



Victims Advocacy Programs Report

Prepared for: Interim Joint Committee on Appropriations and Revenue

Prepared by: Cabinet for Health and Family Services
Department for Community Based Services
Division of Protection and Permanency



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Charge and Program Overview

Pursuant to House Bill (HB) 1 (Executive Branch Operating Budget) from the 2022 Regular Session of the General Assembly, the Cabinet for Health and Family Services (CHFS/cabinet) Department for Community Based Services (DCBS/department) submits this report on the victims advocacy center programs.

(18) Victims Advocacy Programs: *Included in the above General Fund appropriation is an additional \$5,000,000 for the Children's Advocacy Centers, an additional \$3,500,000 for the Domestic Violence Shelters, and an additional \$1,500,000 for the Rape Crisis Centers in each fiscal year. These appropriations shall support direct service costs only, and no administrative overhead costs shall be paid with these appropriations. The Cabinet for Health and Family Services shall submit a report containing the number of participants served and the details of items expended from these funds to the Interim Joint Committee on Appropriations and Revenue by August 1 of each fiscal year.*

Victims Advocacy Programs Overview

Interpersonal violence is a crime without boundaries. It affects children, adults, the elderly, and people with disabilities. It affects people from all walks of life and does not discriminate against race, religion, or economic class. According to the 2015 National Intimate Partner and Sexual Violence Survey, about one in four women and nearly one in 10 men have experienced sexual violence, physical violence, and/or stalking by an intimate partner during their lifetime. Additionally, according to the Centers for Disease Control and Prevention's (CDC's) [Fast Facts: Preventing Child Abuse & Neglect](#), about one in seven children experienced child abuse or neglect in 2018.

The effects of child sexual abuse, sexual assault, and domestic violence are profound for victims, survivors, and their loved ones. Adverse childhood experiences (ACEs) research indicates that experiencing violence, abuse, or neglect, witnessing violence in the home or community, or having a family member attempt or die by suicide, undermine a young person's sense of safety, stability, and bonding. ACEs can have lasting, negative effects on health and well-being across the lifespan such as development of chronic diseases and behavioral challenges, increased risk of substance misuse, and poor school and occupational performance. A 2019 ACEs study conducted by the CDC found that at least five of the top 10 leading causes of death are associated with ACEs (Merrick MT, Ford DC, Ports KA, et al. Vital Signs: Estimated Proportion of Adult Health Problems Attributable to Adverse Childhood Experiences and Implications for Prevention — 25 States, 2015–2017. MMWR Morb Mortal Wkly Rep 2019;68:999-1005).

The Department for Community Based Services Division of Protection and Permanency (DPP) is the organizational unit within DCBS that provides the primary programmatic and administrative

oversight for victims advocacy programs – domestic violence shelters/programs, rape crisis centers, and children’s advocacy centers.

DCBS contracts with the state coalitions for these programs – ZeroV: Kentucky united against violence, formerly the Kentucky Coalition Against Domestic Violence; Kentucky Association of Sexual Assault Programs (KASAP); and Children’s Advocacy Centers of Kentucky (CAC KY). These coalitions then subcontract and administer funding and program guidance to their member programs across the commonwealth.

Kentucky is seen as a unique leader in ensuring that there is coverage for all three of these service networks throughout the vast and complex geography of Kentucky. By establishing a state funded rape crisis center, domestic violence shelter/program, and children’s advocacy center in each Area Development District (ADD), Kentucky has been able to accomplish this feat. This allows persons who experience domestic violence, sexual assault, and/or child sexual abuse to receive specialized services through a state funded and fully operational agency in their respective region or ADD. Additional information regarding individual programs can be found in Appendices A, B, and C.

This report provides the victims advocacy program’s results for utilization of the funding as well as status updates from those programs. The data and information provided in this report is for the period of July 1, 2022, to June 30, 2023.

Zero V

ZeroV (formerly Kentucky Coalition Against Domestic Violence or KCADV) is the state coalition for Kentucky’s domestic violence shelters/programs. Domestic violence programs in Kentucky provide a variety of services for persons that have experienced intimate partner violence, dating violence, or spouse abuse as well their children and family members. All domestic violence programs in Kentucky provide the following services per KRS Chapter 209A and 922 KAR 5:040:

- Physical shelter and/or access to temporary/emergency shelter
- Access to medical and dental services while in a domestic violence shelter
- Three meals per day consisting of at least three of the five basic food groups
- Domestic violence shelter and community resources available for clients
- Domestic violence victim advocacy services while in shelter and/or community
- Outreach services in all counties of the ADD

More information on ZeroV can be found at www.zerov.org.

ZeroV Results for SFY 23

ZeroV Member Program Expenditures FY23

For purposes of meeting the requirements of HB 1, the 15 domestic violence shelter programs have used the additional \$3,500,000 appropriation for direct service costs associated with providing shelter and related services as follows:

- **Wages & Benefits** – Increasing salaries and benefits for advocates/counselors so that ultimately all staff earn a living wage. The amounts charged under this funding allocation were limited to those staff whose activities can be directly charged/connected to providing shelter and related services.
- **Shelter & Program** – Food, clothing, toiletries, personal hygiene items, and transportation/travel vouchers for clients.
- **Equipment** – Equipment that is necessary to provide security, telehealth counseling and mobile advocacy services, food preparation and storage, and shelter heating/cooling systems.

	Wages & Benefits	Shelter & Program	Equipment	Total
Bethany House	\$189,068	\$836	\$13,889	\$203,793
BRASS	\$283,895	\$1,053	-	\$284,948
CVDVS	\$187,315	\$15,734	\$29,927	\$232,976
CWF	\$319,445	-	-	\$319,445
DOVES	\$82,371	\$96,736	-	\$179,107
GH17	\$214,365	\$98,981	-	\$313,346
ION Center – BT	\$167,530	\$8,160	-	\$175,690
ION Center – NKY	\$253,203	-	-	\$253,203
LKLP	\$162,695	\$16,000	-	\$178,695

Merryman House	\$213,957	\$18,938	-	\$232,895
OASIS	\$224,549	\$40,983	-	\$265,532
Safe Harbor	\$144,939	\$36,907	\$16,057	\$197,903
Sanctuary	\$211,061	\$20,451	\$1,873	\$233,385
SpringHaven	\$228,986	-	-	\$228,986
Turning Point	\$158,838	\$41,258	-	\$200,096
TOTAL	3,042,217	\$396,037	\$61,746	\$3,500,000

FY23 is the first year ZeroV member programs had access to this direct service funding for expenditure. Even with a short time frame to begin implementing equitable increases to advocate staff salaries, 87% of the additional \$3.5M was invested in personnel costs. Eleven percent (11%) was spent on shelter and program expenses, and the remaining two percent as spent on equipment needs.

Wages and Benefits Expenditures

During and leading up to 2021, anecdotal evidence from member programs regarding staff turnover and staff support through the COVID-19 global pandemic led ZeroV to conduct its first formal salary survey of the staff providing essential and life-saving services to survivors of domestic violence at member programs.

The survey included a review of job descriptions, creation of categories based on job responsibilities, and simple descriptive statistics for those categories. Based on these categories, the salary survey compared member programs’ salary information to multiple living wage metrics, by state and county level, and to state social worker wages.

Key Findings of the Salary Survey Include:

- Based on the data submitted for this report compared to the National Low Income Housing Coalition’s 2021 Out of Reach Report, 228 workers or 51% of workers at member programs did not receive the wages needed to afford a two-bedroom housing unit based solely on their wages.
- The Advocate Level 1 Category, which is composed of advocates providing direct services to survivors, is the largest category of workers and the lowest paid. The average salary for this category is \$16,023 less than the living wage determined by the Economic Policy Institute’s Family Budget Calculator and \$27,400 less than the living wage determined by the Massachusetts Institute of Technology’s living wage calculator.
- When compared to state social workers with similar job responsibilities, advocates at ZeroV member programs made at least \$3,965 less than state social workers.

- Advocates provide life-saving work, and ZeroV believes that investing in the workforce is paramount for the quality of care that they can provide.
- Advocates who do not have to work multiple jobs or worry about paying their rent can more fully show up for the emotionally hard work of supporting survivors. By providing living wages, programs can reduce turnover and burnout and recruit skilled and experienced staff.
- Reduced staff turnover also improves service quality because survivors can build long-term relationships with advocates without the concern of staff leaving for better paid positions elsewhere. These trusted relationships increase safety and improve outcomes for survivors.

An analysis of program retention, turnover, and growth showed that the additional \$3.5 million in direct service funds in FY23 caused an increase in staff retention.

ZeroV Program Highlights for SFY 23 (July 1, 2022 – June 30, 2023)

- Shelter for 3,035 survivors:
 - 1,846 adults
 - 1,189 children
- Non-residential supportive services for 13,097 survivors:
 - 12,363 adults
 - 734 children
- Response to 22,417 crisis calls
- Individual or group counseling services to 4,823 adult survivors
- Individual or group counseling services to 1,632 children
- Legal advocacy to 7,688 survivors
- Transportation services for 2,060 survivors – an increase of 400 people served from the previous year

Success Story

The direct service funding offered better access to a living wage and benefits for employees. Domestic violence programs were able to increase capacity to provide adequate shelter coverage, continuity of services, and equip advocates with the means to meet their own basic needs allowing them to better commit themselves to their work. Reduced turnover has saved thousands of dollars since programs are not continuously training new staff. Additionally, these funds were critical to continuing direct services to survivors of domestic violence by preventing further staff layoffs, since Kentucky's domestic violence programs have experienced a significant decrease to federal Victims of Crime Act (VOCA) and Violence Against Women Act (VAWA) funding.

Additionally, as part of shelter and program expenses, the direct service General Funds helped tremendously with transportation costs. Transportation is a major barrier for survivors getting to shelters, doctors' appointments, court appearances, social services appointments, and other important meetings and events.

Kentucky Association of Sexual Assault Programs (KASAP)

KASAP is the state coalition for Kentucky's thirteen rape crisis centers. Rape crisis centers in Kentucky provide a variety of services for persons who have experienced sexual assault, rape, and sexual abuse and their friends and family. All rape crisis centers in Kentucky provide the following services per 922 KAR 8:010:

- Crisis services available twenty-four hours a day, seven days a week
- Toll-free crisis telephone service
- Face-to-face crisis counseling
- Mental health and related support services
- Advocacy services including medical and legal

[KASAP Plan for SFY 23-24](#)

KASAP plans to allocate funds as per the chart below. These funds will be used by the 13 rape crisis centers to hire therapists, crisis line counselors/victim advocates, educators, and retain experienced staff providing direct services. Funding will also allow for required training and supervision of direct service staff. A small portion of the funding will support the acquisition of trauma-informed supplies and technology needed by these direct service providers.

[KASAP Results for SFY 23](#)

[KASAP Member Program Allocations SFY 23](#)

Region	Program	Allocation
Statewide	Kentucky Association of Sexual Assault Programs	\$150,000.05
Region 1	Lotus Sexual Assault & Child Advocacy Center	\$103,846.15
Region 2	Sanctuary	\$103,846.15
Region 3	Green River Regional Rape Victim Services	\$103,846.15
Region 4	Hope Harbor	\$103,846.15
Region 5	Silverleaf Sexual Trauma Recovery Services	\$103,846.15
Region 6	Center for Women & Families	\$103,846.15
Region 7/8	The Ion Center for Violence Prevention	\$103,846.15
Region 9/10	Pathways Victim Services	\$103,846.15
Region 11	The Healing Program/Mountain Comp	\$103,846.15
Region 12	The Rising Center/KY River Comm Care	\$103,846.15
Region 13	Cumberland River Behavioral Health	\$103,846.15
Region 14	Adanta Sexual Assault Resource Center	\$103,846.15
Region 15	Ampersand	\$103,846.15
Total		\$1,500,000.00

KASAP Expenditures for SFY 23

PERSONNEL	999,173.75
CONTRACTUAL	58,608.50
OPERATING	396,621.89
TRAVEL/TRAINING	45,595.86
TOTAL	1,500,000.00

In SFY 23, funds were used to support a three-day sexual assault conference open to the public and for all staff in the commonwealth to attend. This conference was heavily attended by program staff as a means of continuing education in best practices.

Through the use of these funds, KASAP will have a statewide data collection system that enables the entire coalition to collect data more quickly, more consistently, and more accurately for the first time in its history. The new data collection system makes available customized data reports.

Funds were used to purchase equipment and materials for ongoing training, outreach, and prevention efforts.

KASAP hired a full-time training coordinator to develop and coordinate professional educational offerings for partners and member programs. This training coordinator has produced a new *Welcome to KASAP* manual and is assisting with the implementation of the data system.

KASAP Program Highlights for SFY 23 (July 1, 2022– June 30, 2023)

Unduplicated sexual assault victims	4,990
Unduplicated friends and family	997
Crisis line calls	6,662
Medical advocacy	2,415
Legal advocacy	3,606
Treatment sessions	18,156

Success Story

Survivor Impact:

I wanted to take a moment to share with you the significance of New Beginnings (Rape Crisis Center for Green River Area Development District) to our community. A family member recommended New Beginnings to me when it became apparent that I needed to process the sexual abuse trauma that I experienced as a child. As a mature adult, I know now that this type of resource to me as a child may have saved me from deep emotional pain as an adult. New Beginnings is a safe space for people who have experienced sexual abuse trauma to get their lives back and to help children navigate the process of healing so that they may grow to be flourishing adults. I am so very grateful for my therapist and the support of New Beginnings not only for me and my family, but for our community.

Direct Service Impact:

- One center decreased their wait list by 66 people within the first five months of hiring a new full-time therapist. This center also added five middle schools for prevention programming after hiring a new prevention educator.
- Four programs developed new survivor response programs designed to ease staff burnout from being on-call excessively.
- Five programs reported additional demand for services due to the hiring of outreach and prevention staff.
- Most programs reported the ability to offer more competitive pay, enabling them to hire and keep trained staff.

More information on KASAP can be found at <https://www.kasap.org/>.

Children's Advocacy Centers of Kentucky (CAC KY)

CAC KY is the state coalition for Kentucky's 15 children's advocacy centers. CACs in Kentucky provide a variety of services for children that have experienced sexual abuse and their non-offending parents and family members. All CACs in Kentucky provide the following services per 922 KAR 1:580:

- Advocacy services
- Counseling services
- Clinical services
- Forensic interviewing
- Multi-disciplinary team (MDT) facilitation
- Medical examination services
- Consultation and education services

CAC KY Plan for SFY 23-24

Joint investigation has long been recognized as a best practice approach to investigating child abuse cases as it contemplates a unique factor inherent to these cases: the involvement of a civil (DCBS) investigation as well as a criminal (law enforcement) investigation. These parallel systems are activated in cases involving children as the community holds an interest in both public safety and child safety. If these systems are not working together, alleged victims are often re-traumatized by a duplicative process, and the benefits of information-sharing and collaboration are unrealized.

In recognition that the CAC model was born out of a need to facilitate a coordinated approach to child abuse investigations, CAC KY and member CACs began a discussion of possible solutions, that would enable the model to fully accomplish this goal and address the challenges. The hypothesis that arose from these discussions is that CACs could more successfully meet their

mission if provided greater visibility into the universe of cases that might require a joint investigation.

In 2019, CAC KY launched a pilot program in partnership with CHFS in which CAC staff in three pilot counties began receiving central intake reports (all reports of abuse and law enforcement assist reports). This was referred to as a Multidisciplinary Enhancement Project (MEP). It was discovered that CACs and multidisciplinary teams (MDTs) were only receiving referrals for 50% of the cases that met criteria for a CAC/MDT response. It was also discovered that roughly 15% of the total number of reports of abuse met criteria for MDT/ CAC services.

Individual program allocations for regional CACs are currently in process. More information on CAC KY can be found at <https://cackentucky.org/>.

CAC KY Results for SFY 23

CAC KY Member Program Allocations SFY 23

	Direct Service \$5M
Barren River CAC	\$ 362,427.27
Buffalo Trace CAC	\$ 364,005.73
CAC of the Bluegrass	\$ 526,415.55
CAC Green River District	\$ 271,679.13
Cumberland Valley CAC	\$ 390,065.75
Family & Children's Place	\$ 560,778.85
Gateway CAC	\$ 292,840.82
Hope's Place	\$ 310,372.80
Judi's Place	\$ 295,858.64
Ky River CAC	\$ 344,996.98
Lake Cumberland CAC	\$ 426,873.23
Lotus	\$ 243,844.00
Northern KY CAC	\$ 379,102.31
Pennyrile	\$ 369,108.96
Silverleaf	\$ 371,907.75
CACs Subtotal	\$ 5,510,277.77

	Direct Service \$5M
PERSONNEL	\$ 4,939,971.19
OPERATING	\$ 419,578.88
TRAVEL/TRAINING	\$ 150,727.70
	<hr/>
	\$ 5,510,277.77

CAC KY Expenditures for SFY 23

Admin or CHFS original	\$ 4,507,617.41
Additional CAC KY funds-MEP	\$ 132,710.00
Family & Children’s Place additional award	\$ 50,000.00
Direct service additional award	\$ 5,000,000.00
TOTAL	\$ 9,690,327.41

Implementing the Pilot Program Statewide

Equipped with the data from the pilot program, CAC Kentucky initiated a strategic plan to route reports of abuse from all 120 counties to CACs by the end of SFY 2024; strengthen the MDT model in Kentucky, and to expand the capacity of CACs to serve a projected 15,000 children per year (double the current volume of clients).

Routing Reports of Abuse to CACs

CHFS, in partnership with CAC Kentucky, developed an automated software solution that securely provides child abuse central intake report information from TWIST (child welfare database) to the case management database used by all of Kentucky’s CACs (Collaborate).

The automated system has replaced the manual process of routing reports that were implemented during the pilot phase of the program. This mechanism for routing reports was a necessary step to successfully implement the program in all 120 counties by the end of SFY 24. Today, 25 counties have begun receiving reports of abuse through this automated approach and there is a plan to progress in each county.

Strengthening the MDT Response

Routing reports of abuse to CACs is part of a broader effort to strengthen the MDT response. MDTs work under local protocols, which utilize the model protocol developed by the Kentucky Multidisciplinary Commission on Child Sexual Abuse (KMCCSA). MDTs throughout the state are reviewing and updating their local protocols as a part of this effort. Forty (40) MDTs have updated their protocols and submitted them to the KMCCSA.

CAC Kentucky has implemented several new efforts to support the MDT response including:

- Twenty-two (22) Community of Practice sessions facilitated by CAC Kentucky focused on enhancing MDTs reaching 56 CAC staff representing all 15 CACs, with 242 total attendees; and
- Fifteen (15) MDT facilitators representing 12 CACs participated in a specialized eight-hour MDT facilitator training.

Expanding the Capacity of CACs

The additional funding allocation in SFY 23 allowed CACs in Kentucky to increase their budgets and expand their ability to serve an increased number of child victims and their families expected in SFY 24. Some of the financial highlights at Kentucky CACs include:

- A 91% increase in personnel CAC budgets;
- An increase in infrastructure (space, equipment needed for new hires, additional equipment needed for additional clients, etc.) at CACs;
- Additional training opportunities for new and existing staff members; and
- An expansion in travel expenses for training/MDT meetings that were virtual during FY 22.

Through additional personnel, CACs have improved service response times, strengthened partner relationships, and increased access to mental health services, outreach, and education. CACs also report retaining staff and preventing layoffs that would have occurred due to reductions in the availability of federal Victims of Crime Act funds.

During SFY 23, regionally designated CACs have opened additional satellite facilities in the following locations to increase geographic accessibility for victims as well as increase the space needed to provide services to their service regions:

- Pennyrile CAC – Madisonville (Hopkins County)
- Lake Cumberland CAC – Nancy (Pulaski County)

Additional satellite locations scheduled to open during SFY 2024:

- Mayfield (Graves County - Lotus)
- Flemingsburg (Fleming County - Buffalo Trace CAC)
- Owensboro (Daviess County – CAC of the Green River District)

CAC KY Program Highlights for SFY 23 (July 1, 2022 – June 30, 2023)

Unduplicated child victims	7,619
Unduplicated caregivers	4,792
Forensic interviews	5,821
Child sexual abuse medical examinations	650

Success Story

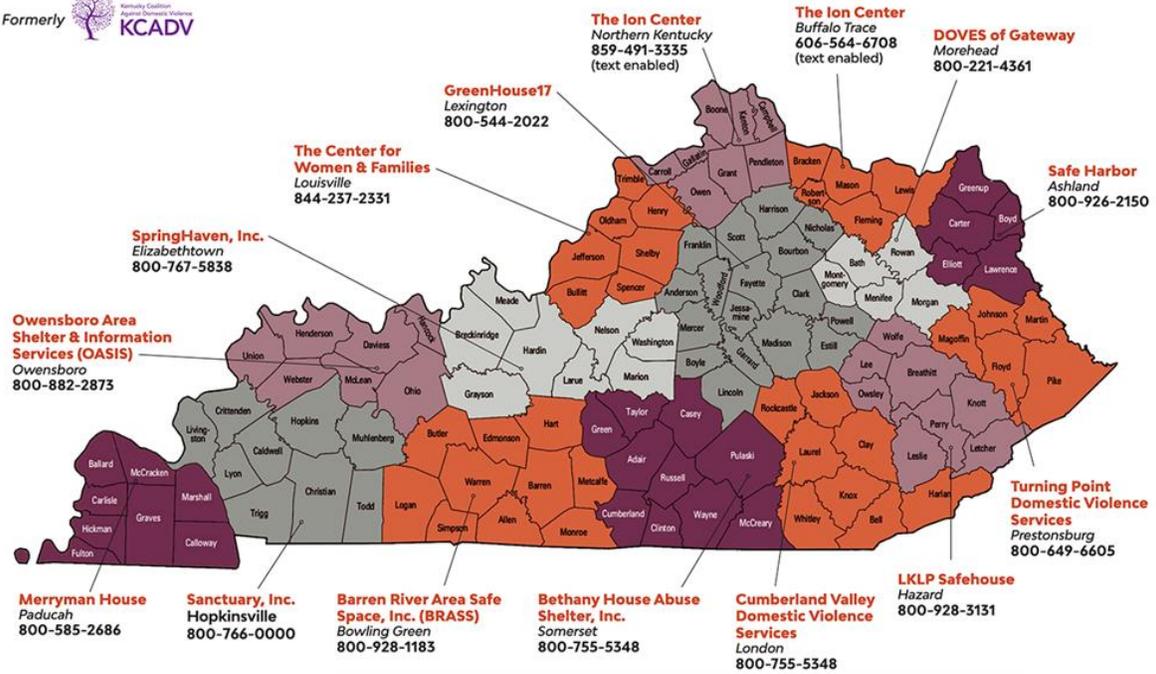
A CAC received a central intake report of child abuse late in the day. The report was imminent for CHFS, requiring initiating a response within four hours. One of the CHFS specialized investigation workers was already at the CAC attending a forensic interview for another family. The MDT coordinator met with the CHFS worker, who called her supervisor and discovered the report would be assigned to her. The CAC provided the CHFS worker with a date and time for the forensic interview for the new imminent case for the following day and the number to call the CAC if she needed services later that same day. The CAC assisted CHFS by making initial contact with law enforcement. The CHFS worker and law enforcement officer planned to meet at the child’s home to initiate the case together. This collaboration ensured

CHFS was supported quickly and the family could receive fast and thorough joint investigation services from the MDT.

Appendices

Appendix A

Kentucky's Domestic Violence Shelter Programs



Appendix B



Region 1: Lotus Children's Advocacy & Sexual Violence Resource Center
 P.O. Box 8506, Paducah, KY 42002
 (800) 928-7273
hopehealgrow.org

Region 2: Sanctuary, Inc.
 P.O. Box 1165
 Hopkinsville, KY 42241
 (800) 766-0000 | sanctuaryinc.net

Region 3: New Beginnings Sexual Assault Support Services
 1716 Scherm Rd.
 Owensboro, KY 42301
 (800) 226-7273
nbowensboro.org

Region 4: Hope Harbor, Inc.
 913 Broadway Ave.
 Bowling Green, KY 42101
 (270) 846-1100
hopeharbor.net

Region 5: Silverleaf Sexual Trauma Recovery Services
 751 S Provident Way
 Elizabethtown, KY 42701
 (877) 672-2124 | silverleafky.org

Region 6: The Center for Women & Families
 P.O. Box 2048, Louisville, KY 40201
 (844) BE-SAFE-1 | (844) 237-2331
thecenteronline.org

Region 7 & 8: The Ion Center for Violence Prevention
 835 Madison Ave.
 Covington, KY 41011
 (859) 491-3335 (Northern Kentucky)
 (606) 564-6708 (Buffalo Trace)
ioncenter.org

Region 9 & 10: Pathways, Inc.
 (Ashland & Morehead)
 P.O. Box 790, Ashland, KY 41101
 (800) 562-8909 | pathways-ky.org

Region 11: Mountain Comprehensive Care Center's Healing Program for Survivors of Sexual Assault & Domestic Violence
 104 South Front Ave.
 Prestonsburg, KY 41653
 (800) 422-1060 | mtcomp.org

Region 12: The Rising Center
 637 Morton Blvd., Hazard, KY 41701
 (800) 375-7273 | therisingcenter.org

Region 13: Cumberland River Victims Services
 P.O. Box 568, Corbin, KY 40701
 (606) 528-5286 | crvsky.org

Region 14: Adanta Sexual Assault Resource Center (ASARC)
 259 Parkers Mill Rd.
 Somerset, KY 42501
 (800) 656-HOPE (4673) | adanta.org

Region 15: Ampersand Sexual Violence Resource Center of the Bluegrass
 P.O. Box 1603, Lexington, KY 40588
 (859) 253-2511
ampersandky.org

KENTUCKY ASSOCIATION OF SEXUAL ASSAULT PROGRAMS
 P.O. Box 4028 | Frankfort, KY 40604 | (800) 656-HOPE (4673) | www.kasap.org

Appendix C



Children's Advocacy Centers of Kentucky

For more information on each CAC, see www.cackentucky.org

● Main Office
 ★ Satellite Office
 Please contact main office for information about satellite office coverage in this service area.

