

Commonwealth of Massachusetts

Governor's Council to Address Sexual Assault and Domestic Violence

Final Report, 2015-2022

December 15, 2022



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Letter from the Chair

Since taking office in 2015, it has been my honor to serve as Chair of the Governor's Council to Address Sexual Assault and Domestic Violence (Council). This Council is comprised of a dedicated, diverse group of experts from across the Commonwealth within the areas of domestic violence, sexual assault, and exploitation. Leveraging their expertise and skills, Council members worked collaboratively to inform and support the enhancement of our Commonwealth's institutional and system-based response and supports, fulfilling the Council's charge to advise our Administration on how to best ensure that Massachusetts residents may live a life free from sexual assault, domestic violence, and human trafficking. While this Council and its members recognize the urgent need for this critical work to continue and have paved the way for years to come, this final report illustrates the impactful initiatives and major investments that have been made over the past eight years to support the residents of our Commonwealth and to eradicate domestic violence, sexual assault, and human trafficking in Massachusetts. On behalf of the Council, I am pleased to present our final report.

This report details the Baker-Polito Administration's commitment to combatting violence and supporting survivors. It is imperative to highlight one decision made at the outset of our Administration which has made this commitment possible. **Our Administration made the decision to elevate the Council to the Governor's Office with Executive Order 563.** This significantly improved and streamlined our ability to address complex issues and strengthen partnerships and initiatives across Secretariats, including our work to create the statewide public awareness and prevention campaign RESPECTfully, and our efforts to combat human trafficking and housing instability. As result, we recommend that **the next Administration keep the Council within the Governor's Office.**

Over the years, the work of the Council evolved, going from five identified priority focus areas and subcommittees to seven. The final seven subcommittees are: Assessment and Response; Economic Mobility; Housing Stability; Human Trafficking; Military, Veterans and Families; Prevention; and the RESPECTfully Campaign. These subcommittees gathered and analyzed information from national and local resources, met and developed recommendations for their priority focus areas, and created their respective Action Plans every two years to guide the Council and Commonwealth's work.

To the members of the Council, subcommittee members, and stakeholder organizations: Thank you for the opportunity to work alongside you on these critical issues. Our Administration knows you will continue to be resolute in your efforts to address sexual assault, domestic violence, and human trafficking in our Commonwealth, and we are grateful.

Sincerely,

Lieutenant Governor Karyn Polito



Lieutenant Governor Polito



Appointed Council Members and Designees*

Lieutenant Governor Karyn Polito, Chair

Kelly Dwyer, Executive Director

Secretary Rosalin Acosta, Executive Office of Labor and Workforce Development

Secretary Mike Kennealy, Executive Office of Housing and Economic Development

Secretary James Peyser, Executive Office of Education

Secretary Cheryl Lussier Poppe, Department of Veterans' Services

Secretary Terrence Reidy, Executive Office of Public Safety and Security

Secretary Marylou Sudders, Executive Office of Health and Human Services

Secretary Jamey Tesler, Massachusetts Department of Transportation

Christine Abrams, Commonwealth Corporation (designee for Secretary Acosta)

David Adams, Emerge

Nancy Alterio, Disabled Persons Protection Commission

Christina Bain, Boston University, Frederick S. Pardee School of Global Studies

Alvina Brevard, Department of Housing and Community Development (designee for Secretary Kennealy)

Stephanie Brown, Casa Myrna

Courtney Cahill, Bristol County District Attorney's Office

Sabrina Cazeau-Class, Disabled Persons Protection Commission

Andrea D'Amato, Department of Transportation (designee for Secretary Tesler)

Kim Dawkins, Pathways for Change, Inc.

Elizabeth Denniston, Executive Office of Health and Human Services (designee for Secretary Sudders)

Elizabeth Dineen, YWCA of Western MA

Suzanne Dubus, Jeanne Geiger Crisis Center

Joseph Early, Worcester County District Attorney

Katelyn Fabbri, Trial Court

Robert Ferullo, Municipal Police Training Committee (Retired Chief)

Lisa Goldblatt-Grace, My Life My Choice

Andrea Harrington, Berkshire District Attorney

Lysetta Hurge-Putnam, Independence House

Thomas King, Massachusetts Children's Alliance

J. Thomas Kirkman, Safe Havens (Retired Judge)

Michelle Linn, Advocate / Survivor

Liam Lowney, Massachusetts Office for Victim Assistance (MOVA)

Stacey Malone, Victims Rights Law Center

Susan McDonough, Department of Veteran Services (designee for Secretary Poppe)

Laurie Myers, Sex Offender Registry Board (SORB)

Corinn Nelson, MA Probation Services

Lisbeth Pimentel, Executive Office of Public Safety and Security (designee for Secretary Reidy)

Matthew Connolly, Executive Office of Education (designee for Secretary Peyser)

Joelle Young Riddell, Advocate / Survivor

Emily Rothman, Boston University School of Public Health

Alicia Rebello Pradas, Attorney General's Office (designee for Attorney General Healey)

Nancy Scannell, Massachusetts Society for the Prevention of Cruelty to Children

Jennifer Sprague, Plymouth County District Attorney's Office

David Sullivan, Northwestern District Attorney

Jersouk Touy, Military Sexual Assault Response Coordinator

Vilma Uribe, Brandeis University

*As of December 2022



Executive Summary

Introduction

The Council, chaired by Lieutenant Governor Karyn Polito, convenes dedicated and passionate experts from across the Commonwealth at the local, state, and federal levels, and has made tremendous strides in helping individuals, children, and families in Massachusetts live a life free of sexual assault, domestic violence, and exploitation. This report provides an assessment of progress made over the past eight years under the Baker-Polito Administration as well as a pathway to continue the work for the incoming Administration.

By 2022, the Council consisted of seven Subcommittees, each representing a key priority area outlined in Executive Order 586, signed by Governor Baker in April of 2019: Assessment and Response; Economic Mobility; Housing Stability; Human Trafficking; Military, Veterans, and Families; Prevention; and *RESPECTfully*.

This report highlights accomplishments and progress made in key areas including **significant budget increases; enhanced sexual assault and domestic violence supports; focused prevention work; expanded housing options**; nationally leading **support for survivors and programs to combat human trafficking**; and much more.

These key accomplishments highlighted throughout this report not only demonstrate the dedication of the Baker-Polito Administration, but also the driving power of strong partnerships at the local, state, and federal levels. These essential partnerships resulted in enhancements in identification, response, and services in the areas of sexual assault, domestic violence, and exploitation across the state. As a result of the work of the Council under the Baker-Polito Administration, Massachusetts is a national leader in combatting human trafficking. It will be important for the next Administration to keep the momentum going by continuing to build upon the accomplishments identified throughout this report.



Mission, Purpose and Deliverables



- **Mission:** Advise the Governor on how to help residents of the Commonwealth live a life free of sexual assault, domestic violence, and human trafficking by improving prevention for all, enhancing support for affected individuals and families, and insisting on accountability for perpetrators.
- **Purpose:** Identify best practices that are efficient and effective in advancing the Council's mission and recommend ways of replicating and extending these best practices across all agencies and entities engaged with combatting the problems of sexual assault, domestic violence, and human trafficking in the Commonwealth.
- **Deliverables:** Consider methods of improving awareness of and access to services for those groups that may under-report incidents of sexual assault, domestic violence, and human trafficking, set goals, and report biennially on the Council's progress.



Executive Order No. 586 Reaffirming and Reconstituting the Council

WHEREAS, it is a priority of the Baker-Polito Administration to continue to help individuals, children, and families to live lives free from sexual assault and domestic violence;

WHEREAS, statistics show that troubling problems of sexual assault and domestic violence persist, as documented for instance in the findings of the Center for Disease Control 2015 National Intimate Partner and Sexual Violence Survey that 1 in 4 women and 1 in 10 men experience contact sexual violence, physical violence, or stalking by an intimate partner and report an intimate partner violence related impact during their lifetime;

WHEREAS, in Massachusetts, 2,100 unduplicated incidents of sexual assault were reported to Rape Crisis Centers funded by the Massachusetts Department of Public Health in the twelve months from July 1, 2016 to June 30, 2017;

WHEREAS, research shows childhood exposure to violence, crime, and abuse can lead to serious negative outcomes for health and well being, both during childhood and throughout adulthood;

WHEREAS, ongoing underreporting by certain groups, including but not limited to persons who are LGBTQ, persons with disabilities, the elderly, immigrants, and rural residents, requires improved public awareness of and access to effective programming and services for combatting sexual assault and domestic violence in the Commonwealth;

WHEREAS, since its re-launching in April, 2015, the Governor's Council to Address Sexual Assault and Domestic Violence has accomplished the tasks assigned to it in Executive Order No. 563, including successfully working to support effective implementation of key provisions of Chapter 260: An Act Relative to Domestic Violence, which was signed into law on August 8, 2014;

WHEREAS, the Council has advanced other important initiatives, such as in undertaking a 2018 Action Plan to address five priority areas: Assessment and Response; Child Trafficking; Military, Veterans, and Families; Housing Stability and Self-Sufficiency; and Prevention and Education;

WHEREAS, the Council and the Baker-Polito Administration believe that further work on immediate objectives and long-term strategies are required to produce sustainable change for those in Massachusetts affected by sexual assault and domestic violence; and

WHEREAS, it is critical that leaders and experts from the private and public sector regularly convene and collaborate to assess resources and policy options and to identify best practices for addressing sexual assault and domestic violence in order to make Massachusetts a safe home for all of its residents and the best place to live, work, and raise a family.

NOW, THEREFORE, I, Charles D. Baker, Governor of the Commonwealth of Massachusetts, by virtue of the authority vested in me by the Constitution, Part 2, c. 2, § 1, Art. I, do hereby revoke Executive Order No. 563 and order as follows:

Section 1. The Governor's Council to Address Sexual Assault and Domestic Violence is hereby affirmed and reconstituted for the purpose of advising the Governor and Lieutenant Governor on how best to ensure that the residents of Massachusetts may live a life free from sexual assault and domestic violence and how to empower all individuals affected by sexual assault and domestic violence to move forward safely and with confidence to reach their full potential.

Section 2. The Lieutenant Governor shall chair the Governor's Council to Address Sexual Assault and Domestic Violence (the "Council"). The Secretaries of the Executive Offices of Health and Human Services, Public Safety and Security, Education, Labor and Workforce Development, Transportation, and Housing and Economic Development, or their designees, and the Secretary of Veterans' Services, or his designee, shall all serve on the Council ex officio. In addition, the Council shall include up to forty appointed (40) members of the public, which number shall include community leaders and experts and specialists drawn from advocacy organizations, direct service providers, and criminal justice agencies with expertise and involvement in issues relating to sexual assault and domestic violence. The membership of the Council shall reflect the geographic and cultural diversity of the Commonwealth. Each public member shall be appointed by the Governor and shall serve at his pleasure, in an advisory capacity and without compensation, for a term of two years. Current members of the Council created pursuant to Executive Order 563 shall be re-appointed to the reconstituted Council and may serve full terms upon taking a new oath of office.

All Executive Offices and agencies within the executive department, upon request of the Chair, will provide subject matter expertise to the Council to assist it in accomplishing its priorities.

Section 3. There shall be an Executive Director to the Council, who shall be appointed by and serve at the pleasure of the Governor and Lieutenant Governor with compensation. The Executive Director shall support the work of the Council and may request that Executive Offices and their agencies supply data, reports, and other assistance.

Section 4. The Council shall establish strategic goals and objectives to support the mission of the Council and shall make recommendations to the Governor and Lieutenant Governor that will promote the well-being of all individuals, children, and families affected by sexual assault and domestic violence, prevention for all, and accountability for perpetrators.

The Council shall identify up to five (5) priorities that shall serve as areas of focus for the Council's work over the course of the next two years. Such topics may include, for purposes of example only: (i) response and assessment; (ii) human trafficking; (iii) prevention and education; (iv) military, veterans, and families; and (v) housing stability and self-sufficiency. Upon submission of the report required in Section 5 below, the Council shall promptly convene to select up to five (5) additional priorities to serve as areas of focus for the following two-year period.

Section 5. The Council shall meet not less than every two months and as often as the Chair directs. The Council shall submit a written report every two years to the Governor that shall summarize the Council's work, methodology, findings, and recommendations on each of its priorities. The report shall propose metrics, where feasible, to measure the effectiveness that its recommendations may have when implemented on improving outcomes for individuals, children, and families residing in Massachusetts who have been affected by sexual assault and domestic violence.

Section 6. The Chair may establish subcommittees as needed, which may be comprised of members of the Council and non-members drawn from groups and organizations committed to addressing issues relating to sexual abuse and domestic violence who possess expertise useful to the work of the Council. All subcommittees shall be chaired by a member of the Council designated by the Chair. Subcommittees shall meet from time to time, as scheduled by the Chair or the Chair's designee.

Section 7. This Executive Order shall take effect upon execution and shall continue in effect until amended, superseded or revoked by subsequent Executive Order.

Given at the Executive Chamber in Boston this tenth day of April in the year of our Lord two thousand nineteen and of the Independence of the United States of America two hundred forty-three.



Final Subcommittees 2021-2022

It is important to emphasize the success in this work would not have happened without the Council members, Co-Chairs, and Subcommittee members over the past eight years. Day after day, these members supported individuals and families through their own jobs, as well as remained committed to the work of the Council. Each contributed unique perspectives and fresh ideas. It is hard not to be in awe of their dedication, passion, and ability to work across professional fields to make Massachusetts the best place to live, work, and raise a family.

Thank you to each of you for your continued support of this work. Over the past two years, each subcommittee underwent a process in partnership with the state agencies to identify short-term, achievable goals, which are reflected throughout this report.

Assessment and Response: The mission of the Assessment and Response Subcommittee is to develop recommendations that improve the Commonwealth's identification and response to domestic violence cases.

- *Co-Chaired by **Courtney Cahill** and **David Adams**, this subcommittee focused on strengthening systems responses in key areas to prevent high lethality incidences of domestic violence and sexual assault and enhance supports to survivors across the Commonwealth.*

Economic Mobility: The mission of the Economic Mobility Subcommittee is to develop recommendations identifying evidence-informed practices, programmatic opportunities, and enhanced policy development to support financial independence.

- *Co-Chaired by **Christine Abrams** and **Vilma Uribe**, this subcommittee focused on enhancing connectivity between MassHire and SDV providers across Massachusetts, ensuring “no wrong door” for survivors to gain economic independence.*

Housing Stability: The mission of the Housing Stability Subcommittee is to develop creative housing, housing stability, and homelessness prevention strategies for survivors of sexual assault and domestic violence.

- *Co-Chaired by **David Eng**, **Kara Pillsbury**, and **Stephanie Brown**, this subcommittee developed training and enhanced collaboration between SDV and housing providers at local and state levels to better support individuals and families to transition to more permanent housing solutions.*



Final Subcommittees 2021-2022

Human Trafficking: The mission of the Human Trafficking Subcommittee is to develop recommendations for creative strategies for preventing, identifying, responding to, and supporting high risk individuals or trafficked victims in the Commonwealth.

- *Co-Chaired by **Secretary Terrence Reidy, Undersecretary Elizabeth Denniston, and Christina Bain**, this subcommittee provided support and expertise with a multidisciplinary approach in the areas of survivor assistance and the criminal justice system.*

Military, Veterans, and Families: The mission of the Military, Veterans, and Families Subcommittee is to develop collaborations among military and sexual assault and domestic violence resources to increase accessibility of appropriate supports for veteran/military survivors.

- *Co-Chaired by **Jersouk Touy and Sabrina Cazeau-Class**, this subcommittee focused on strengthening training and collaboration between SDV military and civilian providers, ensuring that Veterans have access to all supports.*

Prevention: The mission of the Prevention Subcommittee is to provide recommendations which promote factors that support the development of healthy, resilient children and youth across the Commonwealth.

- *Co-Chaired by **District Attorney Timothy Cruz, Nicole Daley, Joshua Lubbers, and Stephanie Howard**, this subcommittee supported the development of RESPECTfully and the Healthy Relationships Grant, along with identifying systemic enhancements to support children and youth who witness violence in the home.*

RESPECTfully: The mission of the Public Awareness Campaign Steering Committee is to assist with the development of a statewide public awareness campaign by identifying the target audience(s), resources for support, and the call to action by utilizing their professional expertise and bringing in voices from across the Commonwealth.

- *Lead by **MORE Advertising**, this subcommittee supported the creation and continued development of RESPECTfully, including how to reach identified audiences and spread messaging throughout the state.*



2021-2022 Action Plan

| Subcommittee | Focus | Output | Executive Branch State Agency Involvement | Additional Partners |
|-----------------------------------|---|--|---|---|
| Veterans/Military Families | Enhancing Partnerships Across Massachusetts | Provide recommendations for opportunities to enhance training, collaboration, and referrals to expand multidisciplinary cohesion across Massachusetts. | DVS, DPH, DCF, MPTC, EOPSS | Municipal police, DAOs, JDI, SDV providers, MOVA, military stakeholders |
| Housing Stability | Data Collection | Identify data sources and/or research studies related to SDV survivors and homelessness. | DPH, DHCD | SDV Providers, JDI, housing programs, MOVA |
| | Training and Collaboration | Identify opportunities for expanded interdisciplinary training to enhance community-level partnerships supporting SDV survivors. | DHCD, DPH | CoC, JDI, SDV Services, Housing Professionals |
| Assessment and Response | Domestic Violence Fatality | Provide recommendations on ways to enhance service models and reduce conditions that may increase likelihood of DV homicides, including barriers for populations at highest risk. | EOPSS, DPH, DCF, DTA, DAOs, MPTC, MSP, Probation, Parole, OGR | SDV Providers, Trial Court, MOVA, JDI |
| | High Risk Teams | Provide recommendations for sexual assault programming similar to the DV HRT model. | | |
| Human Trafficking | Service Models and Survivor Supports | Identify opportunities to strengthen a comprehensive, multi-disciplinary, survivor-informed continuum of services that supports prevention and intervention, including cross-sector training, access to online safety tools, and residential and community-based services. | MSP HRVU, DCF, OGR, PSS, HHS, DPH, DMH, DYS | CSEC Coordinators, DAOs, Municipal police, AGO, Service Providers, MACA |
| | Law Enforcement Response | Provide recommendations on ways to promote current best practices (i.e., training) to further facilitate successful victim and offender identification and investigation/prosecution. | | |
| Economic Mobility | Employment Supports | Determine need(s) and identify supports/ best practices for survivors in the professional setting to maintain economic independence. | LWD, HED, DTA | JDI, Service Providers, MDSCS |
| | Economic Empowerment | Identify innovative practices to strengthen multidimensional and multi-agency approaches to empower survivors financially. | | |
| Prevention | Building Safety Nets and Resiliency in Children and Youth | Provide recommendations to expand and enhance specialized services and trainings for supporting children and youth who witness violence in the home. | DCF, DPH, DMH, DYS, EOPSS | MACA, JDI, SDV Programs, LE, Children Service Providers |
| RESPECTfully Campaign | Long Term Youth Engagement | Provide recommendations on the long-term sustainability of the Statewide RESPECTfully Public Awareness and Prevention Campaign. | DPH | MORE Advertising, Youth Advisory Group |



Key Outcomes 2015 through 2022

The Baker-Polito Administration demonstrated their unwavering support of individuals, children and families impacted by domestic violence, sexual assault and/or human trafficking across the Commonwealth over the past two terms by **increasing funding** and **strengthening partnerships across Secretariats**, as well as at the local and federal levels. This resulted in an enhanced focus on statewide prevention efforts, as well as a multidisciplinary approach to updating policies and procedures, developing trainings, and elevating access to services.

Sexual and domestic violence, like other forms of violence, can further impact health inequities and have both short- and long-term effects on various aspects of life. Every individual in every community across the Commonwealth deserves to live a life free from violence. During both terms, Governor Baker and Lt. Governor Polito demonstrated their commitment to violence prevention, assisting survivors, and holding offenders accountable here in the Commonwealth. **This began with elevating the Council to the Governor's Office for the first time.** The Administration and the Council demonstrated the importance of uplifting survivors, recognizing strengths in systems, and identifying opportunities to expand supports and services needed and deserved across the Commonwealth. **These collaborative efforts at every level paved the way for significant achievements over the past eight years.**

Some of these major achievements include:





Significant Increase in Funding 2015 through 2022



FY15 – FY23 Increased Funding

- In partnership with the Legislature, overall state funding dedicated to SDV and HT programs and services increased from \$64.7M in FY15 to \$138.2M in FY23, representing a 114% increase. The \$138.2M in FY23 funding includes several notable funding increases and new initiatives, including:
 - An increase in overall EOHHS spending specific to SDV and HT programs and services from \$34M in FY15 to \$84M in FY23, representing a 146% increase
 - The Domestic Violence Sexual Assault Prevention and Treatment line item increased by \$66M from FY15 to FY23, for a total of \$75M
 - Establishing more than \$1M in standalone funding for DCF's Domestic Violence Unit and DCF staff to identify and provide various services to DCF involved families specific to domestic violence
 - Establishing \$1M for the new Safe and Successful Youth Initiative to provide HT supports and resources
 - Establishing \$1M for the primary prevention Healthy Relationships Grant
 - Support of the statewide public awareness campaign for healthy relationships known as the RESPECTfully Campaign
 - An increase in overall EOHED spending specific to SDV and HT programs and services from \$30M in FY15 to \$46M in FY23, representing a 57% increase
 - Establishing the HomeBASE for DV initiative and dedicating close to \$9M in FY23 to provide housing assistance and housing stabilization services, with 15% of total HomeBASE spending dedicated to HomeBASE for DV
 - The dedication of \$4.7M for the State Police Crime Laboratory to support the identification and processing of Sexual Assault Evidence Collection Kits (SAECK) within a 30-day turnaround period, in accordance with Phase II of Sexual Assault Evidence Collection Kit objectives
 - \$500K in funding for a new EOPSS Human Trafficking Enforcement and Training (HEAT) Grant for District Attorney Offices (DAOs)



Significant Increase in Funding 2015 through 2022 continued

FY15 – FY23 Increased Funding (continued)

- Additionally, since 2015 a total of \$20,031,928 in Violence Against Women Act, Services Training Officers Prosecutors (VAWA STOP) Grant Program funding has been awarded by the EOPSS Office of Grants and Research (OGR). This vital resource supports a variety of specialized and innovative projects throughout the Commonwealth. Some initiatives include programs devoted to preventing, identifying, and responding to violent crimes against women; training opportunities; partnerships between law enforcement and victim service providers; and supporting prosecutors working closely with victim witness advocates.
- Massachusetts Office for Victim Assistance (MOVA), the state's independent agency charged with administering the state's share of the federal Crime Victims Fund monies, faced a three-year, \$60M funding shortfall due to the Crime Victims Fund's significant funding reduction. The Administration, MOVA, the Council, and the network of 161 programs funded by MOVA advocated for a "VOCA Bridge" to fully address the gap. While the Administration proposed fully funding the gap in a February 2022 supplemental budget, ultimately \$40M was appropriated in partnership with the Legislature. The Council will continue to advocate for the remaining \$20M needed for FY25.





Enhancing Sexual Assault and Domestic Violence resources 2015 through 2022



Coordinated Community Response:

- In 2017, a group of experts from law enforcement and members of the Council came together to establish guidelines pursuant to Chapter 260 of the Acts of 2014, An Act Relative to Domestic Violence. The guidelines, known as **Guidelines for Law Enforcement Response to Domestic Violence**, were adopted by law enforcement agencies, providing all officers information when responding to domestic violence calls.
- Additionally, the group also established **Guidelines for Law Enforcement Response to Adult Sexual Assault** in 2017. These guidelines were created to establish a standard or best practice to which investigations are conducted, thereby creating a thorough, trauma-informed response regardless of the investigative jurisdiction.
- The **Domestic Violence Toolkit (DV Toolkit)**, which includes recommended assessment worksheets, policies, and procedures for police, recommended memorandums of understanding (MOU) for partnering agencies, recommended roles and responsibilities, and both the assessment and strangulation worksheets, was created to strengthen law enforcement and service provider partnerships at the local level and to enhance law enforcement response to domestic violence calls. The documents created as part of the DV Toolkit were developed by a multi-disciplinary group of professionals in law enforcement, the criminal justice system, advocacy agencies, and educators.
- Continuing to build on collaborative training for law enforcement across the Commonwealth, the **Municipal Police Training Committee** updated both the recruit and in-service trainings for sexual assault and domestic violence. This training is conducted using a team approach, led by both a law enforcement officer and an advocate.



Enhancing Sexual Assault and Domestic Violence resources 2015 through 2022 (continued)

Coordinated Community Response, continued:

- In 2019, EOPSS and EOHHS, in consultation with the Assessment and Response Subcommittee of the Council, established **Recommended Best Practices for Domestic Violence High Risk Teams in Massachusetts**. These Recommended Best Practices provide guidance to counties across the state as they develop or create Domestic Violence High Risk Teams (DV HRT). These multi-disciplinary teams work to identify the most dangerous cases of domestic violence in our communities and prevent cases from escalating to lethal levels. DV HRT also serve to bridge system gaps and create cohesion in response. The team also updated the **High-Risk Teams Directory** to enhance cross-county collaboration.

SDV Military Collaborative:

- Building on collaborative efforts between sexual assault and domestic violence service providers, along with their military counterparts, the **Military Resource Guide** was created in 2018 to bridge the connectivity and collaboration between the two entities to ensure survivors are getting access to all resources afforded to them. In addition, representatives from the **Office for Victims of Crime, Training and Technical Assistance Center (OVC TTAC)** came to Massachusetts and conducted a collaborative training, bringing together SDV providers with their military counterparts to learn basics of military culture and the importance of connectivity between the two entities, especially in cases where there is cross-jurisdiction. A common theme resulting from the training was the desire for additional job-specific trainings.
- Due to the success of the OVC TTAC training, the Department of Veteran Services (DVS) partnered with DPH to conduct a training on identifying and responding to sexual assault and domestic violence in support of veterans and their families. DVS offered the training on a voluntary basis and had over **100 Veteran Service Officers (VSOs)** from across the state attend and participate in the full day training. Following that training, participating VSOs expressed a desire for additional trainings and to bring in their SDV civilian counterparts to enhance partnerships.



Enhancing Sexual Assault and Domestic Violence resources 2015 through 2022 (continued)

SDV Military Collaborative, continued:

- In 2019, the **Sexual Assault Nurse Examiner (SANE) Program** worked with the Military, Veterans and Families Subcommittee of the Council to include a data field on the Provider Sexual Crime Report (PSCR), included in the MA Sexual Assault Evidence Collection Kit (SAECK), for clinicians to **indicate if an individual reporting sexual assault is military affiliated**. Members of the Subcommittee also developed a Military Resource Pamphlet for military-affiliated survivors that is now included in MSAECK's Patient Information Discharge packet.
- In 2021, the Council, in partnership with DPH, met with **Protect Our Defenders (POD)**, a national advocacy organization that aims to honor, support and give voice to survivors of military sexual violence. Due to the Commonwealth's efforts, POD requested input for their [Know Your Rights website](#) from the Military, Veterans, and Families subcommittee. The edits and feedback were incorporated into the final product and launched nationally mid-2021.
- In 2022, the Women Veterans' Network invited representatives from DPH and SANE to present on sexual assault and domestic violence services accessible to veterans from across the state at their annual **Women Veterans' Conference**. This event was attended by well over 200 women veterans from across the state, many of which visited the SDV table to speak to the reps and gather information on services and support.
- After the 2022 Women Veterans' Conference, it was clear there was a need to create collaborative networks between SDV resources and their military counterparts across Massachusetts. This is to ensure there is truly 'no wrong door' for individuals and families experiencing sexual assault, domestic violence, or human trafficking to seek services, and receive warm referrals between military and civilian resources. These collaborations include rape crisis centers, domestic violence programs, family advocacy programs (FAP), and sexual assault response coordinators (SARC).
- DPH, in collaboration with the Military, Veterans, and Families Subcommittee of the Council, created the **Sexual Assault and Domestic Violence, Military Resources and Information document** that was distributed to all SDV service providers across Massachusetts to encourage collaboration with their military counterparts and ensure warm hand-offs and communication to allow survivors access to all rights and services available to them.



Enhancing Sexual Assault and Domestic Violence resources 2015 through 2022 (continued)

Sexual Assault Evidence Collection Kits, Track-Kit:

- In 2018, Criminal Justice Reform (CJR) was signed into law and **established the strictest testing turnaround time for Sexual Assault Evidence Collection Kits (SAECKs) in the nation: 30 days**. To date, the MSPCL maintains a 30-day testing turn-around time and has no testing backlog. To meet the 30-day testing requirement, the MSPCL hired 22 Forensic Scientists and 12 administrative support staff, and completed facility renovations.
- CJR also gave the Executive Office of Public Safety and Security (EOPSS) the authority to establish and maintain a statewide SAECK tracking system, now called **TRACK-KIT. Massachusetts was one of the first states to implement a statewide SAECK tracking system**.
- All SAECKs are logged into TRACK-KIT at the hospital where the SAECK was collected, survivors are provided with instructions and information, and the progress is updated through the system as it moves from hospital to law enforcement and through testing at the MSPCL or Boston Police Department Crime Lab.
- EOPSS worked diligently in usage, training, and support of the TRACK-KIT system during a short roll-out timeline. This included over 500 stakeholder agencies trained before implementation and continue to receive support today, presentations to stakeholder meetings as well as offering guidance to outside states inquiring about the system, and creation of the website which includes information such as survivor rights, system overview, and frequently asked questions.
- The TRACK-KIT system was fully implemented in March of 2020 with a statewide roll-out to: 79 medical facilities and children advocacy centers who administer SAECK; 407 law enforcement agencies including municipal police departments, Massachusetts State Police, campus law enforcement, Sheriff's Department, Department of Corrections facilities, and the Massachusetts Bay Transportation Authority; all District Attorney's Offices; and 2 DNA laboratories.



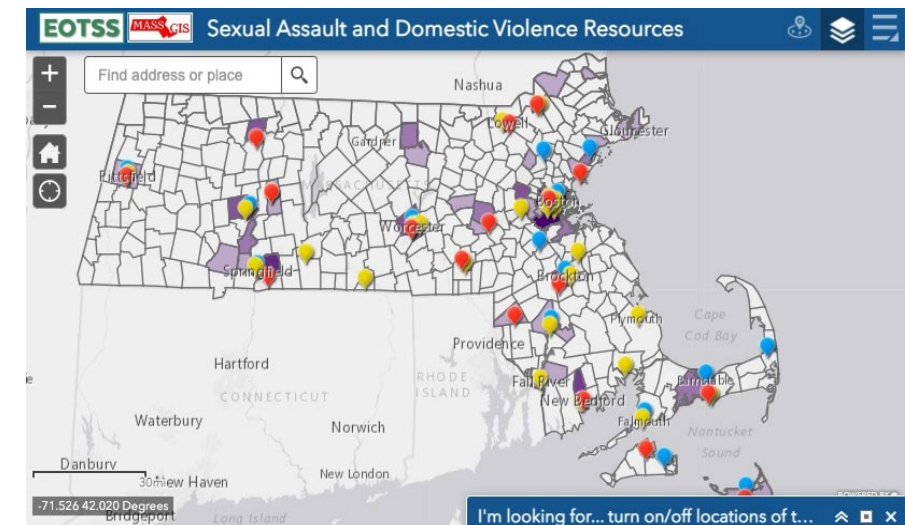
Enhancing Sexual Assault and Domestic Violence resources 2015 through 2022 (continued)

COVID-19 Response

- The **COVID-19 pandemic** left survivors of sexual assault and domestic violence particularly vulnerable and at an increased risk. The necessity to stay home and practice social distancing left victims and survivors increasingly isolated and unable to access resources, adding more complexity to already traumatic experiences. In response, the Administration employed several initiatives to ensure those who needed resources could still access them. This included **expanding SafeLink**, a 24/7 domestic violence hotline to extend to rape crisis centers, as well as 2-1-1, creating a “no wrong door” policy; **expanding the Isolation and Recovery Sites** across the state to include domestic violence survivors; **establishing safety protocols** at the sites titled “Code Purple”; helping SDV providers access numerous sources of COVID-19-related **federal emergency funding** as well as supplemental **state funds** to help offset the extraordinary expenses created by the pandemic; and **distributing personal protective equipment** and cleaning supplies.

SDV Map on Mass.gov

- In the aftermath of the pandemic, and following feedback received from survivors and programs across Massachusetts, it was clear there was a need for a more **centralized website which compiles sexual assault and domestic violence resources in one place**. This includes directly linking to all related programs and services websites to ensure easy and seamless digital navigation for survivors. The website, which **contains an interactive map**, includes information on major service categories such as **housing, legal resources, and employment**, and was the result of a collaboration between the Governor's Office, Council, EOHHS, DPH, and the Executive Office of Technology Services and Security (EOTSS).
- Launched in 2022, the ***Resources for Survivors of Sexual Assault and Domestic Violence*** is located on *Mass.gov*.
- The website continues to be updated in accordance with feedback received from stakeholders, advocates, and other partners in state government.





Focused Prevention Efforts 2015 through 2022



Helping Teens with Healthy Relationships

Awareness & prevention campaign to define and encourage healthy relationships

Led by Lt. Governor Karyn Polito and the Council – in partnership with the Executive Office of Health and Human Services and the Massachusetts State Legislature – prevention efforts aimed at young people continue through RESPECTfully, a statewide public awareness and prevention campaign. In just two and a half years, RESPECTfully has reached millions of teens across the Commonwealth, including during the COVID-19 pandemic, one of the biggest public health crises of recent history.

Campaign Goals

Created with extensive input at every stage of development from experts and youth from across the state, the RESPECTfully key message is that everyone deserves respect, honesty, and open communication. The campaign aims to:

- Increase awareness about what constitutes a healthy relationship by defining characteristics and providing examples of acceptable vs. unacceptable behaviors.
- Emphasize that respect is essential for maintaining healthy friendships and romantic relationships.
- Help teens identify the escalating behaviors that lead to unhealthy or unsafe relationships and safely remove themselves from those relationships.





Focused Prevention Efforts 2015 through 2022 (continued)

Audience Research

- From Fall 2018 through Summer 2021, research was conducted to better understand the knowledge, attitudes, and beliefs on healthy relationships among Massachusetts teens. This research was conducted with advocates, caregivers, youth-serving adults, and youth.
 - In the fall of 2018, key informant interviews and online surveys were conducted with Advocates, Youth-Serving Adults, and Caregivers, **reaching over 90 Advocates and over 850 Caregivers across Massachusetts.**
 - In December 2018, **over 100 youth across the Commonwealth participated in 11 discussion groups** held by trained moderators to review creative concepts, messaging, and tactics most likely to appeal to youth on healthy relationships.
 - Then in July 2021, MORE conducted five, 3-day online bulletin board online discussions with teens statewide, **reaching 188 teens** to understand the knowledge teens have on healthy relationships, main issues and conflicts experienced, and obtain reactions to current content of the RESPECTfully campaign.

Deliverables Achieved

- DPH in partnership with MORE developed and launched the [RESPECTfully](#) website which includes information and resources supporting both teens and adults.
- In 2019, the RESPECTfully campaign was **recognized with two Gold Marcom Awards** for Branding and Integrated Marketing Campaign. Marcom Awards honors excellence in marketing and communication. Most recently, the campaign **won a Gold Marcom for Integrated Marketing Campaigns** for the newly launched “Start Here” Campaign creative.
- Though the campaign messaging is heavily driven through social media, the team also created external public facing assets to continue to share messaging such as **billboards, posters in schools and convenient stores, and mall standees**. This also included the creation of the **RESPECTfully Pledge**, launched during Teen Dating Violence Awareness Month.
- By 2022, more than [20 short videos](#) were developed covering issues such as control, jealousy, name calling, and betrayal.



Focused Prevention Efforts 2015 through 2022 (continued)

Youth Advisory Group

RESPECTfully recruited four cohorts of Massachusetts teens to participate as advisors to the campaign through monthly meetings to discuss messaging, review scripts, provide feedback on creative, voice animated characters, and create content for the campaign's social media profiles. **Not only is the campaign youth-informed – it is youth led.** One of the most impactful ways they lead the charge is through efforts like Instagram takeovers, taking the initiative to create and disseminate empathetic, thoughtful content that makes a difference.

4

Cohorts from
2019-2022

73

Total Teens
Ambassadors

11

Videos Scripts
Written/Revised

15

Animated Characters
voiced by teens

500+

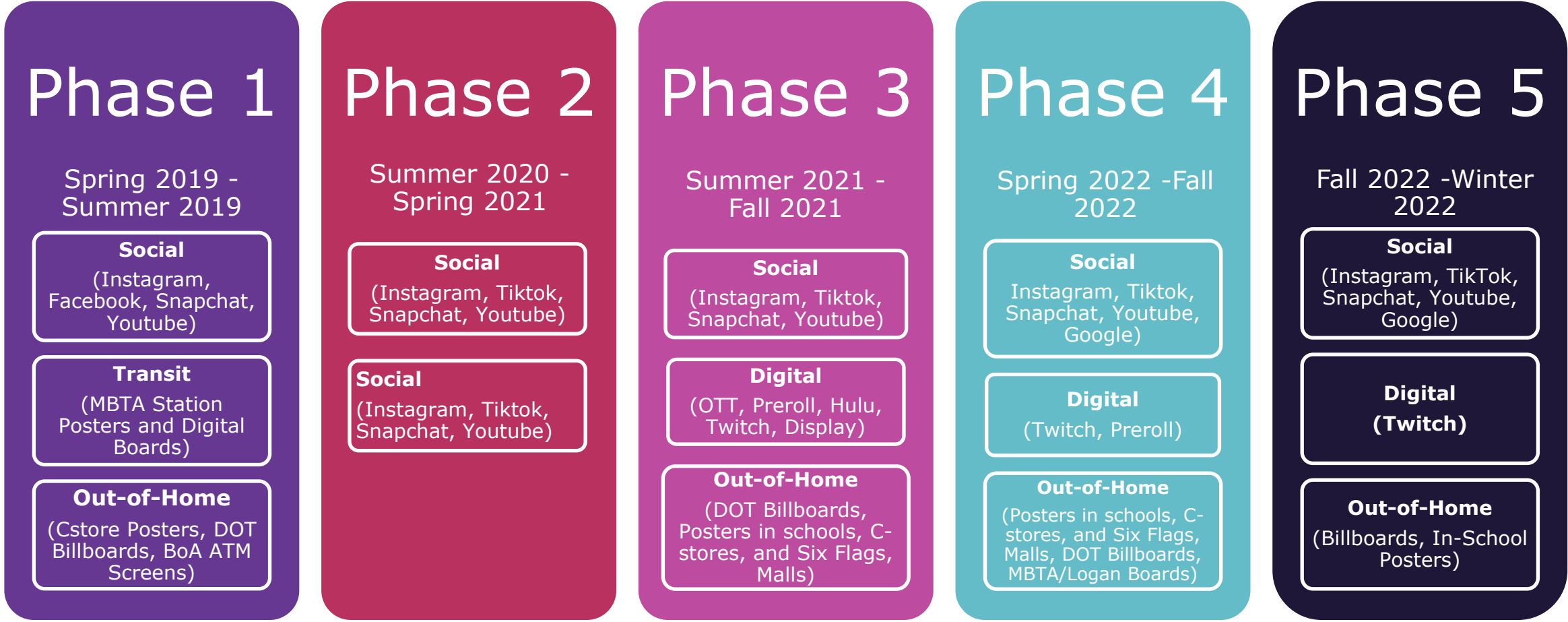
Posts on
Instagram and Tiktok



Focused Prevention Efforts 2015 through 2022 (continued)

Paid Media

Paid media allowed for consistency in the campaign’s message, especially during the COVID-19 pandemic, when Social and Digital Media became even more important for reaching our youth.





Focused Prevention Efforts 2015 through 2022 (continued)

Paid Digital Campaign Totals

Cumulative Data across Phase 1-5 (as of 11/14/22)

KEY PERFORMANCE INDICATORS



108,029,147 Impressions



642,380 Clicks on Ads directing
teens to mass.gov/RESPECTfully



8,844,388 Completed Video Views

WEBSITE ACTIVITY



508,199 Visits to
mass.gov/RESPECTfully



10,561 Quiz Completions

Launched August 2020



340 Pledges

Launched January 2022



Focused Prevention Efforts 2015 through 2022 (continued)

Following the end of Phase I of the campaign, subcommittee members refined the methods of engagement for teens and made a concerted effort to increase awareness around the topics of healthy relationships in middle and high schools, Boys' and Girls' Clubs, and YMCAs across the Commonwealth. Below includes a small snapshot of that engagement across Massachusetts.

Bank of America Partnership

The campaign partnered with Bank of America in Spring 2019 to promote the RESPECTfully campaign on ATM screens across the Commonwealth for seven weeks. The partnership was celebrated at an event at the Bank of America Financial Center in Boston.



Valentine's Day 2020

To commemorate Teen Dating Violence Awareness Month and the launch of Phase II, the RESPECTfully campaign produced and delivered valentines for each student to all middle and high schools in Massachusetts to underscore the message that everyone deserves respect.



Discussion Groups

From 2019 to 2022, multiple youth-focused roundtables were held in High Schools and Youth-serving Organizations (i.e., Boys and Girls Clubs) across the state to discuss the RESPECTfully campaign, showcase content, gather feedback, and brainstorm how teens can get involved in their schools and communities.





Focused Prevention Efforts 2015 through 2022 (continued)

Investing in Primary Prevention and Massachusetts' Youth

- Seeing results of effective primary prevention efforts take time. Comprehensive strategies that address the multiple layers in prevention include *primary* (activities before violence occurs), *secondary* (immediate response after trauma), and *tertiary* (long-term supports) and all can impact change.
- RESPECTfully was launched to **combat interpersonal violence at the root and is a primary prevention strategy**, sowing the seeds of **respect, honesty, and kindness** in order to make a long-term positive impact in the state.
- **Each phase of the campaign is an investment in the future of Massachusetts youth.** The RESPECTfully campaign continues and is poised to be a powerful force for good in the lives of Massachusetts youth and teens, and will continue at least through Spring 2023, when social media platforms will feature content from the campaign.





Focused Prevention Efforts 2015 through 2022 (continued)

Healthy Relationships Grant

- A total of \$3M was dedicated in FY21, FY22, and FY23 to a new **Healthy Relationships Grant** project which supports collaboration between SDV providers and youth organizations to enhance primary prevention efforts across the state.
- The primary objective of this grant program is to increase life opportunities for youth experiencing inequities related to teen sexual and dating violence by decreasing the rates of teens experiencing sexual or dating violence.
- The awards were made in February 2020 right before the COVID-19 pandemic. Fortunately, awardees were creative in navigating how to reach youth and their partners, and how to provide education and information in unprecedented times.
- Data from 2021-2022 school year:
 - Peer leaders participating in grant activities: 99
 - Community youth reached through education activities: 544
 - Professionals provided training: 356
 - Community adults given education on dating violence: 681
 - Podcast plays: 540
 - Youth video views: 100

| Vendor and city/town of implementation | Population of focus | Key partners |
|--|---|--|
| Boston Public Health Commission (Boston) | Youth of color (Black, Latino)/LGBTQ youth of color | Boston Public Schools, BARCC, Boston GLASS |
| Elizabeth Freeman Center (Pittsfield) | Black, Latinx, and LGBTQ youth | Taconic High School, Live Out Loud Youth Project |
| Family & Community Resources (Brockton) | Black, Hispanic, and immigrant youth | Boys and Girls Clubs of Metro South, Cape Verdean Women United |
| Safe Passage (Easthampton) | LGBTQ youth | Easthampton High School, Community Action Youth Program |
| Triangle, Inc. IMPACT: Ability (Boston) | Youth of color with disabilities | Boston Public Schools, BMC DV Program, Empowering People for Inclusive Communities |



Combatting Human Trafficking 2015 through 2022



Human Trafficking (HT) is a growing international criminal enterprise, illegally victimizing 21 million people across the globe and netting over \$150 billion annually. In Massachusetts, law enforcement and human services agencies report that there are thousands of children and youth (up to age 24) that have been identified as victims of HT or are at high risk of HT. In 2021, the Department of Children and Families (DCF) received over 1,500 child abuse reports related to the commercial sexual exploitation of children (CSEC) in Massachusetts.

Over the past two terms, the Baker-Polito Administration has been diligently working and supporting efforts in combatting HT here in the Commonwealth. Some of the significant achievements under the Administration include:

Law Enforcement Response

- In 2016, the Massachusetts State Police's (MSP) Division of Investigative Services expanded with the creation of **The High Risk Victims Unit (HVRU)**. The HRVU is comprised of a dedicated team of Troopers responsible for the investigation and enforcement of state and federal crimes involving trafficking and sexual exploitation; and strengthening the capabilities of federal, state, and local law enforcement through training and investigative assistance.
- The HRVU uses a multidisciplinary team approach to investigate and prosecute trafficking cases involving juveniles aged 18 and under. A key partnership in this unit is the investigative assistance and interagency communication between the HRVU and DCF. The MSP and HRVU strengthen law enforcement response through augmenting responsibilities and broadening law enforcement response to better serve children and youth across the entire Commonwealth and connect survivors to key partners that provide a wide range of services.



Combatting Human Trafficking 2015 through 2022 (continued)

Law Enforcement Response

- In 2019, the Executive Office of Public Safety and Security (EOPSS) was awarded an **Office of Victims of Crime (OVC) Federal Grant** in partnership with the Executive Office of Health and Human Services (EOHHS) to combat the human trafficking of minors. EOPSS along with the Municipal Police Training Committee focused efforts to strengthen the law enforcement response to trafficking throughout the Commonwealth. As part of the grant work, two pilot programs were established with the Worcester and Hampden County District Attorney Offices (DAOs) in partnership with the MSP HRVU to proactively investigate and prosecute cases of human trafficking involving children and youth in identified high-risk areas.
- In 2021, EOPSS introduced the **MA Human Trafficking Guidelines for Law Enforcement**, to establish best practice standards for law enforcement when responding to and investigating potential human trafficking scenarios. The guidelines have since been used as the foundation for all curricula developed in law enforcement training programs across the Commonwealth. Municipal, county, and state law enforcement representatives joined with youth and adult survivors, multi-disciplinary teams (MDTs), Child Advocacy Centers (CACs), state agencies, and human trafficking providers to develop the document.
- The Municipal Police Training Committee (MPTC) approved the topic of “Human Trafficking” to be taught as part of their **Mandatory In-Service Training on Human Trafficking** for the 2021-2022 training year. The curriculum is comprised of a **3-hour** mandatory in-service training on human trafficking through the MPTC. This effort will result in more than **17,000 state and local law enforcement officers trained** on human trafficking by the end of calendar year 2022.
- Additionally, due to the success of the federal grant and the pilot programs, an **additional \$500K** was secured in the FY22 budget to expand efforts to combat human trafficking. EOPSS and the Office of Grants and Research established a competitive grant opportunity, the **2023 Human Trafficking Enforcement and Training (HEAT) Grant Program**, for Massachusetts DAOs to strengthen their investigation and prosecution of human trafficking as well as enhance local community relationships.
- In November 2022, the **Plymouth, Suffolk, Middlesex, Berkshire, and Hampden** DAOs were awarded funding under the HEAT grant program to support the expansion of the pilot program and promote victim-centered and multi-disciplinary approaches to combat human trafficking.



Combatting Human Trafficking 2015 through 2022 (continued)

Human Services Response

Department of Children and Families (DCF):

- In 2014, the Justice Resource Institute **My Life My Choice** (MLMC) program, the **Support to End Exploitation Now (SEEN) Coalition** from the Children's Advocacy Center of Suffolk County, and **DCF** partnered to implement the **MA Child Welfare Trafficking Grant (MA-CWTG)**. From 2015-2019, MA-CWTG stakeholders:
 - Developed a statewide infrastructure of **CSEC Multi-Disciplinary Teams (MDTs) covering every county in the Commonwealth**.
 - Implemented the victim-centered, multidisciplinary "**Safe Harbor**" provisions in the MA Human Trafficking law, which **treats exploited youth as victims, not as perpetrators**.
 - Provided **foundational and advanced clinical HT training**, through MLMC, for DCF staff, Intensive Foster Care staff, congregate care providers, law enforcement and community partners.
 - Partnered with **Northeastern University** to design a **child trafficking database**
 - Established the **MA Child Trafficking Leadership Advisory Board (LAB)** and the MA Multi-County **CSEC MDT Leadership Team**
- In 2016, DCF updated two new policies related to HT:
 - **Protective Intake Policy:** DCF added the allegations of 1. "**Human Trafficking-Sexually Exploited Child**" and 2. "**Human Trafficking – Labor**" to the list of reportable conditions for child abuse in Massachusetts. Unlike other child abuse and neglect reports, these two allegations have a caregiver exception (no need to have or name a caregiver).
 - **Children Who Are Missing or Absent Policy:** DCF piloted two dedicated **Missing Or Absent (MOA)** staff within each (5) region. Staff exclusively look for missing or absent children/youth and team with their ongoing social worker to represent the child's voices/wishes upon returning home or into DCF care. MOA staff partner with the CSEC MDT when appropriate.



Combatting Human Trafficking 2015 through 2022 (continued)

DCF, continued:

- In 2019, EOHHS partnered with **Executive Office of Public Safety and Security** (EOPSS) and **DCF** to implement a **3-year, \$1.5M** grant from the **Office of Victims of Crime** (OVC) to improve outcomes for child and youth victims of human trafficking. This grant has been approved for an unfunded extension through September 2023. Grant stakeholders include: EOHHS, DCF, MLMC, Roxbury Youthworks, Inc. the MA Children's Alliance (MACA), the Suffolk County SEEN program and two adult survivor programs: Living In Freedom Together and the Education/Vision/Advocacy (EVA) Center. EOHHS has focused its work on the **education and training of DCF and provider staff to increase the capacity of foster parents to care for exploited youth**. Key grant activities related to human services include the following:
 - The OVC Grant partners have established a practice whereby every training, tool and standard has been **informed by youth and adult survivors of exploitation**.
 - **DCF and provider staff were trained** with the OVC approved trainings: *The Informed Conversation: Improving Skills to Engage in Conversations with Kin/Foster Parents in Supporting Youth Impacted by Human Trafficking*, and the pre-requisite for this training: *CSEC: Understanding and Responding* to ensure a foundational understanding of exploitation.
 - **DCF and MLMC developed a 9-part video series:** *Never Worry Alone: Engaging Foster Parents in Best Practices to Care for Youth Who are at Risk of or Who Have Been Exploited*. The series was completed in November 2022.
- In 2022, MACA and the CAC of Suffolk County are developing **Core Standards for the operation of CSEC MDTs**. The effort is supported by active participation from every CSEC MDT Coordinator and Director, DCF, DAOs, sub-grantees and community partners; all providing valuable guidance and feedback critical to the completion of the standards.
- In 2022, DCF expanded human trafficking capacity within their new congregate care network by **establishing five Specialty Treatment Residences** for exploited children and youth.
- DCF and MLMC implemented a **Prevention Solution Fellowship** (PSF), which has to date included 15 residential programs. This fellowship provides intensive training for these programs to increase their capacity to serve youth at risk of being or who have been sexually exploited. Five congregate care programs were trained in the first year. In year two, an additional 10 programs, including five teen parenting congregate care program are being trained.



Combatting Human Trafficking 2015 through 2022 (continued)

Department of Youth Services (DYS):

- In March of 2018, The **DYS** established an internal Human Trafficking Training and Policy Work Group (“Work Group”) with representation from each of the five Regions of DYS Residential and Community Operations, Program Services Division, and the Boston Central Office. The Work Group meets bimonthly to review and discuss **data, regional cases and services** for youth, Multidisciplinary Team (**MDT**) **involvement**, and other initiatives related to human trafficking and sexual exploitation. DYS work to date includes:
 - Development and implementation of a **work plan** prioritizing policy amendment and development.
 - **Amendment of key policies** to allow for effective identification, reporting and responses to commercial sexual exploitation.
 - Implementation of a **training plan** that covered all existing employees and incorporated training about commercial sexual exploitation into **DYS’ Basic Training for all new employees** and the **mandatory Annual Review for staff** working directly with youth. To date, more than 800 direct care employees have completed the training.
 - Implementation of an **advanced clinical training plan** for all state and contracted provider clinicians. To date, more than 100 clinicians have been trained.
 - **Enhancement of DYS’ intake process** to include a question that helps identify if a youth has been a victim of human trafficking or sexual exploitation.
 - **Enhancement of DYS’ Prison Rape Elimination Act (PREA) Youth Orientation** materials to provide information on the rights, services and resources for youth who are victims of or at risk of human trafficking or sexual exploitation.
 - **Development of key data points** in DYS’ Juvenile Justice Enterprise Management System (JJEMS) to collect, report and analyze information related to disclosures of human trafficking and child sexual exploitation.
 - **Engagement with JRI’s Executive Team** to enhance agency collaboration and partnership, specifically regarding survivor mentoring, case consultation, clinical support, and services.



Combatting Human Trafficking 2015 through 2022 (continued)

Department of Public Health (DPH):

- The DPH **Sexual Assault Nurse Examiner (SANE) Program** provides **forensic nursing care** to over 2000 sexual assault survivors across the lifespan, at 51 locations statewide, on a yearly basis. During the past 8 years, the SANE Program has made progress in the following ways:
 - Content regarding HT and CSEC has been developed and included in **Certification Trainings for all new Adult/Adolescent (AA) and Pedi SANE contractors and employees**; HT/CSEC-related content is provided during **annual SANE Recertification Trainings**.
 - MA SANE Protocols include information regarding **assessment and interventions** for HT/CSEC survivors including linkages with HT/CSEC resources.
 - Since FY19 the A/A SANE/TeleSANE Program has **collected data** regarding reported incidences or risk factors for HT/CSEC. 908 adolescents and adults were served, 6% (n=60) were at high risk or confirmed CSEC/HT.
 - The vast majority of A/A and Pedi SANE staff members have participated in the HEAL Trafficking's **Advanced Train the Trainer Academy**. The SANE Program has developed a training to educate clinicians in emergency department and primary care practices to recognize those exploited or at high risk for HT and CSEC survivors and identify referral options.
 - Pedi SANEs, **based in 10 of the state's Children's Advocacy Centers (CAC)**, provide **direct medical services** to youth who are identified through mandated reporting, as being at risk of HT/CSEC. This includes offering the youth options for medical care including a forensic exam, STI testing/treatment and providing health education and nursing support. The Pedi SANE is often a critical link between the CAC MDT and the CSEC youth, as many times these youth are hesitant to engage with the criminal justice system upon initial presentation yet are open to medical/nursing services. During FY22, **44 youth** experiencing CSEC received direct services from Pediatric SANEs.
 - Pedi SANEs often join with other CAC Team members (most frequently CSEC Coordinators) to provide **community outreach and training** regarding CSEC risks factors and referral sources
 - During the COVID-19 pandemic (2020-2022), SANEs implemented **out-patient (versus emergency department) SANE services** in two clinics (**Brockton, Plymouth**). While initially focused for patients reluctant to seek hospital care due to COVID-19, outreach was expanded to include My Life My Choice and LIFT to include patients who are reluctant to seek care in an emergency setting for a variety of reasons (CSEC/HT patients, LGBTQ individuals, Persons with Disabilities).



Combatting Human Trafficking 2015 through 2022 (continued)

DPH, continued:

- DPH worked to develop a Bristol County pilot regarding a **standardized medical screening protocol** for missing and absent youth who are recovered and taken to hospitals for medical clearance before being placed in care. The protocol offers the youth the option of testing for Sexually Transmitted Infections (STIs) and/or the option of a medical-forensic exam by a SANE or hospital clinician if appropriate and provides emergency department clinicians with education and resources regarding CSEC/HT, and approaches with youth.





Combatting Human Trafficking 2015 through 2022 (continued)

Department of Mental Health (DMH):

- Since 2016, the **Department of Mental Health's (DMH)** Child, Youth and Family Services Division has worked to enhance understanding and treatment of youth who have been or are at risk of being exploited. DMH has established a **CSEC Workgroup** that has developed resources and protocols for how to work with any youth suspected of exploitation. Workgroup Activities include the following:
 - **DMH contracts MLMC to provide trainings** to DMH staff and DMH providers annually as well as monthly consultations for DMH staff working with any youth at risk of exploitation. DMH has trained all of its current case management staff, and any new staff is trained in one of the annual trainings for basic CSEC knowledge. To date, **MLMC has trained over 500 DMH staff and contracted providers.**
 - In the DMH Area Offices and Site Offices, DMH staff members serve as **liaisons to the local CSEC MDTs**. These relationships are critical to a robust multi-disciplinary team working to assess and support the youth and young adults.
- In 2022, DMH revised its **Commissioner's Directive #27** related to **critical incident reporting**. This updated policy now includes in its definition of "immediate danger," a current victim of sexual exploitation or human trafficking as a child. This is now a **Category 1 critical incident** which requires **immediate reporting**.

National Advisory Committee (NAC) on the Sex Trafficking of Children and Youth in the United States Self Assessment Survey:

- The NAC advises the Secretary of Health and Human Services (HHS) and the Attorney General (AGO) on practical and general policies to improve the nation's response to the sex trafficking of children and youth in the United States. The Committee requested that each state assess the extent to which they have worked to address the sex trafficking of children and youth by completing the NAC State Self-Assessment Survey. Twenty-eight states and the District of Columbia responded to the Survey.
- Led by the Council, MA engaged over 50 representatives from human trafficking task forces, child welfare agencies, law enforcement, prosecutors, courts, other government agencies, non-government organizations, and other relevant groups at local, state, and federal levels to evaluate our efforts in relation to each of the Survey's 127 recommendations.
- **Massachusetts scored well overall**, particularly in the areas of **Multidisciplinary Response, Screening and Identification, Child Welfare, Service Provision, Judiciary, and Law Enforcement and Prosecution.**
- Massachusetts scored well in relation to other states, **ranking second out of the 29 states that responded** to date.



Increased Access to Housing 2015 through 2022



Faced with the challenges of complex housing needs, the Baker-Polito Administration was dedicated to and achieved the goals of strengthening partnerships between the Department of Housing and Community Development (**DHCD**) and the Department of Public Health's Sexual Assault and Domestic Violence Division (**DPH SDV**) resulting in increased access to housing options for survivors and building strong partnerships between local SDV providers and their housing program counterparts. Though much more needs to be done to break through barriers of housing instability among SDV and HT survivors, the accomplishments under the Baker-Polito Administration have paved the way for future Administrations to continue to build upon efforts with the end goal of ensuring no individual or family must choose between abuse or homelessness. Some of these successes include:

The Violence Against Women Act (VAWA), Massachusetts State Law and Housing: An Overview for Housing Providers:

- MassHousing published a free, one-of-a-kind handbook for housing professionals and SDV providers across Massachusetts. This handbook was developed in collaboration with SDV experts and housing professionals and outlines information on legal obligations and rights afforded to survivors of SDV, stalking, and dating violence.

MassHousing, DHCD, and DPH Division of Sexual and Domestic Violence Efforts:

- In partnership with the Massachusetts Housing and Shelter Alliance and the City of Boston, the agencies facilitated collaboration among SDV programs and Massachusetts' Continuum of Care Programs (MA CoCs) to apply for HUD FY21 CoC DV Bonus project funds. Department of Housing and Urban Development (HUD) will award approximately \$5M in new funding to DV programs for projects ranging from rapid rehousing programs to additional staffing to support survivors transitioning to permanent housing.
- DHCD provided 64 Massachusetts Rental Voucher Program (MRVPs) to 50 families & 14 individuals who've had the longest stays in DV shelters (average length of stay 31 months for individuals and 17 months for families).
- DHCD, with the Housing Subcommittee, is working to make 50 vouchers for survivors in DV emergency shelters available in 2023.



Increased Access to Housing 2015 through 2022 (continued)

MassHousing, DHCD, and DPH Division of Sexual and Domestic Violence Efforts, continued:

- DHCD gathered feedback from the Housing Subcommittee on how to **utilize \$30M in the HOME Investment Partnerships American Rescue Plan (HOME-ARP) federal funding** which provides funds to reduce homelessness and increase housing stability across Massachusetts.
- The agencies developed and implemented collaborative trainings between SDV providers and housing professionals on areas such as housing literacy, housing search and diversion, housing obligations under VAWA, and housing search on CHAMP resulting in **over 1000 support staff trained**.
- In 2022, DPH SDV in collaboration with DHCD, **awarded up to \$1M per year through 9/30/2025 in flexible cash assistance to meet the housing needs of survivors**. The Emergency Rental Assistance Program (ERAP) federal funding was transferred from DHCD to DPH and is being administered by a group of domestic violence organizations, one in each of the EOHHS regions who will share with sibling organizations within each region. **The flexible cash assistance can be utilized by domestic violence, rape crisis, and human trafficking programs**. These funds are used for costs that are necessary to maintain or secure safe housing. In addition to rent, utilities, or moving costs, this could be costs associated with keeping a vehicle operational so a survivor can continue to work, medical/dental bills, emergency childcare, education, fees for obtaining copies of vital documents, etc. Since the ERAP initiative began in April 2022, the ERAP programs have funded 35 requests for flexible cash assistance from trafficking survivors totaling \$54,609. Regional Administrators are:
 - Boston Region: Casa Myrna Vazquez, Boston
 - Southeast Region: Independence House, Hyannis
 - Metro West Region: DOVE, Quincy
 - Northeast Region: Alternative House, Lowell
 - Central Region: YWCA of Central Massachusetts, Worcester
 - Western Region: YWCA of Western Massachusetts, Springfield



Supporting Economic Mobility 2015 through 2022



Economic stability sets the foundation for individuals and families to feel financially safe and secure. For individuals experiencing violence – sexual assault, domestic violence, or exploitation – that instability is multidimensional and creates barriers to gaining economic security. These barriers include but are not limited to, medical bills from injuries, childcare insecurity, job loss, missed education opportunities, damaged property, issues with credit scores, etc. Understanding there was a need, EOHHS and the Executive Office of Labor Workforce Development (EOLWD) enhanced service provisions and supports to reach all people from across the Commonwealth. Even though exploring economic mobility through an SDV lens more in depth within the Council only began in the past two years, ensuring survivors had access to resources to achieve economic security has always been in mind when developing initiatives.

Cross-Secretariat and Interagency Coordinated Efforts:

- **Department of Transitional Assistance (DTA) Domestic Violence Unit (DVU) expanded Specialist staffing by 8 positions in FY16 to 22, with one in each office and added an additional position in FY19 to 23. This allowed for two staffers in the largest offices. This increased the number of SDV clients that the DVU worked with over the next several years until the pandemic. The expansion of specialized staffing across Massachusetts resulted in **DTA DVU helping over 38,000 SDV clients** as of November 2022 since the expansion in 2017.**
- **The Commonwealth of Massachusetts and the Human Resource Division (HRD) have zero-tolerance for sexual assault, domestic violence, and stalking** occurring within or outside of the workplace. SDV undermines the integrity of the workplace and personal safety of the individual. HRD worked with the Council and support agencies such as DPH SDV and **created an online interactive training which outlines employee requirements and informs Commonwealth employees of important safety measures available to those who experience such violence.** Employees will learn about the kinds of behaviors that are considered abusive and may result in a policy violation. Lastly, HRD created a resource page which includes the list of community-based programs where survivors may go for help. **As of December 5, 2022, for the 2021-2022 training cycle, over 37K executive department employees completed the training.**



Supporting Economic Mobility 2015 through 2022

Cross-Secretariat and Interagency Coordinated Efforts, continued:

- **Collaboration with Department of Children and Families (DCF) Domestic Violence Unit (DVU) and Housing Services –** Approximately 50% of families involved with DCF are also involved with DTA. These families who are involved with both agencies and experiencing domestic violence need greater interventions due poverty, homelessness and the impact of the abuse on the non-offending parents and their children. In recognition of these families, the DTA DVU Director and Coordinators met with the DCF DVU and Housing Directors and Supervisors to develop collaborative and aligned approaches for the many families that are involved with DTA & DCF. Best practices were shared as well as local resources and contacts. A goal of this collaboration was to improve outcomes and experiences for families by limiting the number of times a survivor must tell their story to seek services, sharing resources, identifying training needs and promoting a unified voice when advocating for the needs of families displaced due to domestic violence. As a result, increased collaboration and referrals have resulted in better interventions for the families that are involved with both of agencies.
- **Intensive Co-Assessment and Planning Process (ICAPP)** project was designed to support sexual assault and domestic violence survivors in four counties across Massachusetts: Worcester, Berkshire, Hampshire and Franklin. ICAPP is an intensive, time-limited process to support outcomes and increase wellbeing for SDV survivors who are homeless or at risk of homelessness. The purpose of ICAPP is to work with individuals and families in order to determine options and resources available, minimizing tradeoffs and building assets to prevent long term consequences. **ICAPP assisted over 200 survivors of SDV** who were experiencing housing instability, and especially during the pandemic when isolation and loss of employment created additional barriers and complexities to secure stable housing. DTA DVU staff in two counties were responsible for the **first phase of ICAPP, which included engagement and referral of participating families**. The DTA DVU was involved in every aspect of the funding, development and implementation of ICAPP until it ended on June 30, 2022. In FY21, DTA became the administrator of the funding for the last 2 years and managed the entire contract.



Supporting Economic Mobility 2015 through 2022 (continued)

Executive Office of Labor Workforce Development (EOLWD):

- **Training for un/underemployed individuals:** Following the pandemic, the Administration worked to invest over \$200M ARP funding in existing programs that fund partnerships between employers, education and training providers, and MassHire to create “upskilling” programs to re-train un- and underemployed individuals. SDV stakeholder organizations can apply for and participate in these grant competitions to develop new training pathways for SDV survivors. These grants can be customized to the population needs including wrap around supports like transportation and childcare, flexible funding for emergencies, etc.
- **Providing virtual access to MassHire:** Over the past two years, **EOLWD in partnership with the Economic Mobility Subcommittee**, worked on systemic strategies to better connect SDV stakeholder organizations with MassHire partners and support collaboration:
 - Original research conducted through focus groups brought together SDV organizations and MassHire to identify and discuss existing barriers and key opportunities to increase the use of MassHire services by SDV stakeholders for clients and strengthen MassHire’s connection to SDV stakeholders
 - Identified a need for MassHire to provide more intensive support to SDV survivors and ensure that job coaches and staff have necessary training to work with SDV survivors, including trauma-informed care practices.
 - Determined a need to establish a cross-training pilot program between MassHire and SDV stakeholders that familiarizes each party with each others’ respective services and structure and formalizes a relationship between the entities. Identified the Merrimack Valley as the pilot program location and are engaged in conversations to introduce the pilot in Winter 2022.



Spotlighting Survivor Voices: Sustained Advocacy for Survivors and Public Safety



The Baker-Polito Administration's Survivor-Focused Legislation and Support of Survivor Advocacy: For three consecutive legislative sessions, the Baker-Polito Administration filed two pieces of legislation to provide new comprehensive protections for survivors by strengthening public safety tools, addressing loopholes within the criminal justice system, and strengthening and modernizing the laws surrounding the harmful distribution of explicit images. To amplify survivors' voices and spotlight survivors' lived experiences and input, the Baker-Polito Administration held a series of six roundtables with survivors in every region of the Commonwealth. Survivors spoke about their support of the legislation, bravely shared their stories, and sought to prevent others from having similar experiences by expressing how this legislation would have impacted their experiences if it were law.

- **“Dangerousness Legislation”:** The Administration's legislation would have expanded the list of offenses that can provide grounds for a dangerousness hearing to include offenses such as sexual abuse, violent crimes, and human trafficking, and close certain loopholes at the start and end of the criminal process that currently limit or prevent effective action to address legitimate safety concerns. The proposal would have strengthened the ability of judges to enforce the conditions of pre-trial release by empowering police to detain people who they observe violating court-ordered release conditions; current law does not allow this, and instead requires a court to first issue a warrant. Under this proposal, judges would have been empowered to revoke a person's release when the offender has violated a court-ordered condition, such as an order to stay away from a victim or from a public playground, or by cutting off a GPS monitoring device. Current law requires an additional finding of dangerousness before release may be revoked. The bill also followed the long-standing federal model by including a defendant's history of serious criminal convictions as grounds that may warrant a dangerousness hearing.



Spotlighting Survivor Voices: Sustained Advocacy for Survivors and Public Safety, Continued

- While advocating for the passage of the dangerousness legislation at roundtables, human service providers, advocates, and most importantly, survivors shared the demonstrable impact this bill would have with respect to survivor safety if passed and illuminated the absence of basic safety and protections for survivors within the current criminal process. Testimony included scenarios where:
 - Survivors could not request their abuser be subject to a dangerousness hearing for crimes such as assault and battery or abuse of a child without force
 - Survivors were harassed, stalked, assaulted, or raped by their abuser while the abuser was waiting to stand trial and not detained, enabling the abuser to reoffend
 - Survivors learned their abuser had committed serious crimes - such as abuse - previously and their previous offenses did not warrant a dangerousness hearing
 - During the various roundtables, survivor interviews, and other advocacy efforts, survivors spoke about the trauma and the “revictimization that the system” inflicted upon them, of feeling as though the process protected their abuser instead of them, and the importance of speaking out about their experience to advocate for the legislation, despite the safety risk in doing so:
 - One survivor noted that her “abuse was preventable”, because if her abuser had been “held on a dangerousness hearing for any of the five arraignments” the abuser faced as a result of being charged with various other crimes of intimate partner violence against other women, the survivor in this case would not have met her abuser and been subject to this abuse.
 - After her abuser tried to strangle her to death, was unaccounted for twice due to altering of the court-ordered GPS device and did not face repercussions, another survivor was left to wonder, “who is rooting for my safety and my children’s safety? When will we be set free?”



Spotlighting Survivor Voices: Sustained Advocacy for Survivors and Public Safety, Continued

Sexually Explicit Visual Materials Legislation (“SEVM”): This legislation would have modernized the laws governing the distribution of sexually explicit images. The proposal sought to close a loophole under current law by creating penalties for *adults* who distribute a sexually explicit image for purposes of revenge or embarrassment. While current law addresses non-consensual recording of an unsuspecting person, it does not address instances where someone distributes an image without consent regardless of whether the initial image may have been taken with consent. This legislation would have closed the gap in state law by creating a new felony offense and empowering judges in criminal proceedings to ensure an explicit image in question is permanently destroyed. Importantly, the proposal would also have empowered District Attorneys with additional tools to protect children. Under this proposal, the first step in an explicit images case involving minors would have been to enroll in an educational diversion program, rather than to go through the juvenile justice process and potentially be committed to the Department of Youth Services. While District Attorneys and the Attorney General would still have had the right to bypass educational diversion programs in certain instances, the focus would have now been on educational diversion rather than legal punishment.

- The Administration was proud to see legislation advanced by the House of Representatives in 2022 to address this matter.
- Testimony provided by survivors at the regional roundtables spoke of the mental, emotional, and physical toll that this violation took on them, including implications for their families and professional life.
- Survivors noted the permanent nature of this violation and the trauma that this causes in a digital age.
 - One survivor noted that her abuser “turned [her] life upside down” by taking and posting sexually explicit images and videos of her without her consent online, matching photos to her Facebook to enable people in her community to recognize her, and having those explicit, violating materials viewed more than 30,000 times digitally.
- Though neither Dangerousness nor SEVM were enacted by the Legislature, the Baker-Polito Administration and the Council are grateful to survivors for their selflessness and courage in sharing their stories and would like to underscore the importance of providing survivors with a platform to lift their voices. Survivors' advocacy proved incredibly powerful and effective in elevating the conversation about these issues and in raising awareness for the need for this legislation. Without survivors, none of the progress made would have been possible.



Final Thoughts

The Baker-Polito Administration's leadership and collaborative, interdisciplinary approach to combatting sexual assault, domestic violence, and human trafficking has driven significant progress over the past eight years. The Governor and Lieutenant Governor's support, the Cabinet and state agencies' coordinated efforts, and the dedicated partnership and engagement of human service providers has made this work possible. None of these achievements highlighted throughout this report could have been accomplished alone. It is clear, that when people come to the table using a true multidisciplinary team approach, a lot can be accomplished in prevention, interventions, and systems response.

Looking Ahead: While much has been accomplished, the Council, under the leadership of the Subcommittees and in coordination with state agencies, would like to encourage continued attention to and/or future support of:

- Increased funding and resources for community-based mental health organizations to support retainment and expansion of direct-service personnel and to enhance the provision of mental health care services
- The Behavioral Health Helpline and Community Based Behavioral Health Center core onboarding and continued education, especially as it pertains to inclusion of Intimate Partner Violence screenings and Children Exposed to Domestic Violence trainings
- Formalized relationships and specialized processes between state-supported workforce development organizations, MassHire and the Commonwealth's SDV providers
- New, state-funded pilot programs to place survivors in private affordable housing, as well as continued education for private developers and housing partners on MassHousing's VAWA Handbook and best practices for survivor support
- Training, education, and cross-secretariat and public-private partner collaboration should continue to drive the Commonwealth's strategy in addressing sexual assault, domestic violence, and human trafficking.



Appendix: Glossary

| | | |
|--|---|---|
| AA: Adult/Adolescent | Security | MSP: Massachusetts State Police |
| AGO: Attorney General's Office | ERAP: Emergency Rental Assistance Program | NAC: National Advisory Committee |
| ARP: American Rescue Plan | EVA: Education / Vision / Advocacy | OGR: Office of Grants and Research |
| BARCC: Boston Area Rape Crisis Center | FAP: Family Advocacy Program | OTT: Over-the-top media services |
| BMC: Boston Medical Center | FY: Fiscal Year | OVC: Office for Victims of Crime |
| BoA: Bank of America | HEAT: Human Trafficking Enforcement and Training Grant | POD: Protect Our Defenders |
| CAC: Children's Advocacy Center | HRT: High Risk Team | PREA: Prison Rape Elimination Act |
| CHAMP: Common Housing Application for Massachusetts Public Housing | HRVU: High Risk Victims Unit | PSCR: Provider Sexual Crime Report |
| CJR: Criminal Justice Reform | HT: Human Trafficking | PSF: Prevention Solution Fellowship |
| Council: Governor's Council to Address Sexual Assault and Domestic Violence | HUD: United States Department of Housing and Urban Development | SAECK: Sexual Assault Evidence Collection Kit |
| CoC: Continuum of Care Programs | ICAPP: Intensive Co-Assessment and Planning Process. | SANE: Sexual Assault Nurse Examiner |
| CSEC: Commercially Sexually Exploited Children | JDI: Jane Doe, Inc. | SARC: Sexual Assault Response Coordinator |
| Cstore: Convenience Store | JJEMS: Juvenile Justice Enterprise Management System | SDV: Sexual Assault and Domestic Violence |
| DAO: District Attorney's Office | JRI: Justice Resource Institute | SEEN: Support to End Exploitation Now |
| DCF: Department of Children and Families | LAB: Leadership Advisory Board | TTAC: Training and Technical Assistance Center |
| DHCD: Department of Housing and Community Development | LE: Law Enforcement | VAWA: Violence Against Women Act |
| DMH: Department of Mental Health | LGBTQ: Lesbian, Gay, Bisexual, Transgender, Queer, Questioning, and Intersex | VSO: Veteran Service Organization |
| DOT: Massachusetts Department of Transportation | LIFT: Living in Freedom Together | |
| DPH: Department of Public Health | MACA: Massachusetts Children's Alliance | |
| DTA: Department of Transitional Assistance | MA-CWTG: Massachusetts Child Welfare Human Trafficking Grant | |
| DV: Domestic Violence | MBTA: Massachusetts Bay Transportation Authority | |
| DVS: Department of Veterans' Services | MDCS: Massachusetts Department of Career Services | |
| DVU: Domestic Violence Unit | MDT: Multi-Disciplinary Team | |
| DYS: Department of Youth Services | MLMC: My Life My Choice | |
| EOHHS: Executive Office of Health and Human Services | MOA: Missing or Absent | |
| EOLWD: Executive Office of Labor & Workforce Development | MOU: Memorandum of Understanding | |
| EOPSS: Executive Office of Public Safety and Security | MOVA: Massachusetts Office of Victim Assistance | |
| EOTSS: Executive Office of Technology Services and | MPTC: Municipal Police Training Committee | |
| | MRVP: Massachusetts Rental Voucher Program | |



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