis. The Hotline allow both survivors, their family and friends, law enforcement and even service providers access to emergency crisis counseling and referrals. Even providing callers information is crucial to survivors. Service providers may use the Hotline as an after-hours crisis hotline, as a translator for clients that need language services they cannot provide, and access to emergency housing for survivors. DFSS works closely with ICJIA and IDHS to maintain the Hotline operations and ensure that service is uninterrupted since its first call in 1998.

Multi-Disciplinary Team (MDT) Services

The MDT program is a local collaborative among the Chicago Police Department (CPD), the Cook County State's Attorney's Office (SAO), the DV Hotline and DV service providers that provide crisis outreach to survivors referred by participating CPD districts. Service providers contact survivors via phone after a police incident report is filed in a participating district. Services include crisis counseling, safety planning, and education regarding survivor rights under the Illinois Domestic Violence Act and referral to needed services such as legal services, supportive emotional counseling, and shelter. The MDT then has a case review team consisting of the service provider and SAO consider the case for legal proceedings and even bring criminal charges. The MDT serves approximately 1,600-1,800 of the most at-risk cases and still Chicago averages 3 domestic violence-related homicides per month. The MDT aims to prevent such tragic violence by engaging the survivor to seek safety and break the cycle of violence.





Brandie V. Knazze
Commissioner

Maura McCauley
Managing Deputy
Commissioner of Programs

Adriana Camarda
Supervisor of DFSS
Division on Gender-Based Violence

Deirdre Harrington
Project Manager

Yesenia Galvan
Project Manager

Latoya Hester
Project Coordinator

Elizabeth Meyer
Project Coordinator

Laura Ng
Project Manager

Gail Woods
Coordinator of Special Projects