



Creating a Safer San Francisco
Integrating Multicultural Strategies to
End Violence Against Women and Girls

September 2007



**San Francisco Department on the
Status of Women**



City and County of San Francisco

Department on the Status of Women

Mayor Gavin Newsom

Executive Director Emily M. Murase, PhD

September 2007

The San Francisco Commission on the Status of Women was established by the Board of Supervisors in 1975 and became a permanent department under the City Charter in 1994. Today, over 30 years later, the 7-member Commission appointed by the Mayor is the governing body of the Department, and the Department implements the policies of the Commission.

In 1980, then-Mayor Dianne Feinstein provided the first public funding for domestic violence intervention services by allocating \$75,000 to La Casa de las Madres, San Francisco's first domestic violence shelter. Since then, funding for survivors of domestic violence and sexual assault, under the Violence Against Women Prevention & Intervention (VAW) Grants Program has expanded to nearly \$2.7 million annually. These public dollars encompass not only the now 3 domestic violence shelters, but services in 5 additional categories: Transitional Housing, 24-hour Crisis Lines, Intervention & Advocacy, Legal Assistance, and Prevention Education.

Today, the VAW Grants Program represents a sizable investment of public dollars to address the needs of violence survivors and provides funding to over 20 different community-based agencies and their programs. A needs assessment for the grants program was conducted in 2000 to form the basis for funding decisions in the subsequent years. In 2006, towards the end of the multi-year grant cycle, the Commission decided that another needs assessment should be conducted to ensure that the investment of the next grant cycle, amounting to over \$8 million, is directed appropriately.

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A handwritten signature in black ink that reads "Emily M. Murase".

Emily M. Murase, Ph.D.
Executive Director

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Needs Assessment Research Team

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Executive Summary

“It has been difficult to talk about these forms of violence that some of us might have experienced. Here we step aside and look at it from ‘why does it happen, who caused it?’ It’s like finding our own voice again. How we can prevent it, even with the media, how we can get in control of images of us?”

A lesbian youth prevention program participant

“We feel shame in accessing services when referred from one agency to another and sometimes that means we don’t show up because it looks like we are begging for a few diapers, or basic food for our child, we don’t want anyone else to see that.”

A Latina domestic violence survivor

“I was beaten up by my husband for many years and I have two children. I was kicked out of my house by my ex-husband. I left home with my two girls. They were 9 and 12 years old then. I learned about Cameron House from a radio talk show. I went to Cameron House for help. I received counseling services and legal referral to the Asian Law Caucus. Now I am divorced.”

An Asian domestic violence survivor

These are just a few of the voices of women and girls contributing their stories and experience to the San Francisco Needs Assessment on Violence Against Women and Girls conducted this past spring and summer.

In 2000, the San Francisco Department on the Status of Women (Department) conducted a needs assessment to better understand violence against women and girls in San Francisco. The research team working on behalf of the Department gathered information about the nature and scope of violence against women and girls in San Francisco’s culturally diverse communities, available services to assist women and girls experiencing violence and made recommendations for addressing critical service gaps.

Seven years have passed since that last needs assessment was conducted. To what degree are funded programs now able to meet the needs of women and girls experiencing violence? What additional services are needed? How can the Department and its program partners better meet these needs?

The Department contracted with Korwin Consulting to conduct a needs assessment. To maximize available resources, this study captures information from those individuals and organizations that are best positioned to answer relevant questions, namely Department-funded service providers and their program participants.

Through a combination of administrator interviews, staff member focus groups, and client/participant focus groups we can address the above questions. These answers will help to inform the Department’s future funding decisions. In addition, they may better position the Department and current providers to shape their services and attract new funding support.

Methods

Korwin Consulting incorporated four primary data collection methods in this assessment:

- ▶ Interviews with 24 administrators and program directors of 20 Department-funded organizations and several collaborative partners addressing violence against girls and women,

- ▶ Cross-site focus groups with 47 direct line staff of 16 Department-funded providers,
- ▶ Focus groups with 78 program clients/participants of 11 Department-funded providers,
- ▶ An additional focus group with the 15-member San Francisco Domestic Violence Consortium, and
- ▶ A literature review of relevant data and reports.

Findings

UNDERSTANDING AND DEFINING VIOLENCE AGAINST WOMEN AND GIRLS

The needs assessment commissioned by the Department on the Status of Women in 2000 included recommendations that paved the way for the Department to fund a new constellation of providers. These providers are comprised of both violence-specific agencies, such as emergency shelters, as well as community-based organizations. The community-based organizations are population specific, and were thought to better address barriers that violence-specific agencies could not adequately address alone.

The current needs assessment builds upon the findings from that earlier study. The demographic characteristics of the staff and program participants engaging in interviews and focus groups reflected the organizations and populations funded over the past three years by the Department on the Status of Women in response to the 2000 study. These individuals are reflective of San Francisco's culturally diverse population.

Defining Violence. Violence against women and girls takes many different forms and occurs within intimate partner relationships as well as outside of those relationships. The types of violence experienced by women and girls include but are not limited to physical violence, emotional and verbal violence, sexual assault, stalking, elder abuse, hate violence, economic abuse, and threats on

matters such as deportation and child custody. (*A Glossary of Terms* is included in the Appendix.)

AGENCIES ADDRESSING VIOLENCE AGAINST WOMEN AND GIRLS

The primary program categories of the organizations included in this needs assessment are:

- ▶ Crisis Lines
- ▶ Emergency Shelters
- ▶ Intervention and Advocacy
- ▶ Legal Services
- ▶ Prevention, Education and Training
- ▶ Transitional Housing

For purposes of this study, the Department asked that a few agencies engaged in providing services to victims of trafficking also be included.

WHAT ARE THE BARRIERS TO ACCESSING SERVICES?

While these programs reach many women and girls in San Francisco, this study found 13 significant barriers that prevent or delay their accessing violence-related services:

No Definition of Abuse: Whether inundated by messages from popular culture or family, or immigrating here from a culture where violence against women is generally accepted, many women and girls do not address violence because they “just accept this as a normal part of life.”

Not Knowing about Services: Once people identify a situation as abusive, they are often unaware of what help is available to them. Certain populations and communities are less likely than others to know what services exist for them: youth, new immigrants, non-English speakers, LBTQ¹ individuals, and those lacking the Internet.

Financial Constraints: Women and girls experiencing violence often lack the financial resources needed to seek help. Economic abuse, where the victim is deprived of access to money, is another

¹ Lesbian, Bisexual, Transgender, and Queer.

layer of the violence women and girls' experience. Many women in abusive situations are concerned that they will not have adequate money to leave and find alternative housing, let alone take care of their children's needs, if they are no longer sharing income and expenses with the abuser. For those seeking a new place to live, the lack of affordable, safe housing presents a tremendous barrier.

Language Capacity: Accessing services is difficult or impossible for many individuals when they cannot communicate with people at agencies that might help them. It is hard for a woman seeking help to find legal services or understand printed information or other forms of outreach when she does not speak English. Staff focus group participants agreed that there are dozens of languages spoken in San Francisco that their organizations do not have the capacity to respond to.

Culture and Confidentiality: Closely related to language barriers, cultural barriers include a fear of not being understood or respected by agencies and individuals offering help, negative experiences with the legal and criminal justice systems, and powerful cultural messages that lead to shame and silence in the face of abuse.

Isolation: Many of the city's residents experiencing domestic violence — such as young people, the elderly, and new immigrants — are isolated by their abuser; they are not able to leave home or find a private phone line.

Immigrant Status: Others fear leaving their batterers because they believe they will lose their immigration status or will be arrested because they do not have immigration papers. The threat of deportation is a "weapon" that can be used by abusers in immigrant communities.

Not Wanting to Involve Outsiders: Some communities — such as African Americans; Arabs; and lesbian, bisexual, and transgender women (LBT) — question the wisdom of involving representatives of a

system they do not believe serve their interests in many cases. Others do not want to risk involving outsiders out of privacy concerns or additional risks to their families.

Program and Funder Criteria: Whether driven by an organization's theory of change or capacity, its funders' mandates, or local policies and laws, most organizations establish intake and other criteria that can prevent people needing help from accessing them. For example, some funders require programs to exclude women and girls who abuse drugs. This drug abuse, according to some potential clients, was initiated as self-medication to emotionally survive the violence they were experiencing. Several staff members agreed that many potential clients, "feel like the tools [such as drug abuse] they used to get through the things that have happened to them in the past have become barriers [to accessing services]."

Information and Misinformation: Some potential clients are deterred from seeking help by images they have about these services, such as emergency shelters. Unfortunately, because the location of shelters must remain secret for the safety of the residents, no one can show them pictures to allay these fears.

Meanwhile, youth experience significant barriers to accessing services due to stringent policies placed on them if they have children or receive government support. In addition, staff members describe the barrier created by schools acting as "gatekeepers" of the youth. They note that many schools are hesitant to invite their agencies in, although schools are often the only way to reach youth with community and cultural taboos (such as in the Richmond District, Bayview Hunters Point, and Sunnydale) that prevent them from seeking help on their own.

Concern about Being Treated with Insensitivity: Staff members point out that in some small communities, there is a fear that clients will be labeled a threat if they call for services. Meanwhile, people from

certain religious communities may feel that they won't get their needs met. Staff also report that Southeast Asian and Samoan youth do not expect to have resources designed with them in mind and are less likely than many other groups to respond to a flyer by calling an organization for help. And still others, including sex workers and LBT women, worry that they will not be welcomed into existing services and will be mistreated by law enforcement when seeking help.

Other Needs — Childcare and Multiple

Issues: Many women and girls experiencing violence face complex life situations. For instance, older women may not have the financial capacity to move *and* may have multiple medical problems. Many women with children feel they need the abuser's immigration status, job, or English skills in order to take the best care of the children, and they do not wish to disrupt their children's lives by moving or risk having them taken away.

Trafficking survivors are another population with multiple needs. As many of them are brought from other countries to work in the sex industry, the difficulties they face are compounded by stigma and discrimination faced by other sex workers. In addition, their isolation is assured by practices of traffickers and threats of retaliation if they leave; moreover, without identifying documents, they are ineligible for many services.

WHAT MAKES A WOMAN COME IN FOR SERVICES?

There are many different reasons why a woman decides to contact a service provider for support. Staff, program participants, and administrators identify the following eight reasons:

- ▶ Violence is affecting the children.
- ▶ She has reached a breaking point.
- ▶ She believes she can trust a provider to maintain confidentiality and speak in her own language.
- ▶ She receives support from family, church, and other community members.

- ▶ A broad network of providers is aware of violence issues and can refer her to relevant services.
- ▶ Another agency she trusts referred her.
- ▶ She has a new understanding that what she is experiencing is violence and that she does not have to accept it.
- ▶ Prevention programs reached out to her in a non-threatening way, so she felt comfortable bringing up the violence.

WHAT COMMUNITIES DO PROVIDERS REACH THROUGH THEIR PROGRAMS AND SERVICES?

The organizations participating in this study serve populations based on language group, culture or race, or geography — and sometimes a combination of these characteristics. Often, providers are responding to the people or institutions that call on them for help, although they sometimes are able to conduct outreach to populations or in locations they feel are disproportionately underrepresented in their programs.

Through the Department-funded Violence Against Women Prevention and Intervention (VAW) Grants Program, close to 10,000 females victimized by violence in San Francisco were assisted during FY 2005–2006; an additional 3,000 participated in prevention, education, and training services offered by these organizations. Those figures represent close to a 20% increase in individuals served from the prior fiscal year 2004–2005.

Program participants served include Latinas (38%), Asian/Pacific Islanders (22%), Caucasians (22%), and African Americans (14%). For those clients that speak primary languages other than English, Spanish is the most common (70%), followed by Asian/Pacific Island languages (27%).

WHAT ARE THE STRENGTHS OF THE PROGRAMS AND SERVICES?

Meeting the needs of women and girls experiencing violence, including those who are and those who are not asking for help, is a huge task. The agencies in this study bring much strength to this work, including:

Providing a Support Network: Staff members explain that their agencies offer supportive connections for the victim of violence who may have few or no connections outside of the abusive relationship. Clients report being treated like “family” through these agencies and their programs.

Meeting Language Needs: Organizations addressing violence against women and girls are universally committed to continually building their capacity to serve clients of any language group or to refer them to someone who can. By providing and publicizing a capacity for languages other than English and participating in MLAM (the Multi-lingual Access Model), these organizations are available to large numbers of clients who would otherwise not be served.

Building Capacity for Non-judgmental and Culturally Competent Work: Staff and administrators raise the capacity of their organizations through training — including cross-training with agencies that have different areas of expertise — and strategic hiring. Staff believe more can and should be done to improve their agencies’ capacity in these areas.

Educating for Awareness: Since most staff members serve populations coming from countries where there are no laws deterring violence against women and girls, an important part of what they do is to inform these women and girls of their rights here, in this country. It may be too sensitive a topic to bring up directly, but staff members report less direct ways to do so.

Even those born in the United States — for instance, youth and elders — are unaware of what constitutes abuse and what their rights are. Youth benefit from preventive

programs that cover a variety of topics related to healthy relationships. In addition, elder providers educate homecare workers about elder abuse, including the signs to watch out for and how to report abuse.

Offering Safety: Programs and providers offer safe environments, respite from abuse, and/or protection. Staff working with elders believe that, at the very least, it may deter abuse for the abuser to know that an elderly person’s counselor is a mandated reporter who is required to report abuse to government authorities.

Providing Needed Services: Some organizations offer free or low-cost legal help in explaining the complicated laws that represent “most of the solutions our society provides battered women.” They help victims learn their rights and go through the process of gaining legal status to remain in this country. Staff members serving trafficked women also offer help in navigating complex systems, rules, and laws.

In general, youth, and particularly transgender youth, have “no spaces” where they are heard. The services youth prevention staff offer allow young people to be themselves, be heard, and have their needs met.

Being Accessible and Anonymous: Crisis lines provide anonymous services. This is important for many women who feel too vulnerable to speak “face to face,” and would not seek help otherwise.

Breaking the Cycle: Several services are designed to break the cycle of violence. By teaching new immigrants about their rights and reaching youth early, staff hope to prevent future violence in this and future generations.

Collaboration: All staff members have stories or examples of how they utilize this key strategy with other anti-violence providers as well as community-based organizations and resources on an informal and formal basis. Collaboration takes many shapes including staff cross-training,

shared case management, referrals to one another, joint media outreach, participation in the Domestic Violence Consortium, and much more.

WHAT CHALLENGES DO DEPARTMENT-FUNDED AGENCIES FACE?

Insufficient Resources for Infrastructure and Programming: All of the organizations interviewed are operating with insufficient resources. A significant impact of this is the difficulty organizations face in recruiting and, perhaps more importantly, maintaining their staff. Staff members are particularly worried about the strain high turnover rates puts on individuals and their agencies.

Political Climate: The political climate — federal, state, and local — affects agencies' funding and has significant direct and indirect impacts on their clients' lives. The Federal VAWA (Violence Against Women Act) laws that support only one model of addressing violence (alienate or deport the abuser and pull the family apart) and federal policy that targets sex workers in a fight against trafficking and illegal immigration make victims reluctant to come forward.

Meanwhile, inadequate affordable housing and funding priorities that emphasize intervention after abuse rather than prevention also make it difficult for local agencies to get the financial and political support they need to serve current and potential program participants.

Denial: Advocates conduct education and outreach with leaders in mosques and churches so they will acknowledge that violence is indeed a problem in their community. They also talk about the widespread denial in the United States that relationships and sex exist outside marriage.

Cultural Competency Issues: Crisis line and emergency shelter staff members cite a lack of cultural competency to optimally serve several of the populations they and other agencies are in contact with. While staff do not believe that they can ever be

fully culturally competent for all groups, they do nevertheless hold this up as an ideal that they aspire toward. As one staff member puts it, "We don't say, 'We can't serve this person;' we ask, 'What do we need to be able to serve this person?'"

Lack of Housing: The lack of available emergency, transitional, and affordable long-term housing lead to painful choices between letting emergency shelter clients stay longer or making space for newcomers. Moving from shelters to transitional housing is especially difficult for clients that do not have money or qualify for government (CalWORKs) support, which is often the case for immigrants.

Infrastructure Weaknesses: Staff and abuse victims encounter problems as they try to navigate the city's infrastructure to get help. Problems with the police department, courts, supportive housing agencies, and other components of the social services system can range from ignorance to belligerence.

Infrastructure Shortcomings for Youth: Youth prevention workers identify the lack of a supportive infrastructure addressing violence against youth, from attorneys to school systems to case managers. One staff member would like others that youth encounter to adopt an attitude of identifying possibilities for serving youth better: "There are things that are perceived of as barriers that really can be overcome if you think creatively."

WHAT COMMUNITIES ARE UNDERSERVED?

While agencies are committed to working with women and girls in each of San Francisco's communities who are experiencing violence, study participants agree that all communities are underserved. They describe in great detail the need for more shelters, affordable housing, case management, counseling, transportation assistance, interpreters, and legal services, to name but a few.

When pressed further, study participants named various culture and language groups, age-specific populations, and

individuals with co-occurring issues that may be in need of additional attention.

With some of these communities, it is difficult for outreach staff to find a way to reach them. With others, there is a distrust of the services and providers working with victims of violence. Yet others find that the current infrastructure of support for women and girls experiencing violence may not offer desired alternatives, such as working with the abuser and keeping the family intact.

WHAT ADDITIONAL SERVICES ARE NEEDED?

Staff members and program participants recommend several categories of services and programs they believe are needed today. Their recommendations reflect the fact that the majority of organizations participating in this needs assessment have a strong focus on working with women and girls experiencing domestic, or intimate partner, violence.

HOUSING

Emergency shelters, transitional housing, and affordable, long-term housing.

CULTURALLY-DEDICATED SERVICES

Shelters and services designed to assist African Americans, Asians, Latinas, and LGBTQ adults.

Language services, including trained language advocates, interpreters, and multi-lingual emergency phone services.

Trainings and resources to build agencies' capacity to serve disabled women and girls.

ELDER SERVICES

Multilingual services, a hotline for adult children and caregivers, media and information campaigns to normalize discussion of elder abuse, and a videotape interview center for victims.

YOUTH SERVICES

A one-stop center, more community-based services, school policies against partner violence, and safe spaces in

and out of school for youth of any sexuality (whether "out" or not).

CENTRALIZED SERVICES

Call centers, group staff trainings, and an up-to-date database of available services.

EDUCATION AND OUTREACH

Enlist community leaders and use ethnic media for outreach and prevention, strategize changing media images of women, nurture and celebrate women's power to create change.

Do *not* engage in outreach at the expense of groups currently being served.

ALTERNATIVES FOR ADDRESSING VIOLENCE

Legal support outside the shelter system, home visitations for expecting mothers, services and alternate justice models for abusers.

OTHER SERVICES

Child care, citywide collaboration between community providers and public agencies, counseling and case support, more crisis line staffing, job training, appropriate legal services and accommodations, sex worker support, substance abuse services, trafficking resources, and transportation.

Infrastructure Support

Providers would like to build their capacity to help prevent and address violence against women and girls. Specifically, they recommend technical assistance that would sustain and support staff and programs, resources and training to support staff in self-care, and opportunities to strengthen collaboration among providers.

Recommendations

Build Upon Existing Strengths

San Francisco offers a comprehensive, coordinated system of care for women and girls experiencing violence. It is recommended that future funding build upon the inherent strengths of this existing network. As one community leader recommends:

“The most important thing is to build upon the strengths of what we already have in San Francisco..... I’m not saying that we shouldn’t think about new services but it can’t be at the expense of the existing network.

For example, with the issue of trafficking, instead of starting a new shelter or program for trafficked people, I would like to make a case for helping our existing network meet the needs of trafficked survivors. We did get some money for a bus shelter campaign for trafficked survivors, it is hard to do outreach without the service resource behind it.

It is important to highlight the expertise that all of the programs have. You don’t know or appreciate what you have in your own backyard. Many of the programs are recognized and respected on a state and national level, but sometimes I feel that this is not appreciated in San Francisco. I am hoping that through this report we can really tell what we are doing as a city. It really is a national model.”

Expand Housing Options

There is an inadequate level of emergency, transitional, and long-term safe and affordable housing in San Francisco. The Department and its anti-violence organizational partners should work closely with the Mayor and Board of Supervisors to develop a “real plan” for increasing this housing stock.

Support Outreach and Education

Eradicating violence against women and girls in San Francisco remains a desirable, yet elusive goal for the Department and anti-violence program providers. Findings from interviews as well as focus groups show that for many violence is not necessarily recognized as violence, and/or violence is seen as an accepted part of one’s relationship. In order for there to be a significant reduction in violence against women and girls in San Francisco, the Department and its partners must change social norms — the goal is to develop a shared definition of abuse and to “de-normalize” violence across all cultures.

Community outreach and education offer key strategies for preventing violence against women and girls as well as serving as a “gateway” for individuals that are experiencing violence that may feel less threatening to them. Developing a three-prong strategy that includes early prevention and intervention that targets young people, engages and partners with trusted community and religious institutions, and includes launching a citywide social marketing campaign, offers a comprehensive approach to transforming the San Francisco community’s understanding and acceptance of violence against women and girls.

Reaching Youth. Several providers are funded by the Department and other sources to engage young people in programs designed to increase their awareness of and response to violence against women and girls. Focus groups conducted with a number of these participating young people show that these efforts are raising their awareness. Continued funding of these youth prevention programs is recommended.

At the same time, key informants indicate that they are “working upstream” in their attempts to change youth norms about violence. As one staff member commented, *“Young women are regressing. They are American-born and educated and they have not moved away from the victimization thinking. They are accepting the violence as much and more than in their mother’s generation. In the schools that we work with there is an intellectual and political understanding that violence against women is wrong. The whole youth culture supports the other side of it — that women are to be used. That they are property. That women that don’t play the game are outcasts, they’re not cool. This appears to be reinforced. Instead of individualism and self-esteem as good things, it is going in the opposite direction. There is no discourse. Popular culture is dominated by violence against women themes — in the music and on television. There is no counter*

intelligence. The youth leaders are frustrated. They want change now.”

Reaching larger numbers of youth throughout the City must be a priority in any plan designed to change these attitudes among youth.

In addition to these prevention efforts, there is a need for intervention. A recent series in the *San Francisco Chronicle*² addressed the high incidence of post-traumatic stress disorder among San Francisco's youth living in violent urban neighborhoods. One report featured a program providing one-on-one counseling for these young people, with a call for additional support to keep this program running as its grant funds were winding down. Young women experiencing relationship violence, who have witnessed their mothers being raped and/or beaten by their fathers, and who lost their friends at the hands of their boyfriends are strong candidates for post-traumatic stress disorder. Perhaps there is an opportunity to broaden the program featured in the *Chronicle* article to incorporate young women experiencing the consequences of violence directed at women and girls.

Each year, community-based organizations offer to conduct presentations or deliver violence-prevention curricula in the schools aimed at countering youth norms supporting violence against women and girls. Each year, they face serious obstacles. The Department and its partners are encouraged to work with the San Francisco Unified School District to develop an agreement and a streamlined process that incorporates both prevention and intervention services addressing violence against women and girls into the schools each year.

Reaching Diverse Communities.

Continued funding of community outreach and educational efforts will enable

² *Children who survive urban warfare suffer from PTSD, too*, Jill Tucker, San Francisco Chronicle, August 26, 2007

organizations addressing violence against women and girls to link with organizations, community centers, and religious institutions that are already known and trusted in those communities. This collaboration will better position organizations addressing violence against women and girls to bring culturally sensitive and competent presentations and education about the nature of violence and options available to address that violence in San Francisco's diverse communities. Reaching diverse communities includes creating a service environment (e.g. a shelter or hotline) where a member of any community can feel visible, welcome, and safe. Communities include ethnic and immigrant, age-based, LBT, and sex worker populations, to name just a few.

Social Marketing Campaign. In addition to these culturally-specific outreach and educational efforts, the Department should consider engaging a social marketing firm, specializing in developing messages for culturally diverse populations, to design a comprehensive social marketing campaign throughout San Francisco. This campaign should educate San Francisco's populations about what violence against women and girls is and how to reduce and eliminate this violence within our relationships and throughout the community.

Strengthen Providers' Infrastructure

Successful community-wide education and outreach will result in an increased demand for support and services, placing a greater burden on an already overtaxed provider network. While any solution to this problem will require additional resources, supporting existing staff, providing cross-training, and centralizing certain tasks and information can serve to strengthen existing organizations.

Staff members are the single greatest resource in any nonprofit organization. Unfortunately, many organizations experience high staff turnover due to low wages, high stress, and consistent understaffing which places a greater

burden on existing staff. These factors contribute to a "revolving door" among staff that undermines organizational integrity and strategies are needed to address this serious problem.

Incorporating creative ways to appreciate and recognize staff, such as massages and restorative retreats, coupled with opportunities for professional development (that do not place an additional burden on other staff) may help nurture existing staff.

Interview and focus group findings show that providers possess a wealth of information and skills. Conducting organizational cross-training may help to stabilize staff. This cross-training not only increases providers' knowledge about various cultures, legal matters, or an approach to the work but it also fosters collegial connection among these committed providers, creating a support network for staff working in the field.

The Department and its partners are encouraged to identify strategies to streamline and centralize tasks that place a burden upon staff. One example is to introduce and maintain an online directory of services facilitating providers' access to an up-to-date list of services and staff contacts at partner agencies. Another example is to centralize and post the daily shelter bed availability count on a dynamic information-sharing website that reduces this census activity being repeated by numerous providers each day.

Cultivate New Funding Sources

Additional resources are needed to adequately address the recommendations thus far. The Department is in a position to not only continue funding efforts aimed at addressing violence against women and girls but also to leverage its standing as a respected government agency to coordinate with existing funders, such as the Community Development Block Grant and others, to attract new local, state, and federal dollars as well as private resources.

The Department should partner with local community-based organizations to develop a plan to educate potential funders about

the need to dedicate funds for violence prevention and intervention services and stabilizing work with trafficking survivors.

Advocate Against Human Trafficking

Preventing trafficking and responding effectively on behalf of trafficked survivors is a key priority for a number of organizations participating in this study. In addition to funding anti-trafficking efforts, easing "shelter" restrictions or encouraging programs to serve trafficking survivors, the Department is encouraged to partner with or encourage the Mayor's Office to hold an annual or biennial convening for consulate officials and staff about trafficking and relevant issues, including what they can do to help trafficking survivors and how they might be able to prevail upon their home governments to take action against trafficking and traffickers.

Explore Alternative Justice Models

Repeatedly, program participants and staff expressed the need for alternative models for responding to violence against women and girls. They are interested in services being offered to women and men who want to stop the violence but who are not interested or ready at this time to leave the relationship. A desire for a model that addresses violence but does not isolate the abuser from the community and have the woman and children leave the extended family and community seems to be common across cultural lines and age groups. The Department and its partners should examine alternative models to determine whether and how these models may best fit expressed interest.

Convene a Task Force to Consider and Prioritize Needs Assessment Findings

The findings in this needs assessment highlight the existing strengths of current programs and strategies; at the same time, they shed light on the gaps in services and offer staff and program participant-generated suggestions for addressing those gaps and system weaknesses.

It is recommended that the Department convene a task force in partnership with its community-based providers to consider and identify whether and how these

findings may best be addressed. In addition, the Department should consider broadening this study by identifying all of the organizations and services (not just Department-funded organizations) addressing violence against women and girls as well as determining their funders in order to understand and collaboratively address violence against women and girls in San Francisco.

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Introduction

“It has been difficult to talk about these forms of violence that some of us might have experienced. Here we step aside and look at it from ‘why does it happen, who caused it?’ It’s like finding our own voice again. How we can prevent it, even with the media, how we can get in control of images of us?”

A lesbian youth prevention program participant

“We feel shame in accessing services when referred from one agency to another and sometimes that means we don’t show up because it looks like we are begging for a few diapers, or basic food for our child, we don’t want anyone else to see that.”

A Latina domestic violence survivor

“I was beaten up by my husband for many years and I have two children. I was kicked out of my house by my ex-husband. I left home with my two girls. They were 9 and 12 years old then. I learned about Cameron House from a radio talk show. I went to Cameron House for help. I received counseling services and legal referral to the Asian Law Caucus. Now I am divorced.”

An Asian domestic violence survivor

These are just a few of the voices of women and girls contributing their stories and experience to the San Francisco Needs Assessment on Violence Against Women and Girls, conducted this past spring and summer.

In 2000, the San Francisco Department on the Status of Women (Department) conducted a needs assessment to better understand violence against women and girls in San Francisco. The research team working on behalf of the Department gathered information about the nature and scope of violence against women and girls in San Francisco's culturally diverse communities, available services to assist women and girls experiencing violence, and made recommendations for addressing critical service gaps.

Seven years have passed since that last needs assessment was conducted. To what degree are funded programs now able to meet the needs of women and girls experiencing violence? What additional services are needed? How can the Department and its program partners better meet these needs?

The Department contracted with Korwin Consulting to conduct a needs assessment. To maximize available resources, this study captures information from those individuals and organizations that are best positioned to answer relevant questions, namely Department-funded service providers and their program participants.

Through a combination of administrator interviews, staff member focus groups, and client/participant focus groups, we can address the above questions. These answers will help to inform the Department’s future funding decisions; in addition, the answers may better position current providers to shape their services and attract new funding support.

Methods

Korwin Consulting incorporated four primary data collection methods in this assessment:

- ▶ Interviews with administrators and program directors of Department-funded organizations and several collaborative partners addressing violence against women and girls,
- ▶ Cross-site focus groups with direct line staff of Department-funded providers,
- ▶ Focus groups with program participants of Department-funded providers, and
- ▶ A literature review of relevant data and reports.

Administrator interviews. The administrator interviews were designed to learn about the met and unmet needs of current clients, other populations that may need to be served, and challenges and opportunities facing service providers funded by the Department to address violence against women and girls.

Korwin Consulting conducted 60- to 90-minute telephone interviews in March and April, 2007 with 24 administrators and program directors of 20 Department-funded programs and three other community-based providers.³ The interview protocol was reviewed and modified by a five-member Needs Assessment Design Team comprised of staff from Department-funded organizations and the San Francisco Domestic Violence Consortium. A list of participating individuals and organizational affiliations is included in the Appendix.

Staff focus groups. Forty-seven staff members, representing 16 of the 20 Department-funded service providers (and 14 elder abuse collaborative members) participated in eight cross-site staff focus groups in June 2007. Participating individuals and organizational affiliations are listed in the Appendix.

These participants included both new employees (13%, or 6, had been employed with their organization for less than one year) as well as seasoned employees, with close to half (46%) working with the same organization for five or more years. They were of

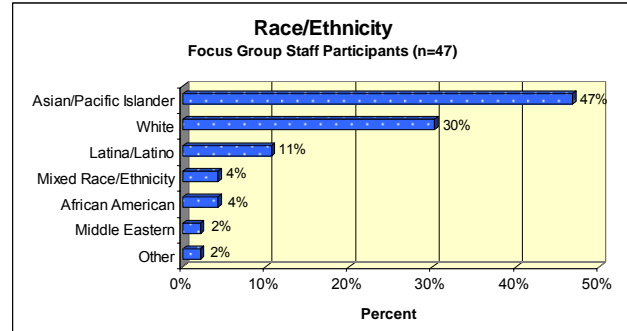
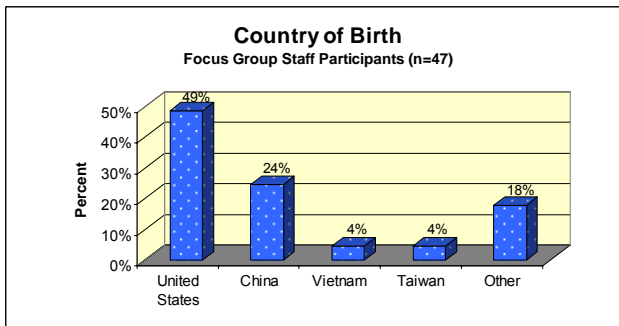
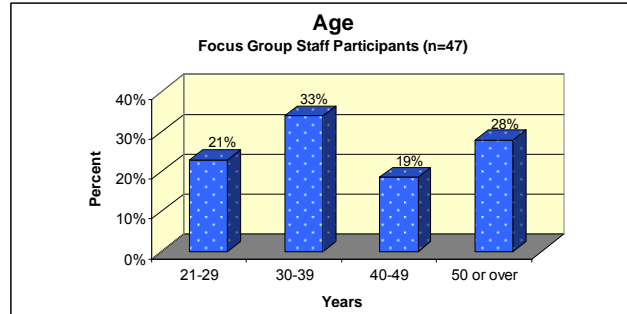
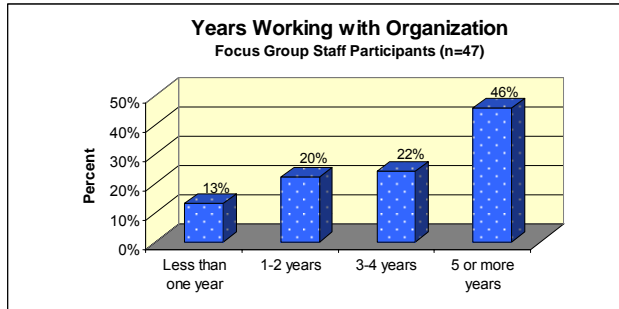
mixed ages — from 21 years to 50 and over; with the greatest proportion, 1/3, between 30 and 39 years of age. Almost all of the focus group staff members were female (96%). Tables reporting demographic characteristics are in the Appendix.

The demographic characteristics of the staff who participated in the needs assessment reflected San Francisco's diverse cultures. Slightly more than half (51%) were immigrants to this country. They were born in countries as far reaching as China, Vietnam, Taiwan, Thailand, Germany, Indonesia, Brazil, and Japan, as well as Canada, Mexico, and Guatemala. Close to half (47%)

| Staff Focus Groups | Date | Number of Participants |
|--------------------------------|---------------|------------------------|
| Identity-based Advocates | June 8, 2007 | 7 |
| Crisis Line Workers | June 11, 2007 | 7 |
| Transitional Housing | June 11, 2007 | 1 |
| Elder Abuse | June 12, 2007 | 15 |
| Legal Services | June 14, 2007 | 5 |
| Trafficking | June 15, 2007 | 4 |
| Emergency Shelter | June 18, 2007 | 2 |
| Youth Prevention | June 19, 2007 | 6 |
| TOTAL PARTICIPANTS = 47 | | |

³ One Department-funded provider did not participate in the needs assessment. Two of the three non-Department funded providers — Catholic Charities CYO and SAGE — were interviewed based on Department staff referral. The third, Positive Directions Equals Change, was selected based on its role of assisting San Francisco's African American community.

are Asian/Pacific Islanders, followed by Caucasians (30%), and Latinas (11%). The remaining 12% of the staff were of mixed heritage, African American, or of Middle Eastern descent. Overall, 2/3 of the staff (68%) spoke English as their primary language at home, while others spoke Cantonese (21%), Mandarin (17%), and Spanish (6%). The below charts summarize these findings:



San Francisco Domestic Violence Consortium (DVC) Focus Group. According to its website, the DVC is “a network of 18 domestic violence service agencies that come together with the goal of providing high quality, coordinated, and comprehensive services to San Francisco's victims of domestic abuse.” Korwin Consulting conducted an additional focus group with

approximately 15 members of the DVC on April 12, 2007 to further explore relevant needs assessment questions.

Program Participant Focus Groups. Seventy eight (78) program participants contributed their insights and

| Program Participant Focus Groups | Date | Number of Participants |
|----------------------------------|----------------|------------------------|
| Arab Cultural & Community Center | April 19, 2007 | 13 |
| Mission Neighborhood Center | May 2, 2007 | 9 |
| Asian Perinatal Advocates | May 16, 2007 | 10 |
| Gum Moon Women's Residence | May 21, 2007 | 7 |
| Mary Elizabeth Inn | May 22, 2007 | 9 |
| Asian Women's Shelter | May 29, 2007 | 5 |
| La Casa de las Madres | May 30, 2007 | 10 |
| LYRIC | June 2, 2007 | 5 |
| Bar Association: CROC/VLSP | June 26, 2007 | 9 |
| Women in Dialogue | May 3, 2007 | 1 |
| TOTAL PARTICIPANTS = 78 | | |

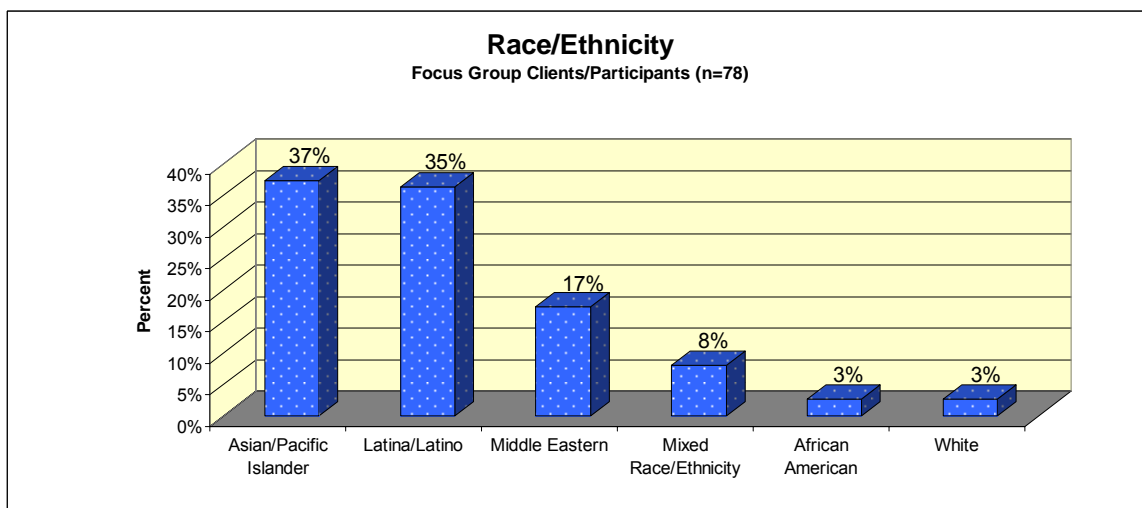
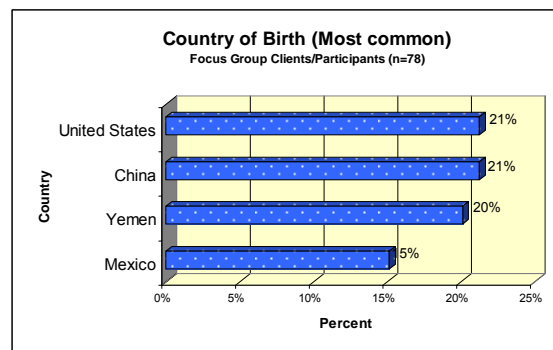
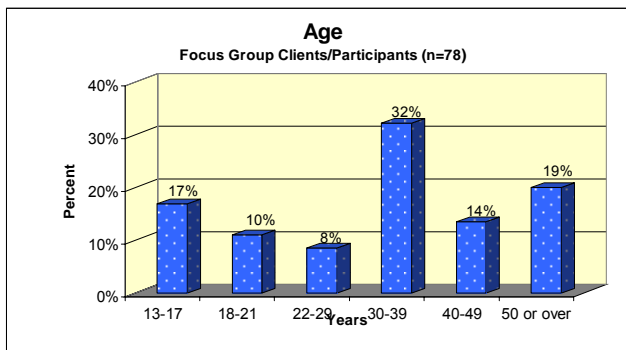
experiences to this needs assessment. Seventy-seven of those participated in one of nine focus groups and one individual participated in a telephone interview. These participants were associated with 11 different Department-funded service providers.

The program participants were between 13 and over 50 years old. The largest percentage, close to 1/3 (32%), were between 30 and 39 years in age. About 1/4 (27%) were 21 years of age or younger, representing the Department-funded youth programs.

The program participants were culturally diverse. The majority (79%) were immigrants. They were born in Yemen, China, Mexico, El Salvador, Guatemala, and numerous Asian, Southeast Asian, and South American countries.

Close to 40% were Asian/Pacific Islanders, followed by Latinas (35%) and Middle Easterners (17%). Smaller percentages were of mixed heritage (8%), African-American (3%), or Caucasian (3%). Slightly less than 1/3 (32%) of the program participants spoke Spanish at home as their primary language, followed by Cantonese (23%), English (19%), Arabic (17%), and other languages (18%). Some program participants spoke more than one language at home.

The program participants included those new to San Francisco (10% lived here less than one year) and individuals with more than 8 years of residence in San Francisco (41%). Forty percent (40%) had never been married, 35% were either separated or divorced, and 24% were currently married. The majority of participants had at least one child (65%). Close to three-quarters of the participants had an annual income below \$10,000. Tables with detailed demographic characteristics are provided in the Appendix.



Literature Review. Korwin Consulting reviewed several local studies and reports while conducting this needs assessment including the following:

- ▶ Patricia E. Erwin, Ph.D. (2006). *Safety for All: Identifying and Closing the Gaps in San Francisco's Domestic Violence Criminal Justice Response. San Francisco Domestic Violence Safety and Accountability Audit 2006-2007.* San Francisco: City and County of San Francisco, Department on the Status of Women.
- ▶ *Gender Analysis Report, Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (2007).* San Francisco: City and County of San Francisco, Department on the Status of Women.
- ▶ Melinda Moore and Diane Reed (2007). *Case Study, San Francisco Greenbook Project.* San Francisco: Polaris Research & Development.
- ▶ Williams, Oliver J., Ph.D. and Carolyn Y. Tubbs, Ph.D. (2002). *Community Insights on Domestic Violence among African Americans: Conversations about Domestic Violence and Other Issues Affecting Their Community: San Francisco/Oakland 2002.* St. Paul: University of Minnesota Institute on Domestic Violence in the African American Community. Available 8/18/2007 at: <http://www.dvinstitute.org/>
- ▶ Jennifer L. Price; Sandra Soo-Jin Lee, Ph.D.; and Seline Szkupinski Quiroga (2000). *Violence Against Women and Girls in San Francisco: Meeting the Needs of Survivors.* San Francisco: Department on the Status of Women.
- ▶ J.P. Shields (2006). *I Tried to Stop Them: Children's Exposure to Domestic Violence in San Francisco,* San Francisco: Department of Children, Youth & Their Families and U.S. Washington, D.C.: Department of Justice.
- ▶ Meredith May, "Sex Trafficking: San Francisco Is A Major Center For International Crime Networks That Smuggle And Enslave," San Francisco Chronicle, October 6, 2006. Retrieved online 7/7/2007 from <http://sfgate.com/cgi bin/article.cgi?f=/c/a/2006/10/06/MNGR1LGUQ41.DTL>.
- ▶ *Violence Against Women Prevention and Intervention (VAW) Grants Program Quarterly Service Reports.* San Francisco: Department on the Status of Women, January 2006.
- ▶ *Violence Against Women Prevention and Intervention (VAW) Grants Program 12-month Performance Summary Report, FY 2005–2006.* San Francisco: Department on the Status of Women.
- ▶ Websites of organizations receiving Violence Against Women funds from the San Francisco Department on the Status of Women.

Limitations of Findings

This report by no means represents an exhaustive review nor concrete findings that speak to the prevalence or frequency of violence against women or girls or the identification of every resource that may be available in San Francisco. Resource limitations necessitated focusing efforts on collecting qualitative data through interviews and focus groups. These efforts were supplemented primarily through a literature review of Department-generated studies as well as review of Department-funded organizations' websites.

Additional data collection aimed at identifying all organizations and services addressing violence against women and girls in San Francisco as well as prioritization of the report recommendations is encouraged.

Findings

UNDERSTANDING AND DEFINING VIOLENCE AGAINST WOMEN AND GIRLS

In 2000, the Department on the Status of Women commissioned a study to determine the needs of women and girls experiencing violence in San Francisco. This study described services that were offered, barriers experienced by women and girls in accessing services, and gaps in current programming that needed to be addressed. The report's authors identified priority populations underserved by existing services and those that were at a high risk for victimization, described barriers *agencies face* in serving women and girls, and described barriers *women and girls face in accessing* services. Lastly, the authors offered recommendations to address the identified gaps and develop a responsive set of interventions to preventing violence and supporting women and girls experiencing violence.

Specifically their recommendations were as follows:

... emphasize the need for violence-specific agencies and community based organizations (CBOs) to collaborate in addressing violence. The development of violence prevention and intervention programs within CBOs must be promoted and supported. These programs should be population-specific and ameliorate specific barriers that violence-specific agencies cannot adequately address. And they should be designed and operated through collaboration with violence-specific agencies, creating an integrated, citywide response to violence.⁴

These recommendations paved the way for the Department on the Status of Women to fund a new constellation of providers comprised of both violence-specific agencies as well as community-based organizations that are population-specific and might better address barriers that violence-specific agencies could not adequately address alone.

The current needs assessment builds upon the findings from that earlier study. The staff and program participants engaging in interviews and focus groups were recruited from the organizations funded over the past three years by the Department on the Status of Women.

Defining Violence

As is clear from reading the newspaper, listening to the radio, or talking with friends and family, women and girls are the target of violence each day in communities throughout the country, and San Francisco is no exception. Violence takes many different forms and occurs within intimate partner relationships as well as outside of those relationships. The types of violence experienced by women and girls include but are not limited to physical violence, emotional and verbal violence, sexual assault, stalking, elder abuse, hate violence, economic abuse, and threats on matters such as deportation and child custody. *A Glossary of Terms* is included in the Appendix.

Domestic Violence. Domestic violence is the most common form of violence reported by women. This violence takes the many shapes described above. As one staff member explains, “The violence that we see is fairly similar to the violence that everyone sees — domestic violence that is physical, that includes psychologically-veiled threats.” Domestic violence is most commonly perpetrated by the woman's current or former spouse or partner, however it does not necessarily stop there. “Spouses are the most common perpetrator; in certain communities, a

⁴ Jennifer L. Price; Sandra Soo-Jin Lee, Ph.D.; and Seline Szkupinski Quiroga (2000). *Violence Against Women and Girls in San Francisco: Meeting the Needs of Survivors*. San Francisco: Department on the Status of Women.

strong second may be the spouse's families — mothers-in-law, fathers-in-law, siblings of the abuser. There are communities within the Asian population where others may support the abuser within his family. There are a variety of families where the adult children will support the abuse of an older mom.”

Sexual Assault. Sexual assault is perpetrated by known assailants as well as strangers. A greater percentage of women and girls contacting Department-funded service providers for support have been assaulted by individuals known to them. As one staff member explains, “most of the callers on our sexual assault crisis line are talking about someone they know or are acquainted with or partnered with — a family member, a significant other, or someone whom they've dated.” Child sexual assault is also commonly reported to the providers. As one staff member states, “The calls we get range from those who experienced child sexual abuse and are now adults to young people calling the hotline — 13, 14, 15 years of age — who are currently experiencing sexual abuse by their caregiver or family member. Sometimes it is acute and just happened a few weeks ago; for others, they experienced it a while ago and are just starting to address it.”

Human Trafficking. Human trafficking against women and girls in San Francisco is increasing and domestic violence providers and other organizations are becoming more involved in supporting formerly trafficked women through counseling, shelter, legal assistance, and community education.⁵ As one staff member explains, “The word trafficking itself is sort of new in our world of violence against women. It means a situation where you are forced to work, not in accordance with the promise you were given before you started. Before we used to say the word ‘trafficking,’ we saw people who had experienced it. For example, there was the Reddy case in Berkeley, where an Indian man brought in women from India and forced them to work there.” Another explains, “We have been working on anti-human trafficking. A lot of women that we work with, especially from Asia, are given false promises that they have a good job waiting for them. It is very different once they get here. They have financial debts. They are kept in place through threats of harm to themselves and their families back home.”

Threats are a tool used by perpetrators to control women and girls. These threats may take the form of verbal or emotional abuse, threats of violence, intimidation, or financial control. Two forms repeatedly mentioned by staff are:

Stalking. There appears to be increasing incidence of stalking against women and girls in San Francisco. “We see a lot of stalkers — more and more — some have never made physical violence or threats — just stalking. Some judges give restraining orders for stalking, some don't.” In the recent Department-published report, *Safety for All*, the audit team discovered that “cases of stalking or stalking-related behavior are systemically ‘disappeared’ from the criminal justice system, beginning with 911 and proceeding through the rest of the system.” The audit team attributed this to “a lack of codes to identify stalking cases, no training on stalking for criminal justice system interveners, administrative procedures that rotate which prosecutors and investigators review police reports, and an overall focus on individual criminal incidents, which often leads to interveners downplaying the potential dangerousness of behaviors that, viewed cumulatively, comprise stalking cases.”

Deportation. Several staff interviewed described the threat of deportation as an extra “weapon” that may be used by perpetrators against immigrant women and girls.

⁵ Anti-human trafficking efforts are funded by the Department through a one-time grant.

HOW ARE THE AGENCIES PARTICIPATING IN THIS STUDY ADDRESSING VIOLENCE AGAINST WOMEN AND GIRLS?

Existing Services and Programs

The Department on the Status of Women funds 27 programs (operated by 20 organizations) through its Violence Against Women Prevention and Intervention (VAW) Grant Program. At the request of the Department, two additional agencies — SAGE and Catholic Charities CYO: Refugee & Immigrant Services — participated in this study. The primary program categories include:

1. Crisis Lines
2. Emergency Shelters
3. Intervention and Advocacy
4. Legal Services
5. Prevention, Education and Training
6. Transitional Housing

A brief overview of these services follows. Some of these services/programs are funded directly by VAW grant funds while others are supported from other non-Department sources. A table describing organizations and services is included in the Appendix.

1. Crisis Lines

Crisis lines offer women in crisis situations an avenue to connect with advocates and receive crisis intervention, counseling, safety planning, and emergency referrals. Various organizations provide crisis line support to women and girls experiencing violence in San Francisco including:

Domestic Violence Crisis Lines

- ▶ Asian Women's Shelter
- ▶ Communities United Against Violence (CUAV)
- ▶ La Casa de las Madres (Adult and Teen Lines)
- ▶ St. Vincent de Paul/Riley Center
- ▶ W.O.M.A.N. Inc.

Sexual Assault Hotline

- ▶ San Francisco Women Against Rape (SFWAR)

Parental Stress Hotline

- ▶ Asian Perinatal Advocates (APA).

2. Emergency Shelters

The federal Violence Against Women Act mandates that certified domestic violence centers must offer the following minimum set of services:

- ▶ Information and referral services,
- ▶ Counseling and case management services,
- ▶ Temporary emergency shelter for more than 24 hours,
- ▶ A 24-hour hotline,
- ▶ Training for law enforcement personnel,
- ▶ Assessment and appropriate referral of participant children, and
- ▶ Educational services for community awareness relative to the incidence of domestic violence.

Emergency shelter providers include:

- ▶ Asian Women's Shelter (AWS)
- ▶ La Casa de las Madres
- ▶ St. Vincent de Paul/Riley Center's Rosalie House

3. Intervention and Advocacy

Many of the organizations funded through the Department provide advocacy to women and girls experiencing violence, and some of these organizations target specific communities with their services, including API, Arab and Muslim, Latina, youth, seniors, and LGBTQ individuals. This advocacy may include case management, counseling and support groups, school and court advocacy, accompaniment to legal and benefits appointments, housing assistance, employment assistance, cultural competency trainings and cultural awareness events, interpretation and translation services, health education, and information and referrals. Programs include:

- ▶ Asian Perinatal Advocates
- ▶ Asian Women's Shelter
- ▶ Donaldina Cameron House
- ▶ Institute on Aging
- ▶ Gum Moon Women's Residence
- ▶ La Casa de las Madres
- ▶ Lavender Youth Recreation and Information Center (LYRIC)
- ▶ Mission Neighborhood Inc., Mission Girls
- ▶ St. Vincent de Paul/Riley Center
- ▶ San Francisco Women Against Rape
- ▶ W.O.M.A.N., Inc.
- ▶ Women in Dialogue (In Defense of Prostitute Women's Safety)

4. Legal Services

Many women and girls experiencing violence seek legal remedies. Including assistance obtaining a restraining order against one's batterer or stalker, help in obtaining child custody or a divorce, or sometimes just access to an attorney's advice regarding options. Legal service providers assisting women experiencing violence, include:

- ▶ Asian Pacific Islander Legal Outreach
- ▶ Bay Area Legal Aid
- ▶ Catholic Charities CYO Immigrant and Refugee Services (not Department-funded)
- ▶ Communities United Against Violence
- ▶ Cooperative Restraining Order Clinic
- ▶ La Casa de las Madres
- ▶ Volunteer Legal Services Program (San Francisco Bar Association)
- ▶ San Francisco Women Against Rape
- ▶ Women in Dialogue

5. Prevention, Education, and Training

Violence prevention strategies augment direct services offered to women and girls experiencing violence. More importantly, these are among the "safer" ways to reach communities that may be reluctant to ask for services related to abuse. Organizations providing prevention, education and training include:

- ▶ Arab Cultural and Community Center
- ▶ Asian Pacific Islander Legal Outreach
- ▶ Asian Perinatal Advocates
- ▶ Communities United Against Violence

- ▶ Community Youth Center
- ▶ Institute on Aging
- ▶ La Casa de las Madres
- ▶ Lavender Youth Recreation Information Center (LYRIC)
- ▶ Mission Neighborhood Center – Real Arising Issues Creating Empowered Students “RAICES”
- ▶ San Francisco Women Against Rape
- ▶ W.O.M.A.N., Inc.
- ▶ Women in Dialogue

Trafficking

The **Asian Anti-Trafficking Collaborative (AATC)** works to provide legal and social services to trafficked people, including assistance with visas, shelter, case management, support, interpretation, advocacy, and independent living skills. AATC also provides training and technical assistance to build awareness and response among other community-based organizations, and participates in task forces and cross-training with local, state, and federal government systems.

Members of the collaborative include:

- ▶ Asian Pacific Islander Legal Outreach
- ▶ Asian Women's Shelter
- ▶ Donaldina Cameron House
- ▶ St. Vincent de Paul/Riley Center
- ▶ Narika

Another organization serving victims of trafficking is:

- ▶ SAGE (Standing Against Global Exploitation Project).

6. Transitional Housing

Transitional housing typically lasts for several months to two years, while residents obtain critical services and support needed to move toward more permanent housing situations. Supportive housing is low-cost, long-term housing with on-site supportive services for families that have been in crisis. Agencies providing transitional and/or supportive housing include:

- ▶ Gum Moon Women's Residence
- ▶ La Casa de las Madres Safe Housing Project (housing counseling)
- ▶ Mary Elizabeth Inn
- ▶ St. Vincent de Paul/Riley Center's Brennan House

WHAT BARRIERS DO WOMEN AND GIRLS FACE IN ACCESSING AND RECEIVING SERVICES?

No Definition of Abuse

The first barrier potential clients' face is a matter of the definition of "abuse." Participants in the staff focus groups brought up the norms of several different cultures where abuse — especially by a man of a woman — is accepted or even expected. As one staff member points out, "For a lot of communities, agencies like us don't 'translate' for them. It's a kind of language barrier: If they don't see something as harassment, they don't report it." Another indicates that Vietnamese women, for example, "just accept this as a normal part of life."

Others agree that this is true for many immigrant populations and older generations: "The first shelter was built in 1975; my mother was born in 1932. They didn't grow up thinking of domestic violence. They thought it was just what happened." The elderly were also raised with messages that predispose them to accept abuse. One staff member points out, "Two-thirds of elder abuse victims will be women. They grew up at a time when domestic violence wasn't talked about," and women are not identifying as victims of violence at the hands of family members. Another explains, "Older women, as a culture, tend to have been brought up in a time when care-giving, providing, and nurturing is what you did, so if your husband is growing up along with you and he abuses you, it might be hard to recognize it or feel entitled to do anything about it."

Youth definition of violence. A staff member notes that, "Even in situations where you may have second-generation youth and they have been exposed to the 'right' messages about healthy relationships, peer pressure seems to overshadow that. "Staff note that some of the youth they train to work with their peers are 'discouraged' by this "regression of young people." Another continues, "Young women are regressing. They are American-born and educated and have not moved away from the victimization thinking. They are accepting the violence as much and more than in their mother's generation. Youth culture is supporting violence against women in different forms. It dominates popular culture, wherever you look."

In the schools where youth prevention staff work, the youth leaders are frustrated: There is "an intellectual and political understanding that violence against women is wrong, but the whole youth culture supports the other side of it — that women are to be used. That they are property. That women that don't play the game are outcasts; they're not cool. Instead of individualism and self-esteem as good things, it is going in the opposite direction. There is no discourse. Popular culture is dominated by violence against women themes. There is no counter argument. A staff member identifies music videos, "reality" shows, and even the evening news as giving women the message, "You're asking for it, and this is the way it is; this is the way women are talked to." Many youth do not speak up about abuse because of what a staff member labels "victim-blaming," going on to say, "People don't come forward because they think they'll be called a 'whore' or an 'angry feminist,' and rumors will spread. They internalize the blame — 'Why did I put myself in this situation?' — and don't see it as abuse."

Not Knowing about Services

Once people identify a situation as abusive, their lack of knowledge about what services exist to help them is another barrier. "Lack of education is big," explains one staff member. Youth tend to see counseling and hotline services as geared toward adults. They do not call agencies or hotlines out of discomfort or because they simply do not know what is out there for them.

Language, a lack of access to the Internet, isolation, cultural differences, and special needs are all additional reasons individuals suffering abuse do not think they have anyone to turn to for help. A crisis line worker asks, "How do you get the word out to people who need that the most? Our clients are very isolated and can't get to events and things that we take for granted. We

need to be getting the word out and finding staff and paying them to do outreach for each of our agencies.” Another staff member points out that there has been no targeted outreach to some populations, such as Eastern Europeans. Thinking of LBTQ and disabled populations, another points out that, “If you don’t list what you specifically do, people assume you don’t serve them.” In fact, a staff member says, “The studies say that domestic violence happens in LGBTQ relationships at a similar rate as with other populations, but we are only getting a fraction of the calls from that community. Many probably do not know about our services.”

Newcomers have an especially hard time finding resources, because they are unfamiliar with the community and how to get around the city. They do not know how to learn about services or how to take the bus to get to a shelter. One staff member estimates that it takes at least five months from the date new Chinese immigrants’ first call to the date they actually come to the agency to get help. Another staff member says, “They don’t know: Just now, the security guard [in the building] was telling me how many Pakistani women in his community are abused. He knew nothing of our organization. We don’t see a lot of Pakistani women.”

Financial Constraints

Potential clients often lack the resources to seek help. Providers are seeing economic abuse, where the victim is deprived of access to money, as another layer of the violence women experience. For many potential clients, transportation, including bus fare and access to assets (money or property) may be difficult or impossible to obtain. Many women in abusive situations are concerned that they will not have adequate money to leave and find alternative housing, let alone take care of their children’s needs, if they are no longer sharing income and expenses with the abuser.

For those fortunate enough to access an emergency shelter and transitional housing, there comes a time when their shelter stay is over and they must locate long-term, affordable housing. The lack of affordable, safe housing presents a tremendous barrier for these women. According to one staff member, “The lack of housing may make someone think twice about leaving the batterer. She thinks, ‘If I’m going to a shelter for 12 weeks, what will happen to me after that?’”

Clients in long-term, supportive housing describe how little they have to live on: “I am receiving General Assistance of \$420 monthly. I pay \$318 for the rent and am left with \$102 a month for laundry, books, telephone, and other school-related expenses. I have food stamps and a Muni [bus] pass subsidy.” Another explains, “I am 71 years old. I receive \$503 a month. After paying \$318, [in rent] I have \$185 left for me to spend. I use it to pay for the telephone, laundry, and food, because some places don’t accept food stamps. This housing charges too much for my income level. I am on the waiting list for senior housing. My worker told me that it would take many years.”

Language Capacity

Many immigrants who do not speak English feel intimidated by things that are taken for granted in U.S. culture. One staff member tells of a client who was afraid to come into City Hall to meet her because of all the police officers at the entrance. Others are afraid to enter the organization’s offices and will not come in, even when they are aware that there are resources for them there. Without a personal advocate by their side, many will not access services.

Accessing services is difficult or impossible for many individuals when they cannot communicate with people at agencies that might help them. It is difficult for a woman to find legal services or understand printed information or other forms of outreach when she does not speak English. Staff focus group participants agree that there are dozens of languages spoken in San Francisco that their organizations do not have the capacity to respond to. Some refer individuals seeking services to organizations where there are known to be staff speaking a particular language; other agencies utilize interpretation services, such as Language Line Services,” a

fee-based translation service.⁶ However, meeting clients' and potential clients' language needs can drain an agency's resources.

Culture and Confidentiality

Closely related to language barriers are cultural barriers. One staff member explains, "People in the Chinese culture do not want others getting involved in their personal business." Another points out that, "domestic violence in the Arab and Muslim community is something you take care of yourself, and sexual assault is never talked about. This is partly due to religious beliefs — if a woman is sexually assaulted, she may be blamed." Other staff members see the same aversion to asking outsiders for help in other cultures. They describe it as "saving face" and "shame," saying, "The shame is universal. Shame is a big barrier." They point to the need for clients to be absolutely certain that what they say will be confidential.

Many shelters do not have staff that is representative of the client's culture, or have names (like "La Casa de las Madres" or "Asian Women's Shelter") that lead some individuals to believe that their values and concerns will not be understood there. When individuals seeking shelters with culturally competent staff find those shelters are full, they may look to Oakland or San Jose for services. However, there are many reasons why those may not look like viable options, including transportation costs, issues of taking children to an unknown place, and fear of leaving their neighborhood because of lack of documented immigration status.

**"The shame is universal.
Shame is a big barrier."
— A staff focus group participant**

For comparatively small populations in the city, including certain language groups, their need for cultural and linguistic competency and their need for anonymity conflict, as speaking with someone who knows their language or culture may mean speaking to someone who knows their family in a tight-knit community. This is especially true for Arab and Muslim communities and for members of various Asian cultures that speak languages other than Mandarin or Cantonese. For this reason, staff from one of the agencies purposely refers people to other agencies: "We don't assume that they want to deal with us upfront. We provide culturally competent trainings to shelters in the area, so we're somewhere in the picture, but when we're not the ones they see, we avoid the confidentiality issue."

Deeply rooted cultural norms within the Latino culture may serve to hold Latinas back from seeking help regarding the violence that they are experiencing. Latina clients participating in the focus groups describe that in their native countries, domestic violence is not recognized and services do not exist. They talk about a tradition of humility that is "part of our culture, making it hard to escape domestic violence." Many of the women indicate that their mothers have had similar experiences. They indicate that traditional beliefs about women's roles are deeply held in their culture, for example, 'a woman's place is in the house and a man's place is on the street,' and point to these views as compromising their ability to make decisions, especially those that challenge the men in their life.

Those leaving the violent relationship must now confront the question of how to take care of themselves and their children, which is especially a challenge for those with limited educational backgrounds who cannot command livable wages. A client describes how they may experience "shame in accessing services when referred from one agency to another. Sometimes that means we don't show up because it looks like we are begging for a few diapers, or basic food for our child, and we don't want anyone else to see that." Some also describe the invisibility that

⁶ Language Line Services, at <http://www.language.com/>, provides over-the-phone interpretation from English into more than 170 languages. The service is available 24 hours a day, 7 days a week. Fees are charged per minute and vary depending on language and whether one is a subscriber.

they experience when service providers make “no distinction between various Latino cultures (and language nuances).”

The LGBTQ community may be reluctant to let others know that they are experiencing violence within their relationship. While staff cite studies showing that intimate partner violence within same-sex relationships occurs at equally high rates as within heterosexual relationships, it may be more difficult to identify and serve the LGBTQ community. According to one staff member, “LGBTQ communities are often marginalized in our society. People are afraid to go to a conventional service provider and experience bias. They are afraid to call the police and have a bad experience. They often do have a bad experience when calling the police.”

Youth face several barriers related to their own youth culture and subcultures, such as being a person of color or being LGBTQ. One type of cultural barrier they encounter when seeking services is that few agencies are deliberately set up to serve them. Youth may find a space that is unwelcoming to them, or even dangerous. LGBTQ youth also wonder if they will be treated with respect or just curiosity. As one staff member explains, “One barrier that queers face is not knowing what services are out there and, once you know about them, are they youth friendly? Queer friendly? For the queer youth, getting help means running the risk of coming out, and that puts them in danger at home or other situations.”

For the families and communities of young people of color, “getting help is not an option; anything regarding mental health and services is not common.” A staff member working with youth explains that this plays out in the lives of young people living with abuse in that, “If they need help, they don’t know how to admit it, and if they do realize they need it, they don’t know how to ask for help. That’s a major barrier.”

The role of the extended family is yet another factor that anyone working to help women of various cultures who are experiencing violence must take into account. In some situations, a spouse’s family — mother, in-laws, or siblings — may be joining in or supporting her abuse. In others, adult children “will support the abuse of an older mom.”

Isolation and Fear of Retribution

Many of the city’s residents experiencing domestic violence are isolated by their abuser; they are not able to leave home or find a private phone line. They fear their calls will be tracked (especially when they need to dial a different area code). Young people, especially, want to know who will be told about their call, asking, “What’s gonna happen with my boyfriend? Are my parents gonna find out? Are you gonna call CPS?”⁷

Many women are afraid that if they tell others about the violence that they are experiencing that they will be physically and psychologically abused by the batterer. And still others are threatened by the batterer that they will take their children away from them. They threaten to call CPS.

Immigrant Status

Immigrants such as Asian/Pacific Islanders, “are often isolated, especially in arranged marriages.” Others fear leaving because they believe they will lose their immigration status or will be arrested because they do not have immigration papers. “If you are undocumented, you don’t know what might happen to you,” one staff member explains: “People don’t always understand our confidentiality policy. They don’t understand that we are separate from the authorities and they can talk to us.” Others describe the threat of deportation as “a primary weapon” used by abusers in immigrant communities. At the same time, the lack of legal immigrant status is a real barrier to receiving some services in the city. A staff member at a legal

⁷ Child Protective Services. CPS has the authority to remove children from their families if abuse is suspected.

services agency reports that, “We are not supposed to talk to undocumented people. Domestic violence doesn’t stop at borders, but often our services do.”

Not Wanting to Involve Outsiders

Some communities question the wisdom of involving representatives of a system that they generally do not believe serves their interest. For instance, as one staff member points out that the African American community is accustomed to being subjected to racial profiling and disproportionate arrests and imprisonment rates compared with the overall population. Because of this, African American women are not likely to trust the police and call when they experience violence. In addition, there is a general sentiment among the city’s African American community that outsiders may come in and offer help one day and be gone the next. As a staff member explains, “They want to know ‘Will the program continue? What change will happen if I do tell someone what’s going on?’”

With youth, there is the issue of loyalty: “A lot of young people don’t want to involve police or teachers, because they are still more tied to the abuser than to the government. We need to create community alternatives for addressing this,” asserts a staff member.

Elders experience an added layer to this fear of bringing outsiders in: “People receive incongruent messages: The elderly are told to beware of strangers who might scam them, yet we expect them to reach out to strangers for help. They are already so victimized that, even if it is a highly regarded agency, they are faced with information from their batterer saying, ‘don’t talk to anyone,’ and they are also receiving messages from other media, warning them not to give out personal information.”

Other communities have come to distrust the very people they are expected to contact for help. Post-9/11 sentiment against Arabs and Muslims in this country has had a chilling effect on the community’s willingness to come forward about abuse. A staff member explains, “The violence is not decreasing, but women are not reporting it. They want to keep their family intact. They do not want their husband to be put in jail or deported. They know certain people are being targeted by the government. There is no trust in the government, and they do not know the law.”

Another concern in the African American community, immigrant groups, and more generally in every community whose voice is represented in this needs assessment, is that women want more than one option for addressing violence in the family. In Asian cultures, the woman is often responsible for holding the family together, so if she perceives contacting legal services as a threat to the family, she is less likely to call. With South Asians, “We might not even think about certain barriers because we are not familiar with the culture. You might be divorcing your entire family, which has larger repercussions. Their family back in India might be receiving threats because of their actions here in the United States.” In any family, the woman and her abuser may be linked through community, children, or extended family, and she may feel the abuser is less dangerous if he (or she, if it is a same-sex relationship) remains connected to the community and services than would be true if the abuser were arrested or socially isolated from the community.

“The elderly are told to beware of strangers who might scam them, yet we expect them to reach out to strangers for help.”
— *A staff focus group participant*

Program and Funder Criteria

Most organizations establish intake and other criteria for their programs. These criteria may be internally driven, based on a theory of change or organizational capacity, while other criteria may be mandated by an external source, such as a funder, local policies, or laws. These criteria

may unintentionally or unavoidably create a barrier to clients accessing or receiving services. For example, legal service providers may be mandated by their funders to assist women that meet specific income and geographic requirements. “Clients have to be very poor, and if someone calls from a different area, we might be unable to help them.” A staff member from another program relays the impact of program criteria on clients, “If women do not complete the shelter program they cannot come in. They must meet the income criteria and have a safety plan. We get calls from women who want to come in directly and don’t realize they must be referred by a particular source.”

For others in abusive relationships, the rules and requirements of receiving help from a service provider may keep them from seeking assistance. Several staff members agreed that many potential clients, “feel like the tools they used to get through the things that have happened to them in the past— like substance abuse — have become barriers.” Substance abuse would prevent them from getting emergency or transitional housing. As one staff member puts it, “They feel like they have to pass through a gate to get services.” Another explains, “Many places have rules that say you can’t be violent, but some women are really frustrated from all the barriers for so long, they want to take it out on someone. If they have multiple issues, how can we work with them over the phone? We have to put these limits up.”

Worries: Information and Misinformation

Some potential clients are deterred from seeking help by images they have about emergency shelters. They may have heard from someone else who had a bad experience somewhere, or they may have their own images of chaotic and unsafe environments. This is especially a concern when they have children. Unfortunately, because the location of shelters must remain secret for the safety of the residents, no one can show them pictures to allay these fears.

For many, the tools they used to get through the things that have happened to them — like substance abuse — become barriers to getting services they need.

Meanwhile, youth experience some significant barriers to accessing services, either due to misunderstandings about available services or because services are not “youth-friendly.” A staff member working with youth explains, “Teens on welfare have to meet special live-at-home requirements to receive their grants. They have to involve an adult to apply for custody of their children. They can apply for a restraining order on their own, but some counties require parental notification,” and many shelters do not accept minors. In addition, staff members describe the barrier that exists because of schools acting as “gatekeepers” of the youth. They note that many schools are hesitant to invite their agencies in, preferring to talk about gang prevention and drug and alcohol abuse prevention, if they address non-curricular issues at all.

The Richmond District, Bayview-Hunters Point, and Sunnydale are three areas where youth prevention organizations serving LBTQ populations are not invited to do community outreach, due to cultural taboos. In addition, in neighborhoods like those where “coming out” as LBTQ is not safe, youth have a hard time getting the money for transportation to service providers elsewhere in the city. When possible, organizations provide them with bus fare.

Concern about Being Treated with Insensitivity

San Francisco has a long-standing reputation and history as a progressive community that is accepting and supportive of its diverse population. Unfortunately, for some, this acceptance and support falls far short of the ideal. Staff members point out that in small communities within San Francisco, such as within Arab Muslim communities, there is a fear that they will be labeled a threat if they call for services. Meanwhile, people from certain religious communities may feel that they will not get their needs met at shelters, like having food they can eat, in accordance

with their religion's beliefs and practices. Staff also report that Southeast Asian and Samoan youth do not expect to have resources designed with them in mind and are less likely than many other groups to respond to a flyer by calling an organization for help.

Sex workers are particularly vulnerable to being victimized by violence. From police sweeps, to arrests to negative media portrayal, they may be reluctant to seek support after being violated. As a staff member explains, "The fact that prostitution is criminalized...Women tend to be more underground. These days they are even more underground because lately there has been a series of crackdowns and police stings in neighborhoods. The women who were working in a certain area will be gone and will be working in more alleyways. This becomes much more dangerous for them. It makes it hard for women to find any help and to come forward. Women often know about their rights and don't believe that anything will be done. Some don't know that they have any rights." Staff further explain that sex workers are not always welcome at battered women's shelters, compounding their isolation and vulnerability. "People can be so judgmental about sex workers. There has been a history of battered women's shelters refusing to have sex workers come to the shelter. They have had a moralistic view of sex workers. We don't think it is great that someone has to work as a sex worker, but for those that do, we want to be sure that they are safe."

Another example of the many unique populations that are hesitant to report abuse is that of lesbian, bisexual, and transgender women, who may feel they will not be understood by law enforcement personnel and service providers. A staff member explains, "In the structure of our society, LGBT communities are often marginalized. People are afraid to go to a service provider and experience bias. They are afraid to call the police and have a bad experience. In fact, they often do have a bad experience when they call the police."

Other Needs: Childcare and Multiple Issues

Other barriers result from the complex situations that so many potential clients face. For instance, a physician who works in geriatrics states that older women do not have the financial capacity to move or to know where to go. On top of that, they have multiple medical problems, so going to a shelter is not an option. There are no shelters that cater to older women who need nursing and help with the activities of daily living.

Another population with complex needs is women with children. Many of them feel that they need the abuser's immigration status, job, or English language skills in order to take the best care of their children. Also, they do not wish to disrupt the children's lives by taking them away from their home, school, and other parent. "For a lot of them," a staff member explains, "the children are the most important things in their lives," yet they have a legitimate fear that their children may be taken away from them. One staff member reports, "The most common question I get is, 'Will I get custody of the children?' I can never say, 'yes,' because I can't guarantee it. The fear of losing the children through violence, the courts, or CPS is very real." In addition, women with children may feel overly restricted in a shelter or transitional housing situation: "As bad as things were, they are used to being able to go anywhere and take their child anywhere. Now, they don't even feel safe on the streets, because they don't want the abuser to see them." Another explains, "The difficulty of their lives can be a barrier. I have numerous clients that don't keep appointments. Kids get sick. They didn't have the bus fare to get to the office. For people with very little resources who do not have a great support system in place to watch their kids, this is probably the biggest barrier."

Trafficking survivors are another population with multiple needs. As many of them are brought from other countries to work in the sex industry, the difficulties they face are compounded by stigma and discrimination faced by other sex workers. In addition, their isolation is assured by practices of traffickers, including confining them to the house or shop where they work, moving

them to a different city on a weekly basis so they can never become familiar with a place or other people, and threatening to harm their families if they leave or report anything.

Trafficking is an increasingly visible and growing problem in San Francisco, although not all of it conforms to the images of large groups of women in brothels that many people think of when they hear the term.⁸ As a staff member of an agency that works with women who have been trafficked clarifies, “It’s hard to stop trafficking, because rich people will always take advantage of people with less power. For example, people bring a distant cousin from ‘home’ and make her sleep on the floor. If she runs away, where would she go? At the consulate, they tell her to go to her family, and those are the people doing this to her — or they know her family, so nothing is done.” Another adds, “It’s horrifying and horrible: If you testify against your cousin, what will it do to your family back home? A lot of people don’t think it’s worth the risk and think, ‘It’s O.K., I’m only being raped,’ and they think they can handle it.” In fact, many trafficked individuals have debts to repay and are afraid of the shame or real physical harm that can come to their families if they leave their situation. A staff member points out, “There’s a strong incentive to save your family.” This incentive is a huge barrier to seeking any kind of services.

Another issue trafficked individuals face is that foreign consulates in the city do not acknowledge, let alone address the issue. Staff members have accounts of consulate workers who consider trafficked women to be “naughty workers.” They are wary of providing new passports because of possible fraud. Staff at the only two shelters in the city that serve trafficking survivors must spend hours and days trying to gain the cooperation of consulate officials.

“It’s hard to stop trafficking. For example, people bring a distant cousin from home and make her sleep on the floor. If she runs away, where would she go?”

— A staff focus group participant

Few people who have been trafficked choose to return to their countries of origin, often because they know that “the trafficking network that brought them here is there.” However, almost none have any identifying documents. According to staff members, this means that they are not eligible to stay at two of the three emergency shelters in San Francisco, since they will be required to produce identification papers. It also means that, if they do gain access to a shelter — often as a result of a police raid that coordinates with a shelter ahead of time to take them in — they may need to wait 6 to 9 months for police to release their identification documents and papers being held by the traffickers, and three to six months to gain approval for a T visa.⁹ During that time, these refugees may receive a \$200/month stipend (for a total of 7 months) and a work permit. “It can be hard to get people to go through the process,” explains one staff member.

Formerly trafficked individuals feel tremendous pressure to keep their identities and experiences secret. One client explains, “I am a witness for a human trafficking case. I can’t release my real identity, even to the residents here. Although I am out of the trafficker’s control, I feel stress because I am now under the witness program.” Another says, “I have to be vigilant about what I say here. I can’t trust anyone. I have to use a different name to protect myself.”

⁸ Meredith May, “Sex Trafficking: San Francisco Is A Major Center For International Crime Networks That Smuggle And Enslave,” San Francisco Chronicle, October 6, 2006. Retrieved online 7/7/2007 from <http://sfgate.com/cgi-bin/article.cgi?f=/c/a/2006/10/06/MNGR1LGUQ41.DTL>.

⁹ The T-visa, or “T nonimmigrant status” is available to eligible victims of severe forms of “trafficking in persons” who have complied with any reasonable request for assistance in the investigation or prosecution of acts of “trafficking in persons,” and who can demonstrate that they would suffer extreme hardship involving unusual and severe harm if they were removed from the United States.

WHAT MAKES A WOMAN DECIDE TO COME IN FOR SERVICES?

There are numerous reasons why a woman decides to contact a service provider for support. For many, it's the realization that their children are being impacted by the violence that they are witnessing and possibly experiencing directly. For others, it's being told by a trusted source that safe and accessible help is available. And for still others, it's reaching their own personal breaking point and knowing that they can not spend another minute in the violent relationship.

Violence is Affecting the Children

For many women experiencing violence, their concern about the impact that this violence has on their children motivates them to seek help. They may worry about no longer being able to ensure the safety of the children and recognize that they must leave the violent home situation. As one staff explains, "For every single one, the breaking point is different. A big percentage comes in because of their children. They need to keep their children safe. They need to get out of the house." Some women feel that they were able to tolerate the violence directed at them but could not tolerate the impact that it was having on their children. "For a lot of them it's the kids. 'I could put up with the abuse myself, but when my child got hurt, when my child saw what was going on, I had to do something.'" One staff member describes a client that had been abused for 10 to 15 years who saw that something was happening to her kids and knew that she needed to do something. Mothers may begin to see their own children becoming violent and recognize that they must break this cycle, "Often something happens with the kids that gets them to come in — the kid is in the middle — the child might begin displaying an emotional problem or becoming violent themselves."

Desperation...Reaching a Breaking Point

Desperation motivates many women and girls to reach out for help. Staff recount tale after tale of clients who have experienced violence for many years and finally reach a breaking point where they can no longer tolerate another slap,

threat, or humiliation. "I've seen women that come in after 14 years of sexual abuse and all kinds of abuse and they have finally decided this is it. We had one incident where she had suffered so many different forms of abuse and finally said 'this is it'. We were able to get her into a shelter. It

"I could put up with the abuse myself, but when my child got hurt, when my child saw what was going on, I had to do something."

— A client focus group participant

is hard to say what motivates them to say, 'this is it.'" Another explains, "Desperation is really part of this. Sometimes it is clear-cut domestic violence and other times there is total chaos in the person's life and they come to us. Sometimes people come to us who are grappling with so many different issues and problems at once that we don't know how to deal with it. They need so much. They have all reached a point where they need help. They have gotten to a point where they can't maintain the status quo." A youth provider similarly reported "...youth usually come in because they are in crisis. They might have received a referral from CUAV's crisis line or Larkin Street, Glide, or different agencies. They are in some type of pain and they need help."

Trust, Confidentiality and Language Accessibility

Being referred to a provider by a trusted source is a key motivating factor to seek help. Often an organization builds this trust by employing staff that speak the communities' languages, employing staff that understand and reflect the clients' cultures, and developing a reputation for offering confidential services.

Given the many barriers that immigrants may face in accessing services — cultural norms that deny the violence or blame the victim, limited or no English language skills, fear or threats of immigration deportation — this trust is especially critical. Speaking the client's primary language is a key to building trust for that woman or girl. Numerous organizations place a high-value on

employing bilingual staff that speak the languages needed by their clients. The sheer diversity of these languages makes it nearly impossible to have ‘on staff’ all of the requisite languages. Instead they rely upon creative solutions such as MLAM, the Multi-lingual Access Model, developed and implemented by the Asian Women’s Shelter or other language interpretation services such as Language 411 or Language Line Services. A staff member explains, “If you hear of an agency that has the trust of someone, and then hear that so and so speaks your language, and lastly that they are part of the community, then that is the final step. You can’t have someone come into a shelter or call a legal services office without some level of trust.” Another explains, “Because of the bilingual staff. If people speak their language and are supportive of them, they are more trusting.” And still another explains, “We see a lot of new immigrants. They do not speak English. They know that we provide bilingual services. They know our services are confidential and they can trust us. They know that their husbands cannot find out.”

There is frequently an intersection of the criminal justice system and violence against women. Many women will avoid reaching out for help due to fear of criminal justice involvement. One provider describes its ‘independence’ from the criminal justice system and the leverage this holds in attracting clients, “Women see us as *not* being a part of the system. It makes them feel more comfortable that they are not going to face those repercussions. We are completely independent of the criminal justice system. They know the police are not going to hear about it. We are not attached to some kind of diversion program.”

Support from Family, Church, and Other Community Members

Receiving support and encouragement from one’s family, church, or other cherished community resource may provide the woman or girl experiencing violence with the resolve she needs to reach out and seek help. “Sometimes there is support of the family, like a brother or sister who brings them in.” One staff person describes the role that the church plays within the Latino community. “Latinas may gauge whether they believe their church or family is supportive of them seeking services. Historically, the churches’ understanding was that there should never be a divorce or separation between the partner and the woman. I think they have changed their opinion. Many more women are able to address the situation now.” Another provider explains their commitment to creating greater community awareness about the church’s position on domestic violence, “We use events to bring forward awareness of the church’s message about domestic violence. Women have relayed stories of being told by the church to stay with the batterer. This isn’t the church’s position. There are three parts to the church’s position: to seek safety first, accountability for the abuser, and reunite with the abuser if possible. We inform members of the community that if they are going to leave the marriage the church isn’t going to condemn them.”

Broad Network of Providers

Many of the organizations funded by the Department have been around for many years. Throughout this time they have actively worked to educate the broader community, including ‘first responders,’ about domestic violence and other forms of violence experienced by women and girls. They have trained these medical personnel, law enforcement, and religious leaders on how to assess and possibly intervene on the woman’s behalf. As one staff member explains, “There are enough service providers now in every aspect of the community that are aware of the issues. They have integrated the issue of prevention into their own services — whether doctors, mental health workers, or school educators. Our generation has been impacted by the violence against women movement. It is difficult for a woman to get help in any area without someone advising her, consulting with her about violence. Many of our clients have had a point of contact that has encouraged them to seek at least information. They may go on to get away from the violence. In our community it is still word-of-mouth.”

Referral from Another Agency

Referrals are a key tool used by this broad network of providers to inform and engage women and girls in the services and support that they may need. “A lot of our program referrals come from other clients that the agency has served. We receive referrals from a lot of agencies that we have trained. About half of the women we see have been referred by other organizations that we have trained. Law enforcement makes referrals, as well.” Another explains, “The women have often had some other interaction with the system — they have called the police and the police say you must get a restraining order, or they have filed for child custody.” One youth provider explains, “Some of the girls are referred by teachers or counselors. The schools will have after-school programs, wellness programs. They will ask us to come in and run a group. We’ll put up a flyer and let girls know that we are running the group. The majority of the girls don’t have to come to the group (it’s not mandatory); a lot of them come and they bring their friends. They like to come and talk. We provide food — a big incentive — they get to come with their groups of friends.”

New Understanding of the Violence they are Experiencing

Women may reach a point in their lives where they are no longer willing or capable of enduring the violence that they have been suffering. This is especially noted by service providers working with older women. Their age may provide a certain freedom of choice that they did not necessarily feel earlier in their lives. As one staff member explains, “Some older women realize that they don’t care anymore what people think about them. They might begin to feel like they can get away with saying things.” Staff also relate that older women come to understand that they may not physically survive the kind of violence they endured at a younger age: “A woman in one of our groups described how after her husband pushed her down the stairs, she realized that while she could bounce back from this kind of assault in the past; she knew that now she couldn’t. Her life flashed before her eyes and she wasn’t willing to let go of life. She realized that she could die from this and didn’t want to die.”

The battered woman also may come to a new realization that what she has been experiencing is, in fact, abuse. Socialization may have taught her to accept this behavior as part of a relationship. Exposure through an educational workshop, friend, or other source may liberate the woman from the violent situation. One staff member tells of a provider going out to talk about domestic violence: “At the end of the talk, an older woman who spoke limited English, said, ‘I’m going home with you. I didn’t know that what I’ve been experiencing is abuse.’ For someone to hear her own story told and hear how bad it sounds might be the turning point for that person. She might now realize that ‘I don’t have to live like this.’”

Prevention Programs Offering Alternative Entry into Services

The Department funds numerous prevention programs that educate different communities within San Francisco about violence against women and girls, using a variety of prevention strategies. Several youth-serving organizations provide after-school programs, paid internships, and other strategies to engage and educate young people about violence. As a youth provider explains, “The path is not usually direct. Our goal is to get them in the door first. Jobs and money often gets them in the door. We offer 10 to 15 hours a week paid internships. These are seen as a way to make money. Once involved, that is when the issues become more evident. One young intern was stabbed in the face. We were able to extend our services to her. People come in through the retreat and the health fair because of how it is framed. It is framed in a broad way. ‘Hey, it’s about sex. It’s about dating.’”

A client of one of the youth programs talks about why she comes and what she gets out of it, saying, “I wasn’t comfortable at first. I didn’t want to open up. They take us to look at art. I never did that stuff before. I never looked at art. We do writing in journals. I choose to come here; I

don't have to come. This group opens you up but you have to be here awhile for that to happen.”

Organizations working with immigrant communities incorporate a similar prevention model. One organization offers health education workshops and within that covers domestic violence and sexual assault. Staff explain that community members would not be likely to attend a training that is explicitly addressing violence. Another program offers a home visit-based perinatal education model for API immigrants. Staff explain that, “We try to interface with the mothers around childbirth (through the hospital referral program) — this is the early intervention model. We do our assessment and possibly pick up domestic violence issues at that time, but the issues might also be revealed over time.”

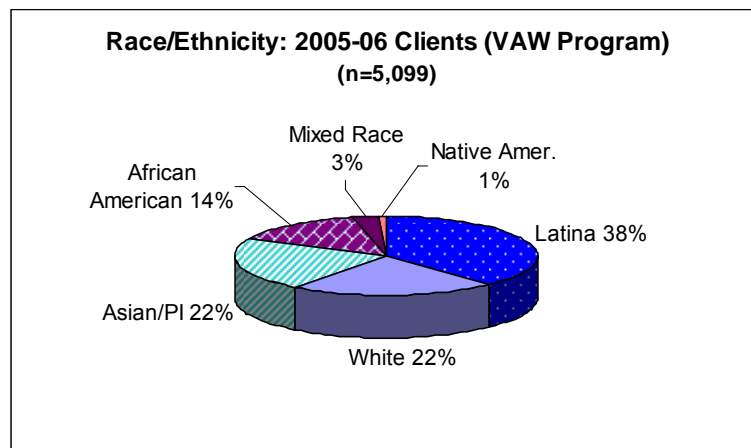
WHAT COMMUNITIES DO PROVIDERS REACH THROUGH THEIR PROGRAMS AND SERVICES?

The organizations participating in this study serve populations based on language group, culture or race, or geography — and sometimes a combination of criteria. Across agencies, providers often work with the same population; clients often go to more than one agency because their services and language capabilities overlap or complement each other. Usually, providers are responding to the people or institutions that call on them for help, although they sometimes are able to conduct outreach with populations or locations they feel are disproportionately underrepresented in their programs.

Even though they have limited resources and restrictions on what population or location their funding should be used for, most express a commitment to help anyone who contacts them, in whatever way they can. Many agree with the statement of one staff member that, “We would never want to say, ‘You’ve called the wrong place.’ We try to connect them to the right resources as soon as possible.”

The service statistics of Department-funded organizations offer an overview of the number and composition of women and girls who have experienced violence and been assisted by funded providers between July 2005 and June 2006.

Close to 10,000 females victimized by violence in San Francisco were assisted by Violence Against Women (VAW)-funded community-based organizations during FY 2005-2006.¹⁰ An additional 3,000 participated in prevention, education, and training offered by these organizations.¹¹ Those figures represent close to a 20% increase in individuals served from the prior fiscal year 2004-05.¹²

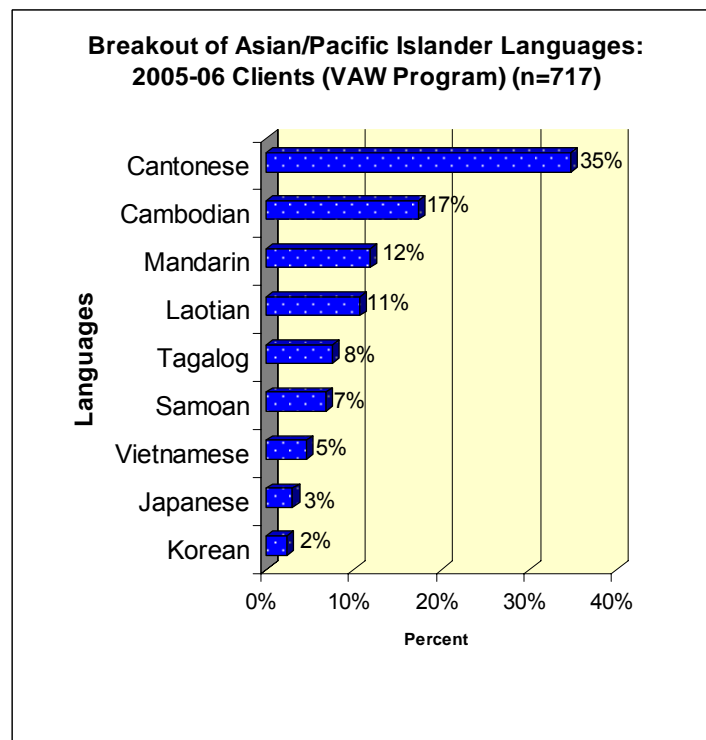
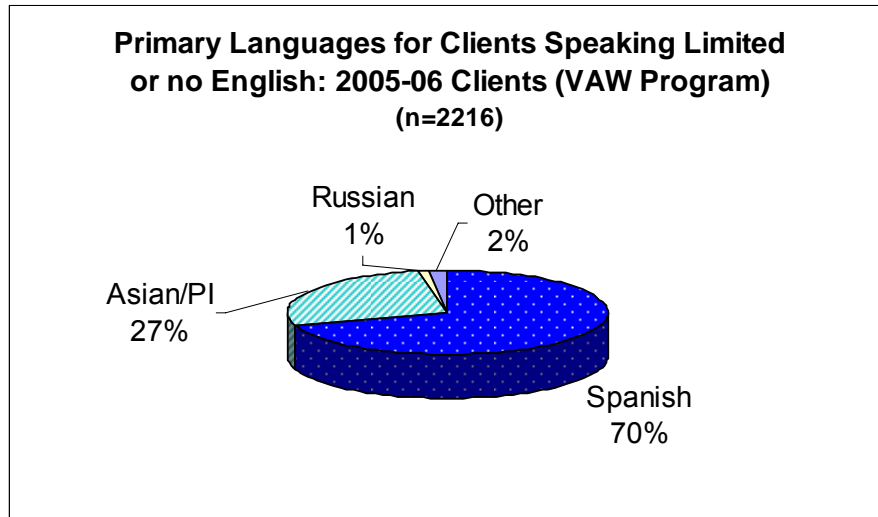


¹⁰ Through the VAW Grants Programs 9,728 individuals were served by Department-funded community based organizations during FY 2005-06. Females comprise majority of individuals (9,448 or 97%), males account for a small percentage (280 or 3%). *Violence Against Women Intervention, Prevention, and Education Grants Program, 12-Month Performance Summary, FY 2005-06.*

¹¹ This figure also includes staff participating in agency cross-trainings.

As shown in the preceding chart, the largest percentage of clients is Latinas (38%), followed by Asian/Pacific Islanders (22%), Caucasians (22%), and African Americans (14%). A smaller percentage of individuals of mixed heritage and Native Americans were also served.

For those clients that speak primary languages other than English, Spanish is the most common (70%), followed by Asian/Pacific Island languages (27%), Russian (1%), and Other (2%). A breakout of the Asian/Pacific Island languages shows that Cantonese (35% is the most common, followed by Cambodian (17%), and Mandarin (12%).



¹² This study focused on obtaining information from VAW-funded programs. Referral from DOSW staff led to inclusion of Catholic Charities CYO Immigrant and Refugee Services. In 2005/06, they assisted 60 women with U visa and VAWA applications and 127 women through educational workshops designed to support the needs of immigrant survivors of domestic violence and violent crimes.

WHAT ARE THE STRENGTHS OF THE PROGRAMS AND SERVICES?

Providing a Support Network

Several staff members talk about the lack of social support systems their clients have. They may be newcomers — perhaps in an arranged marriage — with few or no connections to others here, or they may live with a cultural taboo that tells them talking about domestic violence or sexual abuse will shame their family. The organizations serving those experiencing violence take on the role of a support network that will “advocate for and empower them.”

Connecting trafficking survivors with a supportive network of contacts and friends can be especially challenging. A staff member working with trafficked women explains, “Trafficking victims don’t have someone. They don’t want to call home, or they call just to tell their family to run because now they think someone will be after them. When they come to us, they don’t know the language, the streets, or anything.” Another staff member points out, “They may not want to go to a temple because members there may know the owner of a sweatshop.” Others add that trafficking survivors with similar backgrounds (language or culture) may have competed for clients as prostitutes at night, and they will refuse to come to a group or class with those same people in the daytime. In fact, one organization reports having more success with groups where the only language members have in common is a working use of English as a second language, because then there is less likelihood that trafficked women of the same culture will be in the same group.

Clients report the support they receive at the various agencies in terms of family and friendship. One says, “They are like angels, like second moms.” Another talks about being treated with “respect and consideration” by people who are “very friendly.”

Meeting Language Needs

Organizations addressing violence against women and girls are universally committed to building their capacity to serve clients of any language group or to refer them to someone who can. As one staff member explains, “Many of the women who call have a hard time talking about their situation to begin with, and then the language is a barrier.” By providing and publicizing a capacity for languages other than English, these organizations are able to be available to large numbers of clients who would otherwise stay silent.

One way organizations meet the language needs of the city’s non-English speakers is through the MLAM (Multi-lingual Access Model) developed by the Asian Women Shelter. Language advocates participate in an extensive training to learn to work sensitively and effectively with women and girls experiencing violence. Once trained, these paid advocates — who currently have the collective capacity for 31 different languages — are available to interpret for and advocate on behalf of clients of Department-funded organizations when the need arises. In addition, other organizations rely upon interpretation services such as Language Line Services or Language 411.

Building Capacity for non-Judgmental and Culturally Competent Work

Organizations raise the capacity of their staff through training and strategic hiring. One organization recently had a two-day training on cultural competency, where staff learned methods for “self-inquiry” to identify and then set aside their judgments. Another agency does cross-trainings with other agencies when possible so staff members build their capacity to understand “the different cultures of trafficked individuals, as well as the overall, unique trafficking culture.”

Agencies engage in hiring searches for individuals with the capacity and background to fill an unmet need at the agency in terms of working with one or another group of clients. A search

may take longer (and leave a position unfilled and “covered” by other staff members for longer), but if there is agency-wide buy-in, the end result is much better for the organization and clients than if the candidate had been chosen quickly. This kind of search might bring someone in who is bilingual or bicultural, or who has experience with some of the same issues as the clients, like domestic violence or substance abuse (but long enough ago that doing the work will not “re-traumatize” them). There is general agreement among staff members, though, that much more could and should be done to raise their agencies’ capacity to do the work.

Educating for Awareness

Most staff members serve populations coming from countries where there are no laws against domestic violence and violence is an expected, “traditional” aspect of relationships. Immigrants — the abusers and the abused — bring those customs here. An important part of what these organizations do is to inform these women of their rights in this country. It may be too sensitive a topic to bring up directly (and giving a woman printed information about abuse can endanger her at home), but staff members report finding alternative avenues to raise these important issues. For instance, people are told to call a hotline about parenting or “regarding anything,” and the issue comes up, or it may be talked about at the end of a support group on parenting.

Sometimes, education is best done through another type of agency or authority figure in the women’s lives. An organization serving Arab and Muslim women brings sexual assault training to religious leaders while teaching them about laws related to reporting domestic violence: “The leaders listened, and they incorporated this information into their services at the mosques.”

Even those born in the United States are unaware of what constitutes abuse and what their rights are. A staff member conducting a study on youth found that over 80% of boys and girls did not think that asking for sex in exchange for favors or that controlling behavior was abuse. She realized from this that the number of youth reporting experiences of abuse was too low. One youth client says of a prevention program, “It’s been an eye-opening experience. I have been in many situations that I didn’t label as violence or know what it was but I knew it was wrong. Now I know what oppression is and how it impacts us. It opened my eyes when asked to make our own video [about life experiences]. I have learned how violence played out in my and all the other girl’s lives too.” A staff member explains, “We see how much of a lack of education and knowledge there is among youth,” continuing that by providing education in schools regarding sexual harassment and sexual assault, youth providers can be “preventive, and not reactionary.”

“It’s been an eye-opening experience. I have been in many situations that I didn’t label as violence. Now I know what oppression is and how it impacts us.”

— A client focus group participant

Elders, too, are a population that needs education and outreach about what abuse is. “We let women know that violence isn’t normal and that it doesn’t have to be this way,” explains a staff member. In addition, elder providers educate homecare workers about elder abuse, including the signs to watch out for and how to be sure a report is made to Adult Protective Services.

Offering Safety

Several staff members describe their programs as providing a safe environment, respite from abuse, or protection. Staff members working with elders describe their programs, which include movies, picnics, and “something for everyone,” as offering

“If we didn’t exist, they would feel like they couldn’t leave.”

— A staff focus group participant

“a safe place to be when the person has made it clear that they are *not* going to leave this environment.” They also offer counseling, which is a place where elders can consider their options and explore “ambivalent feelings” they have about “turning in their children.” In addition, since psychologists are mandated reporters, there is a level of protection, since the counselors will report suspected abuse to Adult Protective Services. At the very least, staff believe, the abuser may realize that reports are being made and become “more on guard and less violent.”

Emergency shelter and transitional housing staff members share similar beliefs regarding the benefits of their programs. As one puts it, “If we didn’t exist, they would feel like they couldn’t leave.” A client echoes this sentiment, saying, “If there was no program like this, I think I would still be stuck with my gambler husband and beaten up by him. My children and I would still live in fear.” In addition, an emergency shelter can be a “stepping stone” between the abused individual’s home situation and “what’s out there,” which can be a frightening place for them to consider. They have the space to think about what they want to do and, if they decide to return home, they can get information so “if they want to leave, even a year down the line, they know what they can do.” If they are in transitional housing, they have “the sense that they have a resource, and they don’t have to go back into a relationship to survive.”

One staff member explains what her agency does as being like a quilter: Women who come in are assisted in putting each “piece of the quilt” together with the others in a way that will help her to feel like an integrated whole: “We have a reputation for dealing with all the forms of sexual and physical violence, no matter what it is in their lives. Issues that are all mixed up in their mind and body are going to be addressed. That is why we have set up a program to really acknowledge and celebrate a person coming in. And if they leave, we celebrate them coming back, because it means they trust us enough to come back, and it means that they are alive. (We do have a revolving door!) This is a safe environment. They know from the moment they walk through the door, they feel safety. And as they begin engaging in the program, they see that they are not going to be hurt. They see that they are going to be able to address and get their needs met.”

Providing Needed Services

The staff members working in legal services organizations offer free or low-cost assistance in navigating the complicated laws that represent “most of the solutions our society provides battered women.” Members of the Domestic Violence Consortium point out that many newcomers experiencing domestic violence fear deportation if they report their batterer or try to leave the relationship. Organizations providing legal services can help them learn their rights and go through the process of gaining legal status to remain in this country.

Staff members serving trafficked women also offer help in navigating complex systems, rules, and laws. Besides assisting trafficked women with applications for T visas or benefits, staff also do outreach “on the blue-collar labor field” to let people know about their rights and offer help. “Without these services, our victims will go underground.” Because of capacity, however, not all domestic violence shelters help trafficking victims. For instance, accompanying officials as an interpreter or language advocate at a raid on a house can take an entire day.

Staff in youth prevention work point out, “A teen won’t go to a support group full of adults.” They also focus efforts on reaching out to LBTQ youth, since they find that, “If things are geared toward youth, it’s toward straight youth.” These organizations’ services aim to provide spaces where youth can have a voice, too. Youth in general, and especially female and transgender youth, have “no spaces” where they are heard — “not at schools and not in society,” as one staff puts it. The services youth prevention staff offer allow young people to be themselves, be heard, and have their needs met in a way that organizations that are not intentionally working with youth cannot do.

Being Accessible and Anonymous

Crisis line workers talk about providing services that are at the same time easily accessible and anonymous. Various crisis lines offer women and girls the convenience to call 24-hours a day, “whenever it’s safe.” Because they are a phone service, organizational crisis lines provide the most anonymous services of any group. This is important for many women who feel too vulnerable to speak “face-to-face” and would not seek help otherwise.

Breaking the Cycle

Staff members describe how at least some of their services are geared toward breaking the cycle of violence, including stopping it early on in young people’s lives. Identity-based advocates talk about how important it is to intervene and educate new immigrants so they know “it’s not OK for someone to abuse them.” One staff member works with girls and young women in schools so they learn their rights at an early age and are aware of how violence can live on through the generations of a family or culture.

Youth prevention advocates point out that if they can help young people “make sense” of the violence they experience “from the day they’re born,” they can prevent eating disorders, self-esteem problems, and a host of other issues young people typically have to deal with. As one staff member states their philosophy about prevention work, “Get ‘em early.” This, they feel, is the best way to prevent them from accepting domestic violence as adults.

“We coordinate with a network of services. That is the fundamental philosophy of our services and a signature of San Francisco services; we want to build a community.”

— An agency administrator

Collaboration

Collaboration is a key strategy used by organizations to meet community needs. All staff members have stories or examples of how they collaborate with other anti-violence providers as well as community-based organizations and resources, on both an informal and a formal basis. As one administrator explains, “We coordinate with a network of services. That is the fundamental philosophy of our services and a signature of San Francisco services; we want to build a community.”

This collaboration takes many shapes including staff cross-training, shared case management, referrals to one another, joint media outreach, participation in the Domestic Violence Consortium, and much more.

All program providers participating in this study described at least one way in which they collaborate with other organizations, a few examples include:

- ▶ An organization serving Arabs and Muslims connects with non-domestic violence Arab and Muslim organizations to talk about providing a “continuum of care to our community.”
- ▶ Organizations addressing elder abuse meet monthly as a multidisciplinary team to address their shared clients' needs.
- ▶ Legal service providers conduct frequent trainings for other agencies working with survivors of domestic violence and trafficking.
- ▶ An organization serving the LGBTQ community has an active partnership with an organization addressing violence against women of Asian descent, meeting monthly to talk about a range of issues affecting Asian lesbian, bisexual, and transgender women experiencing domestic violence, from immigration to psychological theories.

- ▶ An organization serving the API community works with agencies that provide outreach and education to Cambodian, Laotian, and Tagalog communities through temples and stores.
- ▶ Emergency shelter staff coordinate with one another to either admit or transfer existing shelter residents into one another's shelter when there is a lack of space.

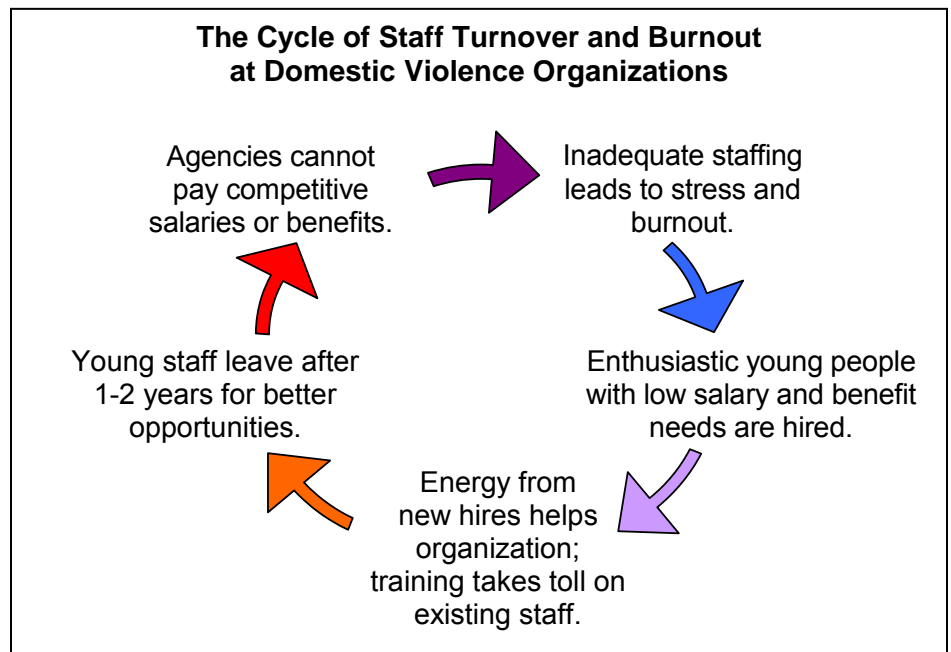
Clearly, formal and informal collaboration between agencies takes place in many ways, already. At the same time, staff members would like more opportunities to engage in collaboration. As one staff member points out, collaboration is necessary for providers to extend their reach without competing for funding with others providing critical services: "It seems like we hear about a lot of services in San Francisco, but it still doesn't meet the need. It doesn't benefit survivors of domestic violence for some to have services and some not to have it. We shouldn't take away from one program and leave the other one without funding. We coordinate our services to meet the broader needs. We put a joint focus on our common goal. What is going to meet the needs of our community? Supporting one another has allowed us to share client work and other resources that has really been a key for creating a network that could meet the needs of our clients."

WHAT CHALLENGES DO DEPARTMENT-FUNDED AGENCIES FACE IN PROVIDING SERVICES AND IN REACHING COMMUNITIES IN NEED?

Insufficient Resources for Infrastructure and Programming

All of the organizations interviewed are operating with insufficient resources. One significant impact of this insufficient funding is the difficulty organizations face in recruiting and, perhaps more importantly, maintaining their staff.

Staff members are particularly worried about the strain high turnover rates puts on individual staff members and their agencies. A cycle of inadequate staffing occurs: Agencies cannot fund the optimal number of staff at competitive salaries; young people come on board with enthusiasm and new ideas (and low salary expectations); their training takes time and energy from other staff; and then the young employees leave within two years for jobs that reward them more pay and benefits and take less of a toll on them. The agency is once again faced with inadequate staffing, and the recruitment and training process begins again. One staff member says, "When we are fully staffed, and nobody's sick and nobody's on vacation, things run smoothly. But I've come to fear when we're fully staffed, because I know somebody's about to resign." The high turnover rate is such a given that it has become a part of their organizational cultures.



Several staff members mention stress resulting from long hours and intensive work. They use the term “second-hand trauma” to explain what happens when workers “hear the story over and over.” When possible, crisis line workers are given the opportunity to “debrief” with another staff member if they experience trauma after a particularly difficult call. Workers talk about trying to “help the families instead of bringing the families’ pain home.” Because of the long hours of exposure to crisis situations, burnout among staff is a constant concern.

Other sources of stress are the need to build connections with other agencies to address a client’s needs and the lack of time to meet with colleagues for support and insight on individual cases. Lack of communication and inadequate teamwork skills among colleagues take their toll on staff members, too. A staff member explains, “We need not only skills or resources or brains, but also to be able to get support from other people, as well as being able to provide support to your co-workers. Having a crisis situation all the time, it’s important to know how to communicate well and provide a welcoming environment for each other.”

A lack of adequate funding is another stressor on staff members. Those at one agency talk about needing more funding for programs; several discuss how much better their staff would do if there were funding for the staff members’ needs — something that is increasingly rare in today’s funding world. Organizations “cannot offer something as simple as benefits for employees,” or an attractive enough wage to slow the turnover rate of social workers. The exception to this is the Asian Women’s Shelter, whose benefits package and comprehensive health care — including massage and acupuncture — is the envy of its peers. Predictably, AWS does not have the same level of turnover as the other agencies reported. Organizations that once had a budget for staff appreciation (for instance, to do something special together or to rent a place overnight for a staff retreat) are lucky to have funding for a lunch — although no one has time to plan or attend a lunch. The overall impact on staff is that, although they are wholeheartedly dedicated to their work, they feel undervalued and overburdened.

“We tell the woman to break the cycle and seek help and then when she calls she can’t find a shelter bed.”

— A staff focus group participant

Another very real constraint on the ability of people experiencing domestic violence to access services is a lack of sufficient resources for agencies to help them. With only three emergency shelters in San Francisco, beds are often full. A staff member shows how this is a barrier: “For a second- or third-time caller, if there aren’t enough resources, like the shelters have been filled for the past couple of weeks here, they give up and don’t call back.” Another states, “We tell the woman to break the cycle and seek help, and then when they call they can’t find a shelter bed.”

The funding for working with trafficked individuals has changed significantly over the past year. Workers say that the San Francisco Police Department used to fund them to cover the cost of the work they did around trafficking. However, in April of 2006, the U.S. Department of Health and Human Services awarded a contract to the U.S. Conference of Catholic Bishops (USCCB) to provide all support services and government grants for services to victims of human trafficking. Now, when workers petition “Bishop,” as they call it, for funding for time spent with a client at the San Francisco Human Rights Commission office or other necessary tasks with a trafficking survivor, they are told “it’s not an emergency,” and they do not release the money. “In their eyes,” explains another staff member, “The ‘emergency’ is defined as being when [the police] bring them to the shelter.” Another adds, “stabilizing is not an emergency.” Some trafficking survivors are from within the U.S. and speak English, but many are from Asian countries. Yet, USCCB does not acknowledge the need for and expenses related to providing Asian-language translation and advocacy services.

Outreach is affected by the inadequate resources, too. A staff member explains, “Things can be crazy working at an emergency shelter. We don’t have one person who can do outreach and go out to the community and see what population we are not serving. No one goes out to see, ‘What does the community need?’ Our not being able to do the outreach has always been a kind of barrier” to serving women and girls experiencing violence.

Clients, too, express frustration related to the lack of sufficient resources at agencies. One talks about inadequate personnel, unrealistic limitations on the amount of resources available for each client, and a lack of information about what services are available and where they can be accessed. Another says, “Sometimes we need help or accompaniment to attend to matters outside of city limits, where the court is that we have to go to or where my child or family is now,” and regrets that agencies do not have the resources to provide that service. Another laments, “The case worker from the shelter is still in charge of my case. She is the contact person for my legal case, but she is hard to reach. This has delayed my legal matters. I think she has too many cases. I feel very uncomfortable to keep calling the case worker. I feel scared to contact my attorney directly because it might make my case worker get mad and abandon my case.”

Political Climate

Agency staff and administrators say that the political climate — federal, state, and local — affects their funding and has significant direct and indirect impacts on their clients’ lives. They point out that federal VAWA (Violence Against Women Act) laws “impact us and our clients in terms of the scope of who we help and how we define domestic violence.” According to staff, VAWA supports only one model of addressing violence: Alienate the abuser (or even deport him, if he is undocumented) and pull the family apart, potentially causing tremendous emotional and financial hardship. Many women and younger family members choose to accept the violence, rather than risk this other certain trauma to their families.

Other federal-level policy reflects a predominantly anti-sex work position. The result is that there are few resources for trafficking survivors. On the street level, priority given to anti-sex work policies translates into police actions that drive sex workers underground and make them less likely to seek help. This silencing of the abused is compounded by a post-9/11 crackdown on illegal immigration, which discourages immigrants from going to authorities. One administrator described how a progressive campaign by the San Francisco District Attorney to encourage abuse victims to come forward was “killed” by immigration raids.

Local policies that lead to inadequate affordable housing and funding priorities that emphasize intervention after abuse rather than prevention make it difficult for local agencies to get the financial and political support they need to serve current and potential clients. One staff member asks, “Even after 18 months in Brennan House, what happens to the woman after that?” According to another staff member, the housing situation is worsening, “The total de-funding of public housing is a significant barrier. The San Francisco Public Housing Authority just had to lay off a ton of people, most recently the person designated to help domestic violence victims. There are no resources to rehab units and therefore there are a number of units remaining empty. The affordable housing stock is shrinking. There have been no new Section 8 vouchers since 2001.”

Some staff members and administrators frame the challenges in terms of opportunities, explaining that, “Poverty is really what is impacting their lives. It devastates the family. If you could help address the poverty, especially among poor immigrants, you would prevent crisis

Domestic violence staff members must accompany clients to public agencies and educate employees there — another drain on limited staffing and resources.

situations.” Another explains that, “Politicians can use an issue or a tragedy to motivate broad political support. This can be seen as a time to make concrete changes. The mayor is popular. He has the ability to lead, but he isn’t using it. It could be the Supervisors or the Department on the Status of Women. But the Department is in a difficult position, being small and under-funded.”

Denial

Identity-based advocates talk about how they need to conduct education and outreach with leaders in mosques and churches so they will acknowledge that violence exists and is indeed a problem in their community. They also talk about the denial in the United States as a whole that relationships and sex exist outside marriage: “So, we have a young couple in a relationship that shouldn’t be happening and there are no services for them as youth experiencing intimate partner violence.”

Cultural Competency Issues

Crisis line and emergency shelter staff members cite a lack of cultural competency to optimally serve several of the populations they and other agencies are in contact with. They believe more staff are needed that are:

- ▶ Competent in multiple Asian languages (“We speak 12 different languages, and that still does not cover even China”),
- ▶ Fluent in Spanish,
- ▶ Trained in using a TTY for the hearing impaired, and
- ▶ Able to train various groups about working with lesbian, bisexual, and transgender women, which is a population that “cuts across a lot of ethnic groups and communities.”

There also is a risk of oversimplifying the issues people of different backgrounds — but the same language — face. For instance, the population of Latinas can encompass those from Central America and South America, war-torn countries and those that are not war-torn. Everyone has unique needs and experiences.

While staff do not believe that they can ever be fully culturally competent for all groups, they do nevertheless hold this up as an ideal that they aspire toward. As one staff member puts it, “We don’t say, ‘We can’t serve this person;’ we ask, ‘What do we need to be able to serve this person?’”

Lack of Emergency, Transitional, and Long-Term Housing

The lack of emergency, transitional, and affordable long-term housing came up frequently in the staff member support groups. One organization regularly faces the dilemma of whether to allow someone with limited English and few resources stay a little longer than the expected 12 weeks in their shelter or give a new family immediate space. Crisis line workers have a lot to say about the housing issue; every day they must inform callers that shelters are full, or they see “women being ‘recycled’ from one shelter to another, because they don’t qualify for transitional housing but can’t find anything else.” Moving from shelters to transitional housing is especially difficult for clients that do not have money or qualify for government (CalWORKs) support, which is often the case for immigrants.

Infrastructure Weaknesses

Staff members from several organizations cited problems with the infrastructure that abused individuals must navigate to get help. They mention the difficulties with the police department, courts, and other components of the social services system. For example, employees in public agencies, such as those in the welfare system, do not know the current regulations and rights

around domestic violence survivors; therefore domestic violence staff members must accompany clients to public agencies and educate employees there (another drain on limited staffing and resources). Police departments are also not adequately informed — or defy the law. One staff member tells of police officers arresting the victim or neglecting to report a restraining order violation. Another recounts an incident with a police officer in a training about the mandatory arrest rule for restraining order violations who responded, “I don’t care what the law is; you can’t tell me what to do.” Another says it is a problem when police respond to any kind of domestic dispute by giving a woman a card with the emergency shelter phone number on it without telling her why she should call or even asking what she needs.

A staff member that offers free trainings at supportive housing agencies notes that several agencies that would be good candidates for training are “just not allowing us to come in and give the education.” Although one staff member mentions that Greenbook “improved interpersonal relations among groups,” all agree that there is a real need for cross-training and systems change for organizations working with domestic violence survivors to be able to reach more individuals and serve them better.¹³

Infrastructure Shortcomings for Youth

Youth prevention workers report a lack of supportive infrastructure addressing violence against youth. For example, staff encounter attorneys that do not think youth can sign a retainer, rules against case managers at other agencies sharing information when to do so would allow both agencies to coordinate and strengthen their support of a particular youth, and schools whose administrators do not let them come in or whose teachers verbally challenge speakers during classroom presentations. One staff member talks about needing to use the current system to help youth, even though it is not set up to address their needs, pointing out, “There are things that are perceived of as barriers that really can be overcome if you think creatively.” Another talks about the basic need to find ways to reach the youth in spite of the roadblocks schools put up, since “we can’t change the institution itself.”

ARE THERE UNDERSERVED COMMUNITIES IN SAN FRANCISCO?

Providers strive to meet the needs of the many women and girls experiencing violence throughout San Francisco. Limited funding and the additional challenges described above create a tension between providers’ desire to meet all community members’ needs and their ability to provide effective support with the staff and resources available.

Staff and program participants were asked to identify “whether there are communities within San Francisco that are being underserved?” They uniformly express the opinion that all communities are being underserved. They describe in great detail the need for more shelters, affordable housing, case management, counseling, transportation assistance, interpreters, and legal services, to name but a few.

When pressed further to identify particular communities that are being underserved, study participants named various culture and language groups, age-specific populations, and individuals with co-occurring issues.

“I don’t think there’s enough outreach and services for who we already serve. I don’t know any community that has enough.”

— A staff focus group participant

¹³ The *Effective Intervention in Domestic Violence & Child Maltreatment Cases: Guidelines for Policy and Practice*, known as the “Greenbook,” is the result of a federal initiative, led by the Family Violence Department of the National Council of Juvenile and Family Court Judges. It was developed by leading family court judges and experts on child maltreatment and domestic violence.

These comments were made by one or sometimes several participants, and though they are not statistically representative, they do offer insight into populations that may need additional attention. It is important to note that often times the population groups mentioned below can be assisted by the recommended services identified in the next section of the report, entitled, “What additional services and strategies are needed to better address violence against women and girls?”

Culture and Language Groups

African Americans: Although African American women are accessing the full range of services funded by the Department on the Status of Women at proportionately higher rates (14%) than their presence in the general population (7%)¹⁴, the Department does not fund any Afro-centric services at this time. Outside of the Housing Authority, there are few organizations in the city specifically dealing with violence against women and girls within the African American community, and only one of the key informants knows of anyone that is running a program designed specifically to reach African American women in their communities — although SFWAR has published culturally-specific materials developed by its Women of African Descent Task Force and screens the documentary “No!” by Aishah Shahidah Simmons, which discusses sexual violence in African American communities. Moreover, no one was able to talk about what dedicated services for African American women experiencing violence would look like.

In an effort to gain more insight into what needs are and are not being met for African American women, the needs assessment team contacted the executive director of Positive Directions Equals Change. The organization, located in Potrero Hill and in Bayview-Hunters Point, offers community-based drug and alcohol treatment, with in-patient and outpatient services that seek to address the whole person and are highly responsive to the African American community it serves. It offers anger management and violence prevention for men and women.

Positive Directions Equals Change’s Director does not know of any services that are specifically geared toward African American women that are experiencing violence. He points out that churches and the Nation of Islam will help their members informally, and that organizations addressing violence are focused on young men and women killing each other “on the streets,” and not violence against women. He also mentions a program of the Renaissance Program for Youth, called Passage for Success, which works with youth ages 13-22 who have experienced violence, many of whom are African American. He sees women come in to Positive Directions Equals Change with the men that are abusing them. The men may go to an anger management group and the women come with the children and receive support from counselors or participate in a women’s empowerment support group, while other staff supervise and observe the children.

The women he sees tell him they do not want to leave the abuser; their lives are interconnected because of their children (her partner’s parents may watch the children while the mother works, for instance) and because they live within the same community. Whatever staff at his agency may feel would be “best” for the woman to do in this situation, they start with what the woman says she needs. Otherwise, they know she will not trust them and will not come back. He has heard from African American women using other services in San Francisco that they feel pressured to report the abuser to the authorities. This, they feel, risks having a violent person out on the streets somewhere, receiving no services, and possibly posing even more of a threat to the woman and her children.

Positive Directions Equals Change’s Director is emphatic that he cannot speak for “the black community.” He describes what he hears from the people he knows and says that the first rule in serving women experiencing violence is to listen to what they say they need and to be as accessible as possible: “People come to us before they go to the police. We ask them, ‘What do

¹⁴ U.S. Census Bureau, 2005 American Community Survey

you want me to do?’ They don’t want to leave or report him.” After they feel they can be honest about what they do and do not want, he says, “they are able to get to something better.” They may involve “the system” — probation officers and Child Protective Services, for instance — but they say, “We know he needs services, too. Get him the services first.” He also points out that the women he sees “do not leave their community or even their block,” and, in his experience, “Women, especially black women, will not access treatment. They have too much pressure to stay at home and take care of the kids. Men are more likely to come in for services.”

He warns that there are limitations on how much any needs assessment can truly represent an entire community, though, and how long any research can be current or relevant. Even so, his comments about what women say they want echo those of other women and service providers we heard from: The desire for a model that addresses violence but does not isolate the abuser from the community and have the woman and children leave the extended family and community seems to be common across cultural lines and age groups.

Arabs and Muslims: According to an administrator of an Arab-based organization, “There are about 15,000+ Arabs in San Francisco.” However, with only one organization dedicated to serving the Arab and Muslim communities in the city, many needs are not being addressed. According to a staff member speaking on behalf of the Arab and Muslim communities, “It’s hard to have services A-Z on the premises. Because of lack of funding and lack of staff, we only have a crisis line, and then we have to refer people on. There’s no crisis line (except for us), and there’s no shelter for the Arab and Muslim community. These are underserved communities.”

Cambodians: Interview and focus group findings identified only one anti-violence organization, Asian Perinatal Advocates, which has staff who speak the Khmer (or Cambodian) language. A staff member describes the difficulty of serving the Cambodian community due to its members being “very quiet,” and keeping to themselves in “their district.” Another explains, “They do not have access to Cambodian-language speakers for any part of the process of escaping from domestic violence, like getting a restraining order, housing, et cetera.”

Vietnamese: Staff members are unable to meet the growing need for services by members of San Francisco’s large Vietnamese community. Although several organizations have Vietnamese-speaking staff, this is not enough for the 13,000 or so Vietnamese living here.¹⁵ Staff at one organization state, “We need counselors, support groups, and parenting classes in Vietnamese.” Another staff member says, “We don’t have anywhere to turn. We cannot handle the difficult things when Vietnamese women call. There’s a Vietnamese shelter, but it doesn’t have complete services.”

Several Other Language and Culture Populations:

- ▶ “It can be hard to find a counselor for one specific language. For example, where can someone who speaks Korean or Thai find a counselor or get legal representation?”
- ▶ “South Asians:¹⁶ Many come in legally because of their husband’s work status. They might not be eligible for free legal services because of their husband’s income.”
- ▶ “I wonder about the Eastern European population. We’ve served three in the past year. That’s very low, considering the demographics in San Francisco.”

Other (Adult) Populations

People with Mental Health Needs: Several staff members, from different organizations, say that they are not equipped to provide services for individuals with mental health issues, whether

¹⁵ Cicero A. Estrella, “S.F.’s Little Saigon,” San Francisco Chronicle, 2/16/2005, accessed 7/12/2007 at <http://sfgate.com/cgi-bin/article.cgi?f=/c/a/2004/02/16/BAG2751OP81.DTL>

¹⁶ South Asia encompasses countries in and around the Indian sub-continent, including Nepal, Bhutan, Pakistan, Sri Lanka, and others.

those issues are serious enough to manifest in challenging behavior or as basic as the depression a trafficking survivor feels while waiting for her T visa application to go through. Even so, staff from two organizations expressed the belief that some women that do not have current domestic violence issues call them because there is no place else to call for mental health support.

Individuals with compromised mental health may require staff attention, but a staff member explains, “In order to stay in our shelter, women need the ability to live independently; we don’t have 24-hour staff at the shelter.”

- ▶ “We can’t serve women with mental health issues. Where can women go for mental health resources? Will they become homeless or just stay in the abusive situation?”

“Where can women go for mental health resources? Will they become homeless or just stay in the abusive situation?”

— A staff focus group participant

- ▶ “We have some clients that have dealt with so much, and they deal with multiple traumas by being really aggressive. Then they get kicked out of shelters. There’s a real issue there, and the way things are set up is not meeting all women’s needs.”

Physically Disabled Individuals: Although all of the agencies interviewed serve women with disabilities to some extent, most of those organizations do not have programs dedicated specifically to serving disabled women. A quick survey of participating emergency shelters indicate that most are able — to some extent — to serve women who are experiencing a chemical dependency, developmental disability, hearing impairment, mental disability, physical disability, visually impaired, wheelchair use, and HIV/AIDS. One agency has a TTY machine, but points out that if the staff member who knows how to use it leaves, there may be a period of time when no one can operate it. Another agency providing transitional housing offers one room that is wheelchair-accessible; and a sexual assault program provider runs a support group for women with disabilities and for teens with physical disabilities.

While there are other agencies in San Francisco that serve women with disabilities, there are few that are adequately prepared to serve disabled women experiencing domestic violence. One exception is senior providers, who, by the very nature of their target population, see a higher number of disabled women among their clients experiencing abuse. Another exception is DeafHope in Hayward, which is reported by two administrators as “doing a great job.” The organization offers a range of advocacy services for Deaf survivors of domestic and sexual violence. One administrator recounts that DeafHope “came in to put a TV screen in for our deaf clients, so they can get daily support from case workers they can talk to whenever they want.”

Isolated Seniors: Staff working with the elderly point out that social isolation of seniors is a big problem in San Francisco. One explains, “Many seniors came here from somewhere else, and they do not have family here.” Another says, “These seniors, especially, suffer from “the stigma of mental health issues on top of ageism.”

Men and Male-to-Female Transgender Individuals: Few organizations have services geared toward men experiencing domestic violence (whether they are in relationships with women or men). Also, those who are transgender risk being told that an organization does not serve men or face transphobia if they go someplace for services.

People with Co-Occurring Issues: In a meeting in April 2007, members of the Domestic Violence Consortium cited two populations that are not being adequately reached with services, echoing the perception of participants in the staff focus groups. Consortium members agreed that, “There is a high number of women substance abusers in the jail system that have also experienced violence against them. There is an inadequate understanding and support of this

intersection.” The same holds true for women with a dual diagnosis of mental health and substance abuse, including youth. Staff members comment on the high rate of substance abuse they note among Latina girls who have experienced violence and ask, “How do you deal with the girls who are using? How do you do risk-reduction?”

Youth

Youth, in general, do not access services very much. Several organizations that include programs specifically designed for teens report getting numerous calls each day on adult hotlines, but no teen calls. The same is true for online chat formats.

Homeless Youth and Youth in Foster Care: These youth are difficult to reach and more difficult to keep in close and consistent contact.

LBTQ Youth in Hunters Point and the Richmond District: While the new Muni T-Line, which runs through Bayview-Hunter’s Point to the Castro, has increased the access LBTQ youth in Hunter’s Point have to services, staff members still identify Hunter’s Point, with its high African American and Asian Pacific Islander (API) populations,¹⁷ as an underserved district. LBTQ youth in the Richmond District, which has large API and Russian populations, are also underserved.

Native American Youth: One youth prevention worker notes that Native Americans experiencing domestic violence are also an underserved population.

WHAT ADDITIONAL SERVICES AND STRATEGIES ARE NEEDED TO BETTER ADDRESS VIOLENCE AGAINST WOMEN AND GIRLS?

Staff members and program participants recommend several categories of services and programs they believe are needed today. While some cut across all types of service providers and populations, others were suggested with a specific population or type of organization in mind. Their recommendations reflect the fact that the majority of organizations participating in this needs assessment have a strong focus on working with women and girls experiencing domestic, or intimate partner, violence.

Housing, Housing, Housing

The lack of available emergency shelters, transitional housing, and affordable long-term housing affects every population and almost every kind of provider addressing violence against women and girls. The funding required to build or acquire new housing and then to maintain that housing is significant, resulting in a housing deficit that impacts women and girls seeking escape from the violence.

Culturally-dedicated Services

Providing the right mix of culturally-dedicated services is important to ensuring that women and girls in San Francisco may access the support they need. While the Department currently funds 27 different programs, most of which provide culturally-dedicated services, there are still gaps. As one API program staff member states, “I fear for other communities of color and the LGBT community. I see a falling away of services for the African American community, and decreased services to Latinas. I don’t see the ‘step up’ of LGBTQ services as I think are needed. As

¹⁷ “In 2000, Bayview-Hunters Point was 46.9 percent black; 28 percent Asian and Pacific Islander; 4.9 percent white and 16.4 percent Hispanic of any race, according to the census. Many analysts said the Bayview’s black population has fallen markedly in the last five years, but no firm count is available.” Source: Leslie Fulbright, *SF Moves to Stem African American Exodus*, S.F. Chronicle, retrieved 7/12/2007 at <http://sfgate.com/cgi-bin/article.cgi?file=/c/a/2007/04/09/MNGPBP56A51.DTL>

service providers we get caught up in survival of our programs. It can be hard to look beyond our own. There isn't any public entity willing to do something about it." There is a need for:

- ▶ Shelters and services designed to serve African American women, Asian women, Latinas, or LGBTQ individuals that some believe can be more effective with those populations than catch-all services. Accessibility and publicity about the culturally competent services are very important, as is the opportunity to involve parents or other family members.
- ▶ Education and conversation about LGBTQ issues regarding violence, as one client explains, "We only learn about violence against women," by men, and not instances involving same-sex couples."
- ▶ To increase their language accessibility, all organizations need funding to recruit and train staff as language advocates. Also, organizations need funding to hire interpreters who can communicate with lawyers, accompany women when they meet with lawyers, and attend court hearings. Ideally, lawyers fluent in the client's language would also be available.
- ▶ Training and resources are needed to build agencies' capacity to reach and serve disabled women and girls.

Elder Services

- ▶ Senior centers are losing staff with special language skills (Chinese and Russian in one center, for example) due to funding cuts. Funding needs to be at least restored — and preferably expanded — so that organizations serving elder populations can reach more individuals who are either monolingual or simply more comfortable communicating in languages other than English.
- ▶ One staff member recommends a 1-800 line to be set up for people to call when they feel they are about to abuse their elder parent.
- ▶ The topic of elder abuse is still taboo. Elder service agencies speak of needing to "normalize" the discussion of intimate partner and family violence and Adult Protective Services through media campaigns and educating physicians.
- ▶ Brochures in health care facilities that address domestic violence should be expanded to cover elder abuse issues.
- ▶ There should be an "interview center" for frail, abused elders so that they only need to tell their story once, and it is videotaped. (San Francisco General Hospital has a service like this for children who have been abused.)

Youth Services

- ▶ There could be a one-stop place where young women of various cultures could get services. While it would take some concerted outreach to get people to cross the boundaries of their own community to get there, it might be an efficient, effective, and safe way to serve them.
- ▶ Youth would be better served if there were uniform policies dictating how to address intimate partner violence among these young people, for example, whether and how youth may acquire a restraining order against their partner.
- ▶ Offer more community-based groups for girls that are no longer in school. Most youth programs reach girls through their schools, however there are many girls that are no longer in school and are experiencing violence.
- ▶ Offer more accessible counseling services for youth, as existing community-based services are often operating at capacity, and there is a long wait to be seen.

- ▶ Youth tend to be silent about the violence they may be experiencing. They are more likely to discuss intimate partner violence if it is a topic folded into a more general “healthy relationships” presentation, or they may be more willing to talk about relationships with their peers than with intimate partners or family.
- ▶ Youth may also come forward if a service provider comes to their school and has them fill out an application for a restraining order at that time, rather than expecting them to call or go someplace else for help.
- ▶ LBTQ youth of color seem difficult to reach because they may not be “out.” On the other hand, it is possible that many straight-identified youth of color that are being reached by youth prevention organizations are actually LBTQ youth and are getting the information they need, even if the organizations are not aware of who they are. It is important for youth-serving organizations to create spaces where youth can feel safe, whether or not they choose to speak openly about their sexual orientation.

Centralized Services

- ▶ There should be a centralized system so that people only have to call one place to access the agencies they need.
- ▶ While it is vital to have organizations tailoring services to specific communities, it is also important to ensure that organizations, including their staff and clients, are educated to be accepting of and sensitive to all individuals regardless of the communities from which they come. This would include sensitivity to lesbians, bisexual and transgender victims of violence.
- ▶ Crisis line and emergency shelter workers, in particular, would like to have a centralized information system in place, with one version for potential clients that have Internet access and another for service providers. This would be a database or website where clients and staff would be able to check on whether a particular organization or service is appropriate for people with particular language needs or, for instance, those that are LBTQ.

Education and Outreach

Expanded community education and outreach are needed to stem the tide of violence. Informing community members about violence, prevention strategies, and available resources will ultimately contribute to decreasing violence within the community. Staff discuss the barriers they face in reaching women and girls who would benefit from what their organizations have to offer. One staff member says, “I want to do outreach to the folks that we want to serve — the underserved communities. I look for groups we have low numbers of, like transgender women and people with substance abuse.” Staff members, clients, and administrators shared ideas for how organizations could engage in more effective outreach strategies — if the financial and staffing resources were sufficient.

- ▶ Identify leaders in communities who have gained the trust of their communities and work with them to spread messages about what abuse is, what people’s rights are, and where they can find help.
- ▶ Use mainstream and ethnic media for prevention. A staff member points out that California has over 400 ethnic media outlets (papers, radio, and television, not to mention the Internet). Get different ethnic media outlets to run a massive prevention campaign with messaging like, “Abusers are losers.”
- ▶ Create inroads with the media resulting in greater priority of coverage of violence against women. As one staff explains, “We need to use the media more to educate the community. There was a story in the paper recently about a woman who was murdered by her husband. This story was buried in the paper and only two inches long. I would like

to see that whenever there is a story about a woman being murdered as a result of domestic violence that it is on the front page and then followed by a list of resources.”

- ▶ A client recommends outreach and training that would teach them how they can get involved in the media and get “control of images of us,” as a way to help women find their voice and figure out why violence against women happens.
- ▶ A client says that what is needed is “something that attracts women and celebrates life — how wonderful and powerful we are. I think the solutions are going to come from women. Put a more positive spin” on education efforts and encourage women to “come celebrate our power.”

Although many staff members agree that better, more targeted outreach to underserved and unserved populations would help connect those individuals to services, they are less certain about their capacity or even the desirability of doing more concerted outreach. Their thoughts on this topic include:

- ▶ “We have someone who does outreach and trainings for hospitals and police who contact us. She could try to reach new communities, but then she would have to say ‘no’ to those who already contact us.”
- ▶ “While I recognize the value in talking about distinct populations, it feels to me like different communities become the ‘in’ outreach community at different times. The focus gets shifted, the money gets shifted, and it’s not new money. It’s playing musical chairs: We could focus more on one community and do less with another. I don’t think there’s enough outreach and services for who we already serve. I don’t know any community that has enough.”

Alternatives for Addressing Violence

- ▶ Women experiencing violence need legal support and counseling as part of continuum of support that they can access *outside* the shelter system. Ideally, they should be presented with options beyond prosecuting the abuser.
- ▶ Staff working with Asian/Pacific Islander communities say, “The home visitation model is the most efficient when working with API families. This community has a high rate of domestic violence. Home visitation for new or expecting mothers allows us to get in. They would not come to our office.” Another says, “The home visit model works over time, because they come to feel you are helping, not judging, and they are willing to come to you for help.”
- ▶ Most domestic violence agencies do not work directly with batterers. In small communities, the traditional model can lead to ostracizing someone from the only safe place they have, which “doesn’t keep people safe.” One staff member recommends a shift to more creative interventions, such as transformative justice models, “because it’s not realistic to ignore batterers.” The restorative justice model is being promoted by city governments these days; however, not all advocates believe that the restorative justice model is best. Because no one model is likely to meet the needs of all women and girls experiencing violence, the options available to them should not be limited to what is politically in favor.

Other Services

- ▶ **Childcare.** Each shelter and transitional housing facility needs to be able to provide childcare that covers extensive hours and is not based on income. Leaving an abusive partner can lead to a parent feeling overwhelmed because the partner or the extended family may have helped with the children before. With easy access to quality and convenient child care, women will have the time to figure out a plan, look for housing, or get training for a job that will support the family without the abuser’s income.

- ▶ **City-wide collaboration.** Strengthen collaboration and trust between community providers and public agencies. As one staff member explains, “In the city overall, we have to figure out ways to do outreach better not just to each other’s agencies. We need to figure out ways to interact more with law enforcement so that they will trust us and we will trust them so that the client will feel safe to go from one agency to the other.”
- ▶ **Counseling and case support.** Staff members feel there should be free therapy available to individuals and families, whether they are in housing or accessing services off-site. There must be counselors available with competency in different cultures and languages. Each organization would have a mental health program, so that talking with a counselor is a normal part of the intake process. For clients in shelters and transitional housing, the counselor would be able to make recommendations and give referrals for accessing free or low-cost services outside of the shelter environment. A staff member explains, “This is so important because of the effects domestic violence has on the women and the children. They need this to break the cycle.” Another states, “Without the therapy, they’re more likely to go back into the relationship they just left, because they feel like that’s a form of security.”

One client recommends having “a social worker who provides services orientation and manages a woman’s case.” This person would return phone calls “promptly,” take an interest in the woman’s “state of mind,” and make clients aware of services that they may not know exist.

Another client would like to see support in the form of coaches and mentors that “get to know us on a closer level” and can “help us with career goals.” This same client thinks, “A speaker series where successful women who are survivors of domestic violence talk about their experience” would also be motivational.

There is also a desire on the part of clients for support groups out in the community for domestic violence survivors. One client comments, “I have been looking for one for four months.”

- ▶ **Crisis line staffing.** More funding is needed to recruit and train staff at each agency to handle crisis calls that the regular crisis line staff are unable to handle (due to volume or language limitations).
- ▶ **Job training.** One client would like “to be helpful in society” and receive training for “manual labor” while staying in supportive housing. Another client echoes that desire, saying, “I don’t want to be a victim forever. I want to contribute to the community. The services I get here are one step that I can depend on to reach that goal.”
- ▶ **Legal services.** There need to be more attorneys with experience in immigration issues available in organizations providing legal services. As one staff member explains, “Things are so complicated, you really need to know what you are doing.”

There need to be legal services for sexual assault survivors and a more responsive court. As one staff member explains, “There is no one to help a sexual assault survivor file for a civil restraining order against the assailant...A staff person recently received such bad treatment from the clerk that we had to complain. The clerk thought she was talking to a victim, not an attorney. The thought of a woman in crisis having to go through this alone and within the one-hour window is terrible.”

- ▶ **Sex worker support.** There needs to be consistent follow-up on legal cases as well as anonymity for sex workers. As one staff member explains, “What is needed in each court case, each violent case, is follow-up. That is a lot of work. Insisting on anonymity if you

have to go to the police. Each case takes enormous resources and time. Groups don't tend to do that kind of assistance."

A client talks about realizing that a working prostitute cannot get help from most domestic violence agencies and recommends, "Some kind of outreach to educate them about domestic violence, without being insulting or patronizing." Noting that many sex workers seem to be women of color who are 24 years old and younger, and many seem to have found a pimp who "made them feel safe," this client says nonjudgmental temporary housing, childcare, and culturally appropriate outreach are also necessary.

She goes on to describe frightening and degrading treatment at a police station and recommends educating "not just the arresting officers, but the guys doing the finger prints and mug shots — everyone in the system."

- ▶ **Substance abuse services.** Staff members would also like to see a substance abuse professional in every emergency and transitional housing facility.
- ▶ **Trafficking resources.** A trafficking survivor indicates the importance of educating embassies about their plight. She states, "You should make a warning about trafficking from the American embassy to people in my country, Indonesia. Girls should be warned."
- ▶ **Transportation.** Transportation is an issue for people of all ages and cultures. Shelters need to be able to either pick someone up or, if that does not seem safe, to have taxi vouchers or BART tickets so that someone can get to a local shelter or take public transportation to a town where they can get emergency or transitional housing if nothing is available in San Francisco. One staff member says, "If there's space in a Hayward shelter, the first question we get is, 'How am I gonna get there?'"

WHAT WOULD HELP PROVIDERS BUILD THEIR CAPACITY?

Technical assistance to sustain and support staff and programs

- ▶ Funding and support to help organizations recruit and retain good volunteers and employees.
- ▶ Money for training. One staff member laments, "There are so many conferences and trainings that I want to go to, but there's no money. Also, if I'm going to be gone at a conference, who's going to cover my job? We need more money for staff coverage, so I can go and not put more responsibility on my co-workers for my development. Even though I bring information back that I learned, it's still a burden for them to cover for me."
- ▶ Increase providers' capacity to work with stalking victims. "There is a gap in services for women being stalked. They don't have anyone talking about stalking, in particular on crisis lines. Crisis line workers aren't getting training in that. One crisis line worker told a stalking victim to change her phone number. This is not an appropriate action for a stalking victim because then the stalker started coming to her work."
- ▶ There needs to be specific new money brought in to enable organizations to build their capacity to address the increasing population of trafficked individuals.
- ▶ Support training to build capacity among all service providers to create a safe and welcoming environment for lesbian, bisexual, and transgender (LBT) women. Training should include a review and modification of policies and practices that may foster insensitivity among staff as well as non-LBT clients.
- ▶ Sometimes staff members seek a change in job duties rather than a change in workplace. Organizations would benefit from help in determining what kind of flexibility

and enrichment they can develop for their employees that would encourage them to stay in the organization, rather than becoming another part of the cycle of high staff turnover. Examples might be opportunity for advancement or lateral job changes within the organization, empowering staff (not just administrators) to develop new programs, or encouraging and supporting education (through flexible hours or stipends) that will build employees' capacity to fulfill other roles within the organization.

Supporting staff in self-care

- ▶ Fund a training budget so staff members can take classes outside the organization, like child development at City College.
- ▶ Provide funding for relaxation retreats, where staff can get away from work and clients even for half a day.
- ▶ Get corporate sponsors for staff to get massages once a week, or to get a class on self-massage or other relaxation techniques. Include everyone on staff, not just the advocates or high-level workers.

Strengthening collaboration among providers

Many staff members express enthusiasm for the benefit of cross-training between organizations addressing violence against women:

- ▶ Participants in the staff member focus groups occasionally discovered that others sitting at the table provide services that their clients need, such as language skills or experience in petitions related to the provisions of VAWA (Violence Against Women Act). Opportunities for staff members of various agencies to come together, as they did for the staff member focus groups, would enable them to build their capacity by gaining awareness of what each agency is doing.
- ▶ Provide funding so that agencies can send more staff to the Asian Women's Shelter's MLAM (Multi-lingual Access Model) training for bilingual, bicultural women from underserved or underserved communities to become on-call language advocates.
- ▶ Set up a task force to address the language and housing needs that each organization faces. This would provide a forum for strengthening collaboration to share resources and services or set up cross-training opportunities and fundraising strategies to deepen each organization's capacity.
- ▶ Hold a citywide conference for providers working with domestic violence and trafficking where people can learn new skills, strengthen their capacity, learn about each other's services, and connect with one another for future collaborations or resource sharing.
- ▶ There needs to be collaboration between hospitals, physicians, and neighborhood organizations to reach and help isolated seniors that are experiencing abuse.

Staff members also have some suggestions for collaboration between domestic violence and non-domestic violence organizations:

- ▶ Hold a conference where all agencies and organizations serving seniors come together to learn about the agencies and languages available to work with seniors experiencing abuse.
- ▶ Develop a link between the Department of Public Health and the Department of Aging and Adult Services that would broaden the ability of providers to reach elderly San Franciscans with domestic abuse issues.

Recommendations

Build Upon Existing Strengths

San Francisco offers a comprehensive, coordinated system of care for women and girls experiencing violence. It is recommended that future funding build upon the inherent strengths of this existing network. As one community leader recommends:

The most important thing is to build upon the strengths of what we already have in San Francisco. If priority can be given to strengthen that, then that would be the most effective way to meet the needs of addressing violence against women. I'm not saying that we shouldn't think about new services but it can't be at the expense of the existing network.

For example, with the issue of trafficking, instead of starting a new shelter or program for trafficked people, I would like to make a case for helping our existing network meet the needs of trafficked survivors. We did get some money for a bus shelter campaign for trafficked survivors, it is hard to do outreach without the service resource behind it.

It is important to highlight the expertise that all of the programs have. You don't know or appreciate what you have in your own backyard. Many of the programs are recognized and respected on a state and national level, but sometimes I feel that this is not appreciated in San Francisco. I am hoping that through this report we can really tell what we are doing as a city. It really is a national model.

Expand Housing Options

There is an inadequate level of emergency, transitional, and long-term safe and affordable housing in San Francisco. The Department and its anti-violence organizational partners should work closely with the Mayor and Board of Supervisors to develop a "real plan" for increasing this housing stock.

Support Outreach and Education

Eradicating violence against women and girls in San Francisco remains a desirable, yet elusive goal for the Department and anti-violence program providers. Findings from interviews as well as focus groups show that for many violence is not necessarily recognized as violence, and/or violence is seen as an accepted part of one's relationship. In order for there to be a significant reduction in violence against women and girls in San Francisco, the Department and its partners must change social norms — the goal is to develop a shared definition of abuse and to "de-normalize" violence across all cultures.

Community outreach and education offer key strategies for preventing violence against women and girls as well as serving as a "gateway" for individuals that are experiencing violence that may feel less threatening to them. Developing a three-fold strategy that includes early prevention and intervention that targets young people, engages and partners with trusted community and religious institutions, and includes launching a citywide social marketing campaign, offers a comprehensive approach to transforming the San Francisco community's understanding and acceptance of violence against women and girls.

Reaching Youth. Several providers are funded by the Department and other sources to engage young people in programs designed to increase their awareness of and response to violence against women and girls. Focus groups conducted with a number of these participating young people show that these efforts are raising their awareness. Continued funding of these youth prevention programs is recommended.

At the same time, key informants indicate that they are “working upstream” in their attempts to change youth norms about violence. As one staff member commented,

Young women are regressing. They are American-born and educated and they have not moved away from the victimization thinking. They are accepting the violence as much and more than in their mother’s generation. In the schools that we work with there is an intellectual and political understanding that violence against women is wrong. The whole youth culture supports the other side of it — that women are to be used. That they are property. That women that don’t play the game are outcasts, they’re not cool. This appears to be reinforced. Instead of individualism and self-esteem as good things, it is going in the opposite direction. There is no discourse. Popular culture is dominated by violence against women themes — in the music and on television. There is no counter intelligence. The youth leaders are frustrated. They want change now.

Reaching larger numbers of youth throughout the City must be a priority in any plan designed to change these attitudes among youth.

In addition to these prevention efforts, there is a need for intervention. A recent series in the *San Francisco Chronicle* addressed the high incidence of post-traumatic stress disorder among San Francisco's youth living in violent urban neighborhoods.¹⁸ One report featured a program providing one-on-one counseling for these young people, with a call for additional support to keep this program running as its grant funds were winding down. Young women experiencing relationship violence, who witnessed their mothers being raped and/or beaten by their fathers, and who lost their friends at the hands of their boyfriends are strong candidates for post-traumatic stress disorder. Perhaps there is an opportunity to broaden the program featured in the *Chronicle* article to incorporate young women experiencing the consequences of violence directed at women and girls.

Each year, community-based organizations offer to conduct presentations or deliver violence-prevention curricula in the schools aimed at countering youth norms supporting violence against women and girls. Each year, they face serious obstacles. The Department and its partners are encouraged to work with the San Francisco Unified School District to develop an agreement and a streamlined process that incorporates both prevention and intervention services addressing violence against women and girls into the schools each year.

Reaching Diverse Communities. Continued funding of community outreach and educational efforts will enable organizations addressing violence against women and girls to link with organizations, community centers, and religious institutions that are already known and trusted in those communities. This collaboration will better position organizations addressing violence against women and girls to bring culturally sensitive and competent presentations and education about the nature of violence and options available to address that violence in San Francisco’s diverse communities. Reaching diverse communities includes creating a service environment (e.g. a shelter or hotline) where a member of any community can feel visible, welcome, and safe. Communities include ethnic and immigrant, age-based, LBT, and sex worker populations, to name just a few.

Social Marketing Campaign. In addition to these culturally-specific outreach and educational efforts, the Department should consider engaging a social marketing firm, specializing in developing messages for culturally diverse populations, to design a comprehensive social marketing campaign throughout San Francisco. This campaign should educate San Francisco’s

¹⁸ *Children who survive urban warfare suffer from PTSD, too*, Jill Tucker, San Francisco Chronicle, August 26, 2007.

populations about what violence against women and girls is and how to reduce and eliminate this violence within our relationships and throughout the community.

Strengthen Providers' Infrastructure

Successful community-wide education and outreach will result in an increased demand for support and services, placing a greater burden on an already overtaxed provider network. While any solution to this problem will require additional resources, supporting existing staff, providing cross-training, and centralizing certain tasks and information can serve to strengthen existing organizations.

Staff members are the single greatest resource in any non-profit organization. Unfortunately, many organizations experience high staff turnover due to low wages, high stress, and consistent understaffing which places a greater burden on existing staff. These factors contribute to a "revolving door" among staff that undermines organizational integrity and strategies are needed to address this serious problem.

Incorporating creative ways to appreciate and recognize staff, such as massages and restorative retreats, coupled with opportunities for professional development (that do not place an additional burden on other staff) may help to nurture existing staff.

Interview and focus group findings show that providers possess a wealth of information and skills. Conducting organizational cross-training may help to stabilize staff. This cross-training not only increases providers' knowledge about various cultures, legal matters, or an approach to the work but it also fosters collegial connection among these committed providers, creating a support network for staff working in the field.

The Department and its partners are encouraged to identify strategies to streamline and centralize tasks that place an undue burden upon staff. Two examples include: introducing and maintaining an online directory of services facilitating providers' access to an up-to-date list of services and staff contacts at partner agencies, and centralizing and posting the daily shelter bed availability count on a dynamic information-sharing website that reduces this census activity being repeated by numerous providers each day.

Cultivate New Funding Sources

Additional resources are needed to adequately address the recommendations thus far. The Department is in a position to not only continue funding efforts aimed at addressing violence against women and girls but also to leverage its standing as a respected government agency to coordinate with existing funders, such as the Community Development Block Grant and others, to attract new local, state, and federal dollars as well as private resources.

The Department should partner with local community-based organizations to develop a plan to educate potential funders about the need to dedicate funds for violence prevention and intervention services.

Advocate Against Human Trafficking

Preventing trafficking and responding effectively on behalf of trafficked survivors is a key priority for a number of organizations participating in this study. In addition to funding anti-trafficking efforts, easing "shelter" restrictions or encouraging programs to serve trafficking survivors, the Department is encouraged to partner with or encourage the Mayor's Office to hold an annual or biennial convening for consulate officials and staff about trafficking and relevant issues, including what they can do to help trafficking survivors and how they might be able to prevail upon their home governments to take action against trafficking and traffickers.

Explore Alternative Justice Models

Repeatedly, program participants and staff expressed the need for alternative models for responding to violence against women and girls, acknowledging that one model does not fit all. They are interested in services being offered to women and men who want to stop the violence but who are not interested or ready at this time to leave the relationship. A desire for a model that addresses violence but does not isolate the abuser from the community and have the woman and children leave the extended family and community seems to be common across cultural lines and age groups. The Department and its partners should examine alternative models offered locally as well as elsewhere to determine whether and how these models may best fit a desire being expressed by communities young and old throughout the City.

Convene a Task Force to Consider and Prioritize Needs Assessment Findings

The findings in this needs assessment highlight the existing strengths of current programs and strategies; at the same time, they shed light on the gaps in services and offer staff and program participant-generated suggestions for addressing those gaps and system weaknesses. It is recommended that the Department convene a task force in partnership with its community-based providers to consider and identify whether and how these findings may best be addressed. In addition, the Department should consider broadening this study by identifying all of the organizations and services (not just Department-funded organizations) addressing violence against women and girls as well as determining their funders in order to understand and collaboratively address violence against women and girls in San Francisco.

Appendix

- A. Administrators and Program Directors Participating in Interviews
- B. Staff Focus Group Participation by Program/Organization
- C. Staff Focus Group Demographic Tables
- D. Program Participant Focus Group Demographic Tables
- E. Glossary of Terms on Violence
- F. Organizations Participating in Needs Assessment
- G. Administrator/Program Director Interview Questions
- H. Staff Focus Group Questions
- I. Client/Program Participant Focus Group Questions

Appendix A: Administrators and Program Directors Participating in Interviews

| Individual/s Interviewed | Title/s | Program/Organization | Interview Date |
|---------------------------------------|-----------------------------------------------------------|------------------------------------------------------------------------|-----------------|
| Sally Al-Daher | Executive Director | Arab Cultural and Community Center | April 5, 2007 |
| Dean Ito Taylor | Executive Director | Asian Pacific Islander Legal Outreach | March 21, 2007 |
| Mai-Mai Q. Ho | Executive Director | Asian Perinatal Advocates | March 26, 2007 |
| Beckie Masaki | Executive Director | Asian Women's Shelter | March 23, 2007 |
| Nicholas Baran | Supervising Attorney | Volunteer Legal Services Program, Bar Association of San Francisco | March 19, 2007 |
| Emberly Cross | Coordinating Attorney | Cooperative Restraining Order Clinic, Bar Association of San Francisco | March 27, 2007 |
| Minouche Kandel & Ken Theisen | Staff Attorney & Anti DV Advocate/Communications Director | Bay Area Legal Aid | April 13, 2007 |
| Yulanda Kwong | Director of Social Services | Donaldina Cameron House | April 4, 2007 |
| Gloria Tan | Executive Director | Gum Moon Women's Residence | March 26, 2007 |
| Jovida Guevara-Ross | Executive Director | Community United Against Violence | April 2, 2007 |
| Mary Twomey | Director | Consortium for Elder Abuse Prevention, Institute on Aging | March 22, 2007 |
| Kathy Black | Executive Director | La Casa de las Madres | March 19, 2007 |
| Kyle Kitson | Case Manager | Lavender Youth Recreation and Information Center (LYRIC) | April 5, 2007 |
| Amanda Heier | Executive Director | Mary Elizabeth Inn | March 26, 2007 |
| Cedric Akbar | Executive Director | Positive Directions Equals Change | August 15, 2007 |
| Tracy Brown- Gallardo & Gloria Romero | Director of Youth Services, Girls Services Director | RAICES, Mission Neighborhood Center | April 12, 2007 |
| Mari Alaniz | Program Director | Riley Center, Saint Vincent de Paul Society | April 17, 2007 |
| Janelle White | Executive Director | San Francisco Women Against Rape | April 2, 2007 |
| Rachel West | Coordinator | Women in Dialogue | April 2, 2007 |
| Roberta Toomer | Executive Director | W.O.M.A.N., Inc. | March 20, 2007 |
| Christopher Martinez & Becky Bogyo | Program Director, Lead Immigration Counselor | Catholic Charities CYO Refugee and Immigrant Services | April 16, 2007 |
| Norma Hotaling | Executive Director | SAGE | May 3, 2007 |

Appendix B: Staff Focus Group Participation by Program/Organization

| Crisis Line Worker Focus Group |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Asian Perinatal Advocates Asian Women's Shelter Community United Against Violence La Casa de las Madres Riley Center/Rosalie House W.O.M.A.N., Inc. |
| Elder Abuse Advocate Focus Group |
| Compassionate Community Care Elder Abuse Consortium - Insititute on Aging Family Service Agency of San Francisco Institute on Aging IOA/On Lok Senior Health Italian American Community Services Agency On Lok Senior Health Services San Francisco District Attorney's Elder Abuse Unit San Francisco Public Guardian (Dept. Aging/Adult Services) Self-Help for the Elderly UCSF Lakeside Senior Medical Center |
| Emergency Shelter Focus Group |
| Arab Cultural and Community Center Asian Perinatal Advocates Asian Women's Shelter Donaldina Cameron House La Casa de las Madres Mission Neighborhood Centers Mission Girls Riley Center/Rosalie House |
| Legal Service Provider Focus Group |
| Bay Area Legal Aid Cooperative Restraining Order Clinic La Casa de las Madres |
| Trafficking Focus Group |
| Asian Women's Shelter Donaldina Cameron House The Riley Center |
| Transitional Housing Focus Group |
| La Casa de las Madres |
| Youth Prevention Educator Focus Group |
| Asian Pacific Islander Legal Outreach Bay Area Legal Aid Community United Against Violence La Casa de las Madres Lavender Youth Recreation Information Center (LYRIC) San Francisco Women Against Rape |

** More than one representative per agency attended certain focus groups*

Appendix C: Staff Focus Group Demographic Tables

| Focus Group Description | Number | Percent |
|----------------------------------------|---------------|----------------|
| Elder Abuse Advocates | 15 | 32% |
| Crisis Line Workers | 8 | 17% |
| Identity-Based Advocates | 7 | 15% |
| Youth Prevention Educators | 6 | 13% |
| Legal Service Providers | 4 | 9% |
| Trafficking | 4 | 9% |
| Emergency Shelter Staff | 2 | 4% |
| Transitional Housing Staff | 1 | 2% |
| Total Respondents | 47 | 100% |
| | | |
| Years Working with Organization | Number | Percent |
| Less than one year | 6 | 13% |
| 1-2 years | 9 | 20% |
| 3-4 years | 10 | 22% |
| 5 or more | 21 | 46% |
| Total Respondents | 46 | 100% |
| (skipped this question) | 1 | |
| Age | Number | Percent |
| 21-29 | 9 | 21% |
| 30-39 | 14 | 33% |
| 40-49 | 8 | 19% |
| 50 or over | 12 | 28% |
| Total Respondents | 43 | 100% |
| (skipped this question) | 4 | |
| Country of Birth | Number | Percent |
| United States | 22 | 49% |
| China | 11 | 24% |
| Vietnam | 2 | 4% |
| Taiwan | 2 | 4% |
| Other | 8 | 18% |
| Total Respondents | 45 | 100% |
| (skipped this question) | 2 | |
| Gender | Number | Percent |
| Female | 45 | 96% |
| Male | 2 | 4% |
| Total Respondents | 47 | 100% |

Appendix C: Staff Focus Group Demographic Tables (continued)

| Race/Ethnicity | Number | Percent |
|---------------------------------|-----------|-------------|
| Asian/Pacific Islander | 22 | 47% |
| White | 14 | 30% |
| Latina/Latino | 5 | 11% |
| Mixed Race/Ethnicity | 2 | 4% |
| African American | 2 | 4% |
| Middle Eastern | 1 | 2% |
| Other | 1 | 2% |
| Total Respondents | 47 | 100% |
| | | |
| Primary Language Spoken at Home | Number | Percent |
| English | 32 | 68% |
| Cantonese | 10 | 21% |
| Mandarin | 8 | 17% |
| Spanish | 3 | 6% |
| Tagalog | 1 | 2% |
| Thai | 1 | 2% |
| Vietnamese | 1 | 2% |
| Japanese | 1 | 2% |
| Other | 5 | 11% |
| Total Respondents | 47 | NA* |

** Total may exceed 100% because some participants selected more than one answer*

Appendix D: Program Participant Focus Group Demographic Tables

| Age | Number | Percent |
|--------------------------|-----------|-------------|
| 13-17 | 10 | 17% |
| 18-21 | 6 | 10% |
| 22-29 | 5 | 8% |
| 30-39 | 19 | 32% |
| 40-49 | 8 | 14% |
| 50 or over | 11 | 19% |
| Total Respondents | 59 | 100% |
| (skipped this question) | 19 | |
| Country of Birth | Number | Percent |
| United States | 14 | 21% |
| Yemen | 13 | 20% |
| China | 14 | 21% |
| Mexico | 10 | 15% |
| El Salvador | 4 | 6% |
| Guatamala | 4 | 6% |
| Philippines | 2 | 3% |
| Burma | 2 | 3% |
| Thailand | 2 | 3% |
| Indonesia | 1 | 2% |
| Taiwan | 1 | 2% |
| American Samoa | 1 | 2% |
| Mongolia | 1 | 2% |
| Colombia | 1 | 2% |
| Peru | 1 | 2% |
| Total Respondents | 71 | 108% |
| (skipped this question) | 7 | |
| Race/Ethnicity | Number | Percent |
| Asian/Pacific Islander | 28 | 37% |
| Latina/Latino | 26 | 35% |
| Middle Eastern | 13 | 17% |
| Mixed Race/Ethnicity | 6 | 8% |
| African American | 2 | 3% |
| White | 2 | 3% |
| Total Respondents | 77 | 103% |
| (skipped this question) | 1 | |

Appendix D: Program Participant Focus Group Demographic Tables (continued)

| Primary Language Spoken at Home | Number | Percent |
|----------------------------------------|---------------|----------------|
| Spanish | 25 | 32% |
| Cantonese | 18 | 23% |
| English | 15 | 19% |
| Arabic | 13 | 17% |
| Other | 14 | 18% |
| Total Respondents | 78 | NA* |
| (skipped this question) | | |
| Years Living in San Francisco | Number | Percent |
| under 1 year | 6 | 10% |
| 1-2 years | 8 | 14% |
| 3-5 years | 14 | 24% |
| 6-8 years | 8 | 14% |
| More than 8 years | 24 | 41% |
| Total Respondents | 60 | 102% |
| (skipped this question) 18 | | |
| Neighborhood | Number | Percent |
| Tenderloin | 34 | 45% |
| Bernal Heights/Excelsior | 24 | 32% |
| Bayview Hunter's Point | 4 | 5% |
| Telegraph Hill/Fisherman's Wharf | 3 | 4% |
| Parkside | 2 | 3% |
| Other SF Neighborhood | 7 | 9% |
| Outside SF | 2 | 3% |
| Total Respondents | 76 | 100% |
| (skipped this question) 2 | | |
| Living Arrangement | Number | Percent |
| Other relative | 14 | 23% |
| Parents | 12 | 20% |
| Spouse or partner | 7 | 12% |
| Friends | 2 | 3% |
| Other ** | 26 | 43% |
| Total Respondents | 60 | NA* |
| (skipped this question) 18 | | |
| Marital Status | Number | Percent |
| Never Married | 25 | 40% |
| Separated or Divorced | 22 | 35% |
| Currently Married | 15 | 24% |
| Total Respondents | 62 | 100% |
| (skipped this question) 16 | | |

**** Many of the respondents lived in a shelter or temporary housing and therefore selected "other "**

Appendix D: Program Participant Focus Group Demographic Tables (continued)

| Number of Children | Number | Percent |
|----------------------------|---------------|----------------|
| no children | 26 | 35% |
| 1 child | 19 | 26% |
| 2 children | 15 | 20% |
| More than 2 children | 14 | 19% |
| Total Respondents | 74 | 100% |
| (skipped this question) | 4 | |
| Annual Income Level | Number | Percent |
| Under \$10,000 | 34 | 72% |
| \$10,000-\$20,000 | 8 | 17% |
| \$21,000-\$30,000 | 1 | 2% |
| \$31,000-\$40,000 | 2 | 4% |
| \$41,000-\$60,000 | 0 | 0% |
| Over \$60,000 | 2 | 4% |
| Total Respondents | 47 | 100% |
| (skipped this question) | 31 | |

** Total may exceed 100Percent because some participants selected more than one answer*

Appendix E: Glossary of Terms on Violence

Domestic Violence: Domestic violence can be defined as a pattern of abusive behavior in any relationship that is used by one partner to gain or maintain power and control over another intimate partner. Domestic violence can be physical, sexual, emotional, economic, or psychological actions or threats of actions that influence another person. This includes any behaviors that intimidate, manipulate, humiliate, isolate, frighten, terrorize, coerce, threaten, blame, hurt, injure, or wound someone.

Physical Abuse: Hitting, slapping, shoving, grabbing, pinching, biting, hair-pulling, biting, etc.; also includes denying a partner medical care or forcing alcohol and/or drug use.

Sexual Abuse/Assault: Coercing or attempting to coerce any sexual contact or behavior without consent; includes, but is not limited to rape, attacks on sexual parts of the body, forcing sex after physical violence has occurred, or treating one in a sexually demeaning manner.

Emotional or Verbal Abuse: Undermining an individual's sense of self-worth and/or self-esteem. This may include, but is not limited to constant criticism, diminishing one's abilities, or name-calling.

Economic Abuse: Making or attempting to make an individual financially dependent by maintaining total control over financial resources, withholding one's access to money, or forbidding one's attendance at school or employment.

Psychological Abuse: Causing fear by intimidation; threatening physical harm to self, partner, children, or partner's family or friends; destruction of pets and property; and forcing isolation from family, friends, or school and/or work.

Stalking: Being followed, spied on, or communicated with, without consent at a level perceived to be somewhat dangerous or life threatening."¹⁹

Human Trafficking: Human trafficking is a form of modern day slavery in which people, mostly women and girls, are abducted, deceived, or coerced into situations of forced labor. Human trafficking includes buying, selling, and moving people from one location to another against their will, and it constitutes a grave violation of human rights. Trafficking occurs in unregulated and unprotected labor sectors including agricultural and industrial production, domestic service, and sex work. The root causes of trafficking include poverty, violence and political conflict.²⁰

Hate Crimes: The Local Law Enforcement Hate Crimes Prevention Act of 2007²¹, defines "hate crime" as a violent act causing death or bodily injury because of the actual or perceived race, color, religion, national origin, sexual orientation, gender, gender identity, or disability of the victim. The San Francisco Police Department's Hate Crime Guide,²² describes the type of violations that may occur in the act of a hate crime, including: Spoken or written threats or ongoing patterns of intimidation, destruction / vandalism of property, and/or physical attacks or attempted attacks.

¹⁹ K. Basile, M. Swahn, J. Chen, L. Saltzman (2006) *Stalking in the United States, Recent National Prevalence Estimates*, American Journal of Preventive Medicine, Volume 31, Issue 2, pp. 172-175.

²⁰ (2007) *Hot Topic: Trafficking*, Global Fund for Women
<http://www.globalfundforwomen.org/cms/content/view/23/110/>

²¹ (2007) Local Law Enforcement Hate Crimes Prevention Act of 2007,
<http://www.govtrack.us/congress/bill.xpd?tab=summary&bill=h110-1592>

²² (2003) *Hate Crimes And The Victim: A Guide To The Legal Process*, San Francisco Police Department, January 2003.

Appendix F: Organizations Participating in the Needs Assessment

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Crisis Line | | | |
| Asian Perinatal Advocates | Offers parental stress crisis line for the API community, Monday-Friday, 1:00 p.m.–5:00 p.m. | Immigrant API communities including Laotian, Cambodian, Filipino, and Samoan communities | Cambodian, Cantonese, Laotian, Mandarin, Tagalog, Thai, Vietnamese, English |
| Asian Women's Shelter | Offers 24-hour, seven days a week domestic violence crisis line. (After-hour calls are forwarded to W.O.M.A.N. Inc's crisis line.) | Asian Immigrants and non-immigrants, Queer Asians | 31 MLAM languages: Arabic (North African dialect and Middle-Eastern) Bengali, Cantonese, Dutch, Farsi, Georgian, Gujarti, Hindi, Indonesian, Japanese, Javanese, Kachi, Kannada, Khmer, Korean, Lao, Mandarin, Punjabi, Russian, Spanish, Tagalog, Taiwanese, Tamil, Telugu, Thai, Toisanese, Urdu, Vietnamese, English |
| Community United Against Violence (CUAV) | Offers 24-hour, seven days a week crisis line, primarily targeting lesbian, gay, bisexual, and transgender (LGBT) communities. | Survivors of domestic violence in LGBT relationships. People who have been the victims of hate crimes. As crisis line, difficult to effectively track client demographics. | English, Spanish, Cantonese |
| La Casa de las Madres | Provides callers with statewide, toll-free "live" support, crisis counseling and information about community resources and service through two (2) 24-hour domestic violence crisis phone lines, one for adults and one for teens. | All women, teens and their children who identify as victims of domestic/intimate partner violence. | English, Spanish, Russian, Cantonese, Japanese, ASL, Portuguese, Tagalog, French, German and Saswati (So. African dialect). Plus 150+ languages available through Language Line Services. |
| St. Vincent de Paul/Riley Center | Offers 24-hour, seven days a week domestic violence crisis line. (After-hour calls are forwarded to W.O.M.A.N. Inc's crisis line.) | Clients represent cross section of City. | Provide services in almost any language needed. Budget allows interpreter services and can access a wide range of Asian and south Asian languages. East European. Uses the AT&T interpreter line. Works with Arab CCC and many other organizations |
| SF Women Against Rape (SFWAR) | Offers 24-hour, seven days a week sexual assault crisis line. | Clients represent cross section of City. | English, Spanish, Cantonese, Mandarin, Tagalog, Farsi, Russian, Ukranian, also access to MLAM. |
| W.O.M.A.N. Inc. | Offers 24-hour, seven days a week domestic violence crisis line (including 24-hour Spanish language assistance). | 50% of clients are Latina, with the rest representing cross section of City. As crisis line, difficult to effectively track client demographics. | English, Spanish, Cantonese, Mandarin, access to MLAM (31 languages) and Language Line Services (150 languages) |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Intervention and Advocacy | | | |
| Asian Perinatal Advocates | APA offers center-based prevention services as well as early intervention (through a home visiting model). In addition, APA offers a bilingual counseling program. Collaborates with 27 agencies as part of API family resources network | Immigrant API communities including Laotian, Cambodian, Filipino, and Samoan communities | Cambodian, Cantonese, Laotian, Mandarin, Tagalog, Thai, Vietnamese, English |
| Asian Women's Shelter | Provides emergency shelter, and supportive services for battered Asian women and children through individual case management, individual counseling sessions, and individual medical/mental health/immigration appointments. Weekly support groups, parenting consultations, and transition planning. | Asian Immigrants and non-immigrants, Queer Asians | 31 MLAM languages |
| Donaldina Cameron House | Offers assistance to primarily Chinese and Vietnamese immigrant women and their children. Services include advocacy, case management, counseling, accompaniment to appointments, interpreter services as well as after care for women who have left their emergency shelter. | Chinese and Vietnamese. Mainly new immigrants. | English, Cantonese, Mandarin, Vietnamese |
| Institute on Aging | Preventing Domestic Violence In Late Life provides individual counseling (in person's home or at program), group counseling, and 2 elder shelter beds. | Seniors and people with disabilities. Agency works with people all over the City. | Education efforts-English, though if a training needs to be done in another language, such as Russian or Spanish, one of the Consortium partners can help. Multilingual Public awareness materials—available in 8 languages-Spanish, Russian, Chinese, Tagalog, Vietnamese, Korean and Japanese (poster) |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|----------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Intervention and Advocacy (continued) | | | |
| Gum Moon Women's Residence | Provides supportive services such as counseling and case management to transitional housing residents. ESL and pre-employment training services are also offered. Affiliated with the Asian Women's Resource Center — which provides parent education, parent support groups, children's groups for infants to 5 years old. | Many are Asian immigrants. (About 85% of the residents are women who are victims of violence; many are Asian immigrants, and English is not their first language. A multilingual staff provides supportive advice and counseling to those in need.) | English, Cantonese, Korean, Vietnamese, Mandarin, Pampango (Filipino dialect) |
| La Casa de las Madres | Offer services to meet the initial and ongoing needs of battered women, teens and their children. At the Drop In Center (DIC), La Casa provides individual counseling and facilitates support groups for women who have left the shelter but wish to continue their counseling sessions, and women who are not seeking emergency shelter, but wish to address the impact of domestic violence on their lives. Other DIC programs include the Safe Housing Project (family supportive housing), Safe Havens Program (visitation), Domestic Violence Response Team (SFPD & SFDA), Family-based Services (child-witness services) and the Teen Program. | All women, teens and their children who identify as victims of domestic/intimate partner violence. | English, Spanish, Russian, Cantonese, Japanese, ASL, Portuguese, Tagalog, French, German and Saswati (So. African dialect). Plus 150+ languages available through Language Line Services. |
| Mary Elizabeth Inn | Assists domestic violence survivors achieve economic independence and stability through affordable, supportive housing and employment assistance. (Case management, support groups, and other advocacy services are subcontracted to La Casa de las Madres staff.) | Chronically homeless, disabled, victims of violence. Participants represent cross section of the City. | English, Burmese, Cantonese, Mandarin, Spanish, and Tagalog |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|-------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Intervention and Advocacy (continued) | | | |
| St. Vincent de Paul/Riley Center | The Riley Center's Community Office provides drop-in services including individual counseling, support groups, case management and follow-up. Riley Center also has Domestic Violence Advocates working at the San Francisco Department of Human Services offices to assist battered women who may be eligible to be temporarily excused from some of their CalWORKS grant requirements. Riley Center also contracts with Children & Family Services for a Domestic Violence Specialist to provide technical assistance to staff, as well as domestic violence services to clients who enter into the system. In addition, Riley Center is part of the Differential Response team providing domestic violence services to families. | Serve anyone who identifies as a survivor or victim of domestic violence. Many clients are Latino and Asian. | Provide services in almost any language needed. Budget allows interpreter services and can access a wide range of Asian and south Asian languages. East European. Uses the AT&T interpreter line. Works with Arab Community Center and many other organizations |
| SF Women Against Rape (SFWAR) | Provides sexual assault advocacy to women and girls through in-person counseling, support groups, and medical, legal and social service advocacy. | Serves all San Francisco populations. Large percentage of Latinas, African Americans, Asian and Pacific Islanders, economically-poor and working class, that are marginally housed and homeless. | English, Spanish, Cantonese, Mandarin, Tagalog, Farsi, Russian, Ukranian, also access to MLAM. |
| W.O.M.A.N. Inc. | Latina Services Program offers bilingual, bicultural services to battered Spanish-speaking women, including a 24 hour crisis line, counseling, outreach, case management, education, and support groups. In addition, provides English language support groups (including court mandated anger management for women, parenting support group), individual counseling. | Latina Services Program--monolingual Spanish speakers. Other advocacy clients represent cross section of City. | English, Spanish, Cantonese, Mandarin, access to MLAM (31 languages) and Language Line Services (150 languages) |
| W.O.M.A.N. Inc. | Domestic Violence Therapy Program provides one-on-one therapy for domestic violence survivors and peer support groups. | Clients represent cross section of City. | English, Spanish, Cantonese, Mandarin, access to MLAM (31 languages) and Language Line Services (150 languages) |
| Women in Dialogue (in Defense of Prostitute Women's Safety) | Provides prevention education, promotes public awareness on violence against prostitutes, and offers advocacy services on behalf of sex workers experiencing "violence, arrest, or racist assaults." Conduct a health clinic every year with an emphasis around violence. | Mainly sex workers. Often women with custody issues. Immigrants. Community-wide education reaches the broader community. | English, Spanish, Mandarin, Vietnamese |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|-----------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Legal Services | | | |
| Asian Pacific Islander Legal Outreach | Provides legal, social, and educational services to the Asian and Pacific Islander communities of the Greater Bay Area. Asian/Pacific Domestic Violence Project's priority is the representation of survivors of violence, not only in seeking legal protections, such as restraining orders, but by offering comprehensive services including family law, immigration, and sexual harassment. | Asian/Pacific Islander communities | 12 languages on staff and access to MLAM: English, Cantonese, Korean, Laotian, Vietnamese, Mandarin, Japanese, Tagalog, Illanco, Punjabi, Hindi, Taiwanese |
| Cooperative Restraining Order Clinic (CROC) (Bar Association of San Francisco) | CROC helps women experiencing domestic violence, sexual assault, and stalking obtain restraining orders against their abusers. | Any woman who meets the qualification for obtaining a restraining order. Clients represent cross section of City. No income restrictions apply. | English and Spanish. Access to MLAM through cooperative members. Grant to hire interpreters and ASL signers when necessary. |
| Volunteer Legal Services Program—Domestic Violence Project (Bar Association of San Francisco) | Recruits and supervises volunteer attorneys to assist individuals and families experiencing domestic violence in matters including marital dissolutions, child custody, child support, restraining orders, guardianships, conservatorships, wills, powers of attorney and probate litigation. Employ a social worker to provide complementary social service and mental health assistance. | Low income people who cannot afford legal services on their own. Almost entirely people with incomes at or below 125% the federal poverty level. Serve a large number of people of color (including the African American community). Also serve large number of immigrants, including Latinas and Asians. | English, Cantonese, Mandarin, Spanish, MLAM |
| Bay Area Legal Aid | Provides "options counseling" as well as full legal representation for domestic violence survivors, regarding family law matters including custody, divorce, property division, etc. Provides limited representation on immigration matters including VAWA, U-Visas, and T-Visas. Also offers technical assistance and training to other providers on a wide array of legal issues—family law issues, criminal law issues related to domestic violence, immigration issues. | As a federally-funded agency only helps low-income domestic violence survivors. Clients represent cross section of the City. Vast majority are women of color. Large percentage is immigrants, Limited English speakers (30-50%), housing project residents, and some are same-sex domestic violence survivors. | Any language the clients speak: English, Cantonese, Mandarin, Spanish, Vietnamese, Tagalog, and Russian. Hire interpreters and ASL signers when needed. |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Legal Services (continued) | | | |
| Catholic Charities CYO | Main service provider (in San Francisco) of legal immigration services to Spanish-speaking victims of DV and other crimes of violence. Provides immigration legal services to domestic violence survivors through the VAWA program and victims of domestic violence and other violent crimes, and through the U-Visa program: VAWA self-petitions, U-Visa interim relief applications, educational workshops, and referrals to support services for Latina immigrant survivors of violence. | Mainly serves Spanish-speaking Latino immigrants. | Spanish and English. Agency has other language capacities including Russian, Vietnamese, several Chinese, and Laotian but have not needed to use these languages in their VAWA and U-Visa services. |
| Community United Against Violence (CUAV) | Assists with restraining orders for the LGBT community. | Clients represent cross section of City. Survivors of violence in LGBT relationships. | English, Spanish, Cantonese |
| La Casa de las Madres | La Casa offers immediate assistance to victims of domestic/intimate partner violence seeking to obtain restraining orders against their abusers in collaboration with the San Francisco Police Department and the District Attorney's Office. Through the Pro-bono Representation Project. La Casa trains and assigns attorneys who will provide legal representation in cases involving domestic/intimate partner violence and child custody hearings. | All women, teens and their children who identify as victims of domestic/intimate partner violence. | English, Spanish, Russian, Cantonese, Japanese, ASL, Portuguese, Tagalog, French, German and Saswati (So. African dialect). Plus 150+ languages available through Language Line Services. |
| SF Women Against Rape (SFWAR) | Offers legal advocacy for survivors of sexual assault including assistance with filing civil restraining orders against the sexual assault survivors' assailant. | Serves all San Francisco populations. Large percentage of Latinas, African Americans, Asian and Pacific Islanders, economically-poor and working class, that are marginally housed and homeless. | English, Spanish, Cantonese, Mandarin, Tagalog, Farsi, Russian, Ukranian, also access to MLAM. |
| Women in Dialogue | Have access to lawyers who can represent prostitutes who have experienced violence, arrest or other mistreatment. | Mainly sex workers. Often women with custody issues. Immigrants. Community-wide education reaches the broader community. | English, Spanish, Mandarin, Vietnamese |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|--------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------|
| Prevention, Education, and Training | | | |
| Arab Cultural and Community Center | Provides legal referrals, counseling, translation and education services to empower Muslim and Arab/Middle Eastern women, including recent immigrants from 22 Arab countries. | Arab and Muslim communities for domestic campaigns. Sexual assault campaign reaches all communities with a focus on Arab and Muslim communities. | Arabic, English |
| Arab Cultural and Community Center | Domestic violence awareness campaign | | |
| Arab Cultural and Community Center | Sexual Assault Prevention Education | | |
| Asian Perinatal Advocates | Conducts bilingual and culturally appropriate outreach, support groups, and other forms of direct parental support for the Asian/Pacific Islander community. | Immigrant API communities including Laotian, Cambodian, Filipino, and Samoan | Cambodian, Cantonese, Laotian, Mandarin, Tagalog, Thai, Vietnamese, English |
| Community Youth Center -SF | Prevents violence against Asian girls and young women through its peer education project, Young Asian Women Against Violence. | Young Asian Women | Information unavailable |
| Community Youth Center -SF | Sexual assault prevention education | Young Asian Women | Information unavailable |
| Community United Against Violence (CUAV) | Lesbian, Bi-Sexual, and Transgender Women's Prevention and Education project. Provides case management, court accompaniment, emergency shelter assistance, in-person counseling, and advocacy to the LBTQQ community. The Love & Justice Program is designed for LBTQQ youth, ages 25 and under - an outreach and training project that organizes peer-based trainings for youth and youth services in the Bay Area on how to foster and promote healthy relationships. Domestic Violence Outreach and Education Program conducts trainings for direct service providers, government agencies, and community groups to improve their responses to LBTQQ domestic violence. The Youth Safety Project reaches 3500 students and community members each year to prevent violence by introducing young people to LGBTQ lives first-hand, providing the opportunity to ask real questions. CUAV is currently expanding this work to also train teachers & staff at SFUSD to support a welcoming environment & interrupt bias when it happens at school, as well as training LBTQQ youth & allies to be peer counselors & advocates | LBTQQ youth ages 25 & under, service providers who support survivors of violence, youth ages 10-25 in SF schools & community organizations, youth development service providers, SFUSD teachers & staff | English, Spanish, Cantonese |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|----------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Prevention, Education, and Training (continued) | | | |
| Institute on Aging | In collaboration with Elder Abuse Consortium partners, IOA offers education to professionals on domestic violence and elder abuse, conducts public awareness of the issue by training seniors about elder abuse by going to senior programs, placing signs on buses, etc. and conducts domestic violence advocacy-locally, statewide and nationally. | Seniors and people with disabilities. Agency works with people all over the City. | Education efforts-English, though if a training needs to be done in another language, such as Russian or Spanish, one of the Consortium partners can help. Multilingual Public awareness materials—available in 8 languages-Spanish, Russian, Chinese, Tagalog, Vietnamese, Korean and Japanese (poster) |
| La Casa de las Madres | Provides, as an integral adjunct to direct services, outreach to media, schools, corporations, law enforcement, health providers, community-based organizations, faith-based groups and other community groups. Program activities seek to prevent violence among teens and adults and motivate social change through community education and public awareness. | Participants represent cross section of the City. | English, Spanish, Russian, Cantonese, Japanese, ASL, Portuguese, Tagalog, French, German and Saswati (So. African dialect). Plus 150+ languages available through Language Line Services. |
| Lavender Youth Recreation and Information Center (LYRIC) | Queer Youth Health and Safety Project - provides prevention education | Queer youth. 24 years and under. Undocumented youth. Youth of color. Low income youth. | English, Burmese, Tagalog, Thai |
| Mission Neighborhood Centers, Inc. | "RAICES" -- Real Arising Issues Creating Empowered Students. Provides workshop with violence against girls' curriculum | Target population is Latina girls that live in the Mission or go to school in the Mission. 85% are Latina and 15% African American or Multiethnic. | English, Cantonese, Spanish |
| SF Women Against Rape (SFWAR) | Offers self-defense classes, adult & youth community education, and community mobilization | Participants represent cross section of City. | English, Spanish, Cantonese, Mandarin, Tagalog, Farsi, Russian, Ukranian, also access to MLAM. |
| St. Vincent de Paul/Riley Center | Offers an outreach and community education program | Participants represent cross section of City. | Provide services in almost any language needed. Budget allows interpreter services and can access a wide range of Asian and south Asian languages. East European. Uses the AT&T interpreter line. Works with Arab CCC and many other organizations |
| Women in Dialogue | In Defense of Prostitute Women's Safety, provides prevention education, promotes public awareness on violence against prostitutes, and offers advocacy services. Conducts outreach and education in order to educate and expose the broader community to issues faced by sex workers. | Mainly sex workers. Often women with custody issues. Immigrants. Community-wide education reaches the broader community. | English, Spanish, Mandarin, Vietnamese |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|--------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Emergency Shelters | | | |
| Asian Women's Shelter | Emergency shelter meets the needs of residents 24 hours a day, 7 days/week, through a multilingual, multicultural women's program, children's program, intensive case management, individual and group support, fun activities, provision of necessities, and connections to outside resources. The shelter can house 15–18 women and their children and the average stay for residents ranges from three to four months. | Asian Immigrants and non-immigrants, Queer Asians | 31 MLAM languages |
| La Casa de las Madres | Provides up to 8 weeks of safety and support to 35 women and children fleeing violence. The shelter's program emphasizes independent living skills and individual counseling, support groups and vocational/educational referrals to reverse the isolation caused by domestic violence. Conducts shelter intakes 24 hours a day. | All women, teens and their children who identify as victims of domestic/intimate partner violence. | English, Spanish, Russian, Cantonese, Japanese, ASL, Portuguese, Tagalog, French, German and Saswati (So. African dialect). Plus 150+ languages available through Language Line Services. |
| St. Vincent de Paul/Riley Center's Rosalie House | Provides a 12-week, 27-bed facility. Services to residents include shelter, food, individual and group counseling, case management services, parenting groups, employment referrals, and a children's program. | Serves anyone who identifies as a survivor of domestic violence. Many clients are Latino and Asian. | Provide services in almost any language needed. Budget allows interpreter services and can access a wide range of Asian and south Asian languages. East European. Uses the AT&T interpreter line. Works with Arab CCC and many other organizations |
| Transitional and Supportive Housing | | | |
| Gum Moon Women's Residence | A safe, affordable residence for single women in transition. Gum Moon can house a total of 30 women for 18 to 24 months. | Many are Asian immigrants. (About 85% of the residents are women who are victims are violence; many are Asian immigrants, and English is not their first language. A multilingual staff provides supportive advice and counseling to those in need.) | English, Cantonese, Korean, Vietnamese, Mandarin, Pampango (Filipino dialect) |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|--------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Transitional and Supportive Housing (continued) | | | |
| La Casa de las Madres | La Casa's Safe Housing Project is working to empower residents of San Francisco's permanent supportive housing sites to create communities that foster and demand violence free lives and help resident domestic violence victims maintain their housing stability. The Safe Housing Project Advocacy helps individuals find permanent, supportive housing sites, and provides training for staff and residents regarding personal safety, domestic violence, and crisis response. | The members of the San Francisco Family Supportive Housing Network (SFFSHN) and all women, teens and their children who identify as victims of domestic/intimate partner violence. | English, Spanish, Russian, Cantonese, Japanese, ASL, Portuguese, Tagalog, French, German and Saswati (So. African dialect). Plus 150+ languages available through Language Line Services. |
| Mary Elizabeth Inn | Assists domestic violence survivors achieve economic independence and stability through affordable, supportive housing and employment assistance. (Case management, support groups, and other advocacy services are subcontracted to La Casa de las Madres staff.) | Chronically homeless, disabled, victims of violence. Participants represent cross section of the City. | English, Burmese, Cantonese, Mandarin, Spanish, and Tagalog |
| St. Vincent de Paul/ Riley Center's Brennan House | 35-bed transitional housing program where formerly battered women and their children are offered a maximum stay of 18 months. | Serves anyone who identifies as a survivor of domestic violence. Many clients are Latino and Asian. | Provide services in almost any language needed. Budget allows interpreter services and can access a wide range of Asian and south Asian languages. East European. Uses the AT&T interpreter line. Works with Arab CCC and many other organizations |

Appendix F: Organizations Participating in the Needs Assessment (continued)

| Type of Program/Agency | Description of Services | Priority Populations | Languages Spoken |
|---------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Anti-Trafficking | | | |
| Asian Women's Shelter | Asian Anti-Trafficking Task Force works to provide legal and social services to trafficked people, including assistance with Visas, shelter, case management, support, interpretation, advocacy, and independent living skills. AATC also provides training and technical assistance to build awareness and response among other community-based organizations, and participates in task forces and cross-training with local, state, and federal government systems. | Asian Immigrants and non-immigrants, Queer Asians | 31 MLAM languages |
| Asian Pacific Islander Legal Outreach | Anti-Trafficking Taskforce offering shelter, advocacy, legal assistance, and community education. | Asian/Pacific Islander communities | 12 languages on staff and 15 languages through their partners, including MLAM: Cantonese, Korean, Laotian, Vietnamese, Mandarin, Japanese, Tagalog, Illanco, Punjabi, Hindi, Taiwanese |
| Donaldina Cameron House | Anti-Trafficking Taskforce offering shelter, advocacy, legal assistance, and community education. | Chinese and Vietnamese. Mainly new immigrants. | English, Cantonese, Mandarin, Vietnamese |
| St. Vincent de Paul/Riley Center | Anti-Trafficking Taskforce offering shelter, advocacy, legal assistance, and community education. | Serve anyone who identifies as a survivor or victim of domestic violence. Many of their clients are Latino and Asian. | Provide services in almost any language needed. Budget allows interpreter services and can access a wide range of Asian and south Asian languages. East European. Uses the AT&T interpreter line. Works with Arab CCC and many other organizations |
| SAGE | Standing Against Global Exploitation Project improves the lives of individuals victimized by, or at risk for sexual exploitation, violence, and prostitution through trauma recovery services, substance abuse treatment, vocational, training, housing assistance, and legal advocacy. Works with Bay Area Task Force on Trafficking, police, and District Attorney to identify victims. Works to set standards on assisting trafficking survivors. | Individuals victimized by, or at risk for sexual exploitation, violence and prostitution. | English, Cantonese, Russian, Thai, Mandarin |

Appendix G: Administrator/Program Director Interview Questions

SURVEY OF VAW- FUNDED AGENCIES PROVIDING VIOLENCE AGAINST WOMEN SERVICES

AGENCY:
 PROJECT NAME:
 NAME:
 TITLE:
 DATE:
 INTERVIEWER:
 LOCATION:

THE AGENCY AND AGENCY SERVICES:

1. **What services does your organization provide (or what efforts does your organization conduct) to address violence against women?** (Listen to respondent's narrative and then use COSW standardized categories)

| | | |
|-----------------------------------------|-----------------------------------------------|-----------------------------------------------|
| <input type="checkbox"/> accompaniment | <input type="checkbox"/> advocacy | <input type="checkbox"/> case management |
| <input type="checkbox"/> counseling | <input type="checkbox"/> crisis line | <input type="checkbox"/> distribute materials |
| <input type="checkbox"/> education | <input type="checkbox"/> information/referral | <input type="checkbox"/> legal |
| <input type="checkbox"/> media contacts | <input type="checkbox"/> shelter | <input type="checkbox"/> technical assistance |
| <input type="checkbox"/> other: | | |

2. **What communities or populations do you serve (or reach through your efforts?)**
(Probe: Latinas, queer youth, Chinese immigrants)

3. **In what languages do you offer your services (or conduct your efforts?)** (Listen to respondent's narrative and check off all languages named)

| | | | |
|------------------------------------|-------------------------------------|-----------------------------------|------------------------------------|
| <input type="checkbox"/> Amharic | <input type="checkbox"/> Arabic | <input type="checkbox"/> Bosnian | <input type="checkbox"/> CAMBODIAN |
| <input type="checkbox"/> CANTONESE | <input type="checkbox"/> ENGLISH | <input type="checkbox"/> Farsi | <input type="checkbox"/> Japanese |
| <input type="checkbox"/> Korean | <input type="checkbox"/> Laotian | <input type="checkbox"/> MANDARIN | <input type="checkbox"/> Mongolian |
| <input type="checkbox"/> Russian | <input type="checkbox"/> Samoan | <input type="checkbox"/> SPANISH | <input type="checkbox"/> Tagalog |
| <input type="checkbox"/> Thai | <input type="checkbox"/> Vietnamese | | |
| <input type="checkbox"/> Other | | | |

4. **Do the participants in your Department-funded Violence Against Women programs also utilize other services your agency provides?**

a. If so, which ones?

5. **What type of violence do you hear about the most within this community?**
 - a. **Who do the women most commonly report as the perpetrator?**
6. **How are these types of violence viewed in this community?** (*explore acceptance, denial, disapproval?, etc.*)

DIRECT SERVICE CLIENTS

7. **What do you think makes a woman decide to come in for services?** (Prompts: type, severity, frequency, victim of violence)
8. **What are your clients/participants' most common concerns?** (Probe: immigrant status)
9. **Are there any populations that you see needing services but not coming in for them?**
 - a. **Who are they?**
 - b. **Why do you think are they not coming in?**
 - c. **What might help you to reach and serve these individuals?**

COMMUNITY EDUCATION PARTICIPANTS

10. **What do you think makes a woman decide to participate in your program efforts, such as peer-led education?**
11. **What are your participants' most common concerns?** (Probe: immigrant status)
12. **Are there any populations that you see needing to be reached that are not currently being reached by yours or others efforts?**
 - a. **Who are they?**
 - b. **What do you think is getting in the way of reaching them?**
 - c. **What might help you to reach and serve these individuals?**

BARRIERS TO PROVIDING OR RECEIVING SERVICES

13. **What barriers do potential clients/participants face in accessing and receiving your services?** [Prompts: how they define violence, stigma, lack of privacy, poor facilities, lack of interpreters, fees for services]
14. **How do you raise the capacity of staff and the community to work non-judgmentally and in a culturally competent way with the community you're serving?**
15. **Looking back over the past five years, what changes have you seen in your and others' capacity to serve the X community?**

16. How does the political climate impact your clients/participants' access to support and services?
17. What barriers do you face in providing services or conducting your prevention efforts? [Prompts: lack of funding, staffing, poor facilities, client definitions of violence] (
- a. Is your funding sufficient to provide Violence Against Women services to all people seeking them?
18. Do you have a referral process for individuals you cannot help or who need additional services? YES NO
- a. If yes: How successful or unsuccessful are these individuals in obtaining the needed services you referred them for? Please describe this as far as you know.
19. Are there services or programs that you believe should be provided but are not being provided now? (refer to response to Q 12)
- a. If yes, what are these services?
 - b. What communities or populations most need these services?
 - c. Why are these services or programs needed by these communities?
 - d. How important is this?
 - e. What are the consequences of these services or programs not being provided?
 - f. What would you need to be able to provide this?

PROMOTING SERVICES

20. How do participants learn about your services? [Prompts: community outreach, referral, advertisement, word-of-mouth]

ADDITIONAL QUESTIONS

21. If resources were available, is there technical assistance that you would like to help sustain and support your staff and programs?
22. How are you working with other agencies to address violence against women? (Probe: With whom? Regarding what issues? Impact of collaboration?)
23. Are there any important issues we haven't addressed in this interview?

Appendix H: Staff Focus Group Questions

Date:

Interviewer:

Service Group:

- Crisis Line Workers
 - Legal Service Providers
 - Identity-based Advocates (Intervention & Advocacy)
 - Youth Prevention Educators
 - Elder Abuse Advocates
 - Emergency Shelter Staff
 - Transitional Housing Staff
-

Acknowledge services that focus group participants provide in common. *I would like to start with a brief discussion about the services that you provide. I have had a chance to interview your agencies' administrators and therefore have a pretty good idea of the overall services provided by each organization. What you each of you have in common here is that you provide "X" services. Because we have limited time here together today, I am not going to have you describe your services but rather jump directly into the heart of our discussion.*

1. Please describe for me why "X" (legal, crisis line, etc.) services are important for women that have experienced violence?
2. What barriers do potential clients/participants face in receiving your services? Prompt: how they define violence, stigma, lack of privacy, poor facilities, lack of interpreters, fees for services)
3. What communities do you reach through your services (or prevention efforts)?
4. Are there communities that you see needing your services or programs but who are not seeking these services?
 - ▶ Who are they?
 - ▶ Why do you think they are not seeking your services?
 - ▶ What might help you to reach and serve these individuals?
5. What barriers does your agency face in providing services? (Prompts: lack of funding, staffing, poor facilities, client definitions of violence)

Now, I would like to change our focus to thinking about what you think there should be out there that isn't...

6. Are there services or programs that you believe should be provided but are not being provided now?
 - a. If yes, what are these services?
 - b. What communities or populations most need these services?
 - c. Why are these services or programs needed by these communities?
 - d. How important is this?
 - e. What are the consequences of these services or programs not being provided?
 - f. What would you need to be able to provide this?
 7. In what ways do you collaborate with other agencies to address violence against women? (Probe: With whom? Regarding what issues? Impact of collaboration?)
 8. How do your organizations raise the capacity of staff and the community to work non-judgmentally and in a culturally competent way with the community you're serving?
 9. What barriers do you face on an individual level in doing this work? (Prompts: burnout)
 - a. How are you taking care of yourself? What sustains you?
 10. If resources were available, is there technical assistance that you would like made available to help sustain and support staff and programs?
 11. Are there any other important issues that we haven't addressed in this discussion?
-

Appendix I: Client/Program Participant Focus Group Questions (Adult Service Programs)

I understand that you have received services from ...

1. Please tell me about the services you receive/d there.
 - a. In what ways are/were the services helpful?
 - b. In what ways are/were the services not helpful?
2. How were you treated by the staff?
3. What would make it easier for women to get services from ___?
4. What additional services do or did you need that were not provided by (AGENCY)?
5. FOR THOSE WHO NEEDED ADDITIONAL SERVICES: Did (AGENCY) refer you to other programs to obtain these services?
 - a. IF YES to 5: Were you able to get the services that you were referred for?
 - b. IF NO to 5: Were you able to find these services through another program or agency to get these needs met?

IF NO TO a or b:

- c. What did you do? What was the consequence of not having these services available to you?
6. What additional services would you like to see available to women and girls in your community to deal with violence against women? RECORD ALL.

PROBE: IF MORE THAN ONE

7. Which two of these do you think is most important?

For the top two:

- a. Why is this important?
- b. What happens now because this service is not available?
- c. How difficult is it now to find somewhere to get this service?

Wrap-up

8. Is there anything about your culture that service providers should be sensitive to?
9. Is there anything we haven't talked about or any other comment you'd like to make?