



2021 ANNUAL REPORT



Mayor's Office to
End Domestic and
Gender-Based Violence

Introduction

The Mayor's Office to End Domestic and Gender-Based Violence (ENDGBV) develops policies and programs, provides training and prevention education, conducts research and evaluations, performs community outreach, and operates the New York City Family Justice Centers (FJs). ENDGBV collaborates with City agencies and community stakeholders to ensure access to inclusive services for survivors of domestic and gender-based violence, including intimate partner and family violence, elder abuse, sexual violence, stalking, human trafficking, and other forms of gender-based violence (GBV.) ENDGBV is an office under the Mayor's Office and was established by City charter in 2001 after New York City residents voted to amend the City Charter to establish a permanent office that would comprehensively address issues of domestic violence (DV.) In September 2018, Mayor de Blasio signed Executive Order 36, which expanded the authorities and responsibilities of the Mayor's Office to Combat Domestic Violence and changed the Office name from OCDV to the Mayor's Office to End Domestic and Gender-Based Violence (ENDGBV). Executive Order 36's launch of ENDGBV enhanced the City's strategic response to intimate partner and family violence, as well as sexual assault, stalking, and human trafficking.

In October 2015, Mayor Bill de Blasio appointed Cecile Noel as Commissioner to lead ENDGBV. Under Commissioner Noel's leadership, ENDGBV amplified the City's domestic violence infrastructure with innovative and comprehensive services, policies, and legislation.

Highlight of OCDV and ENDGBV Achievements

Over the past 20 years, we have seen significant investments in addressing domestic and gender-based violence which have strengthened resources and supports for survivors, enhanced prevention efforts, and developed new supports for people causing harm in their relationships. This report provides an overview of a select number of programs that had the most far-reaching impact, filled a long-standing need or were innovative in nature, and policies developed over the past eight years. An overview of all the domestic and gender-based violence initiatives that ENDGBV has implemented can be found in our [annual reports](#) which can be accessed on the ENDGBV website.

Creating the Mayor's Office to End Domestic and Gender-Based Violence

Expanding the Focus to Include Gender-Based Violence: Executive Order 36 of 2018

On September 7, 2018, Mayor de Blasio signed Executive Order 36, which expanded the authorities and responsibilities of the Mayor's Office to Combat Domestic Violence and changed the Office name from OCDV to the Mayor's Office to End Domestic and Gender-Based Violence (ENDGBV). Executive Order 36's launch of ENDGBV enhanced the City's strategic response to intimate partner and family violence, as well as sexual assault, stalking, and human trafficking. Under the new mandate, the Office to End Domestic and Gender-Based Violence was charged with developing and expanding services for survivors of sexual assault, family

violence, and trafficking; launching a citywide outreach team and enhancing trainings for City agencies and community stakeholders; creating opportunities for data collection and information sharing; and developing a legislative agenda for domestic and gender-based violence.

Additionally, the new Executive Order created an Advisory Committee, chaired by ENDGBV, to review individual case level data of domestic and gender-based violence fatalities. This is the first Advisory Committee of its kind in the country to engage in an intensive review of gender-based violence fatalities and develop innovative recommendations to enhance responses and interventions.

Increasing Investment for Gender-Based Violence Services

Increasing Access to Services: Expanding the Network of Family Justice Centers

The New York City Family Justice Centers (FJCs) are a private-public partnership supported by private grants made to the Mayor's Fund to Advance New York City, a 501(c)(3) not-for-profit organization dedicated to aiding innovative City initiatives. FJCs are one-stop holistic service centers, located in each borough, that provide vital social service, civil legal, and criminal justice assistance for survivors of domestic and gender-based violence and their children that is free and confidential. All are welcome—regardless of age, income, sexual orientation, gender identity, immigration status, or language spoken (spoken translation services are available at every location). FJCs are co-located with the District Attorney's Office in each borough.

Since 2005, when the Brooklyn Family Justice Center (FJC) opened, New York City has continued to expand the presence of the FJCs, with the Queens FJC opening in 2008, the Bronx FJC in 2010, followed by the Manhattan FJC in 2014 and the Staten Island FJC in 2016. New York City has the largest network of FJCs in the country. In April 2021, the FJCs formally affiliated it selves with the FJC Alliance/Alliance for Hope International, joining the network of over 50 affiliated centers across the nation. Since 2005 through December 2021, the Family Justice Centers have served over 249,000 clients through almost 700,000 visits.

Increasing Survivor Safety: Domestic Violence Response Teams (DVRT)

The Domestic Violence Response Team (DVRT) created a model of inter-agency cooperation and communication to coordinate the delivery of efficient and effective services to high-risk domestic violence victims. Originally launched in 2002 in the Bronx and Brooklyn, the program was expanded to Queens in 2006 and Staten Island in 2011. The DVRT program was discontinued upon the opening of the Family Justice Center in each borough.

While in existence, the DVRT monitored the provision of services to high-risk domestic violence cases selected from New York City communities. These cases were discussed among the DVRT Team – which included representatives from City agencies and community-based organizations. Following discussions with the DVRT Team, the DVRT developed recommendations to enhance

the delivery of domestic violence services citywide. Of the 300 domestic violence survivors engaged in the program only 10% reported any subsequent domestic violence incident.

Increasing Access to Services Through the Web: NYC HOPE Web-portal Connecting Community to Services

In February 2018, ENDGBV launched NYC Hope, an innovative web portal where community members can learn more about domestic and gender-based violence and survivors can connect to information and resources, including community-based organizations and City agencies. The site features information for survivors and allies, such as recognizing signs and getting help, and an easy-to-search database for locating community resources, which also offers filters for special populations. Developed by NYC's Department of Information Technology and Telecommunication (DoITT) with feedback from over 100 NYC FJC clients, the NYC HOPE website uses UI/UX best practices to ensure that it is intuitive and easy to navigate. Since its launch in 2018 through December 2021, NYC HOPE has reached 232,100 visits and has helped 76,900 clients access services.

Strengthening the City's Response to Gender-Based Violence: Establishing the New York City Domestic Violence Task Force

In November 2016, the persistence of domestic violence, even as New York City had become safer overall, led Mayor Bill de Blasio to create the NYC Domestic Violence Task Force to develop and implement a comprehensive strategy to reduce domestic violence. Under the leadership of the Mayor's Office to End Domestic and Gender-Based Violence (ENDGBV) and the Mayor's Office of Criminal Justice (MOCJ), the Task Force brought together representatives from City agencies, domestic violence prevention and intervention organizations, and survivors to identify existing domestic violence programs and interventions that are working well, those that need attention, and promising practices to implement or expand. The Task Force gathered a wealth of current information, including statistics on domestic violence complaints to police and criminal case outcomes, data on shelter and social service involvement of victims and abusers, and research on promising models for combating domestic violence that are in use either in New York City or elsewhere in the country. This inquiry resulted in a set of recommendations for targeted investments to create durable and effective solutions to domestic violence citywide. Since its inception, the Task Force has announced 32 initiatives and secured \$11 million in new City funding to reduce violence, enhance the safety and wellbeing of those impacted by domestic violence, and hold abusive partners accountable. The following highlights some of the key Task Force Initiatives:

- *Home+ Program:* Home+ provides a new option for survivors of domestic and gender-based violence – enhancing their ability to stay safer in their homes rather than leaving to stay with friends or family or enter the shelter system. Home+ provides survivors with free personal emergency response systems to call for help by pushing a button, as well as safety planning and case management from a local domestic violence service

organization to support survivors and their families' ability to remain in their homes. As a truly client-centered and low-barrier program, orders of protection, police reports or any other systems of involvement are not required for eligibility. Home+ was launched in the Bronx in October 2021 and is now available Citywide.

- *Trauma-Informed and Culturally Relevant Offender-Based Programing: Dignity & Respect* (for male-identified participants) and *Turning Points* (for female-identified participants) are new evidence-informed curricula used by the city's Abusive Partner Intervention Program (APIP), funded through MOCJ, for defendants mandated to attend by a court. Both programs are free of charge and use cognitive behavioral strategies and culturally relevant approaches to help participants identify harmful thoughts, beliefs, actions, and values with the goal of creating life skills and strategies that promote healthy relationships. The program, through contracts with Osborne Associates in the Bronx, the Fortune Society in Manhattan and Queens, and Empower Assist Care (EAC)/Treatment Alternatives for Safer Communities (TASC) in Brooklyn and Staten Island, launched in November 2020. Two hundred ninety-two defendants have participated in the program as of June 2021.
- *Early Relationship Abuse Prevention Program (Early RAPP):* An estimated one in 10 teens in a dating relationship report experiencing physical dating violence in the past year, and that number doubles for LGBTQ-identified youth and triples for pregnant or parenting teens. Through the Early Relationship Abuse Prevention Program (Early-RAPP), existing high school-based teen dating abuse programs were retooled and expanded to provide a continuity of learning to students in 128 Department of Education middle schools across NYC—providing them with the tools to identify unhealthy behaviors and build healthy relationship skills at a critical time in their development, while ensuring that they know how to feel safe reaching out for help for themselves and their peers. Community educators from community-based organizations with expertise in domestic violence prevention and intervention – i.e., Urban Resource Institute, Day One and STEPS to End Family Violence, and Rising Ground – implement school-wide education campaigns; facilitate student and parent classroom workshops; conduct professional development sessions for faculty, school staff, and administrators; and provide resources and referrals to students and families in need of support and services. ERAPP was successfully transferred to remote programming for at-home learning during the COVID pandemic. An analysis of the program conducted by ENDGBV found that middle school participants in Early RAPP workshops significantly increased their knowledge of dating violence and healthy relationships. The [report](#) can be accessed on the ENDGBV website. From the beginning of the program through December 30, 2021, the program trained over 55,000 students, staff, and parents.

- *Immigrant Legal Service Initiative:* In January 2018, ENDGBV and the New York City Human Resources Administration (HRA) launched the Immigration Legal Services Initiative, embedding legal and domestic violence resources in targeted communities with large, underserved immigrant populations and high levels of domestic violence, providing holistic legal assistance that meets victims' linguistic and cultural needs. This initiative establishes a technical-assistance partnership between organizations with expertise in domestic violence and immigration law (e.g., Sanctuary for Families and Urban Justice Center) and immigrant-serving community-based organizations to enhance the ability of immigrant-serving community organizations to identify and support immigrant survivors in an environment where trust has already been established. As of December 31, 2021, this initiative had served over 800 clients.

Creating Supports for Family Violence Survivors: *Family Violence Initiative*

Through the City's first ever investment in family violence services, ENDGBV is working with other City agencies including Administration for Children's Services (ACS), Department for Homeless Services (DHS), Department for the Aging (DFTA), New York City Police Department (NYPD) and the Law Department's Juvenile Justice Program to create strong pathways for referrals to enhance service delivery for individuals experiencing family violence with the goal of enhancing housing stability by strengthening healthy family relationships, reducing law enforcement involvement in the lives of families, and expanding connections to more holistic supportive services. The City will contract with community-based organizations throughout the City to implement family violence related services, including short and long-term interventions such as case management, mental health counseling, mediation, and benefits assistance in communities most impacted by family violence.

Supporting Survivors

Increasing Housing Options: *HUD Coordinated Entry Grant*

In 2019, the Human Resources Administration (HRA) and ENDGBV collaboratively applied for funding through the New York City Continuum of Care (CoC) via the United States Department of Housing and Urban Development's (HUD) "Continuum of Care Program" for a domestic violence coordinated entry planning grant to integrate the unique needs of domestic and gender-based violence survivors into New York City's coordinated entry system.ⁱ The grant program, which launched in July 2021 and is currently funded through June, will work closely with Family Justice Center (FJC) partners, domestic violence shelters, and HRA non-residential providers to ensure survivors are able to seamlessly access all available housing options through New York City's coordinated entry system. Specifically, the grant will incorporate survivors of domestic violence and gender-based violence into New York City's Coordinated

Assessment and Placement System (CAPS). CAPS connects homeless New Yorkers and those at risk of homelessness to the most appropriate housing options.

Increasing Housing Options: HUD Emergency Housing Vouchers (EHV)

In late June 2021, the New York City Department of Housing Preservation & Development (HPD) and the New York City Housing Authority (NYCHA) were awarded approximately 8,100 Section 8 vouchers through the American Rescue Plan Act by the HUD Emergency Housing Voucher (EHV) Program. New York City received the largest allotment in the country and through successful advocacy by the City's domestic violence subcommittee of the Continuum of Care, of which ENDGBV's Assistant Commissioner is a co-chair, ENDGBV was allotted approximately 1,100 vouchers for domestic and gender-based violence survivors living in community housing who met HUD's eligibility definition of fleeing domestic and gender-based violence. ENDGBV is a designated referring agency for EHV's and is working closely with partner agencies to ensure survivors can access this valuable and much needed permanent housing resource.

Expanding Supervised Visitation Program: The Safe Family NYC, Supervised Visitation Program

A network of free supervised visitation resources was expanded in the Bronx, Staten Island, and Queens, operated by Safe Horizon, to provide a safe space for children to attend court-ordered visitation with a noncustodial parent. Prior to Safe Families NYC, judges reported severely limited availability of low- or no-cost supervised visitation for families. As a result, judges either ordered unsupervised visits, creating risk of abuse to continue, or denied visits, limiting access of the non-custodial parent to the child. Safe Families NYC provides a safe and therapeutic environment for non-custodial parents to spend time with their children and promotes strong and safe relationships between children and their non-custodial parents. Since the program launch, over 1,800 free supervised visits have been provided in the Bronx, Staten Island, and Queens.

Connecting Survivors to Mental Health Services: ThriveNYC FJC Mental Health Services Program

In late 2016, ENDGBV partnered with NYC Health + Hospitals to station mental health teams, consisting of a full-time psychotherapist, part-time psychiatrist, and an off-site administrative staff member, at the City's five FJCs. This project is part of the (Mayor's Office of Community Mental Health. It is built upon the successful mental health counseling pilot program launched in 2014 at the Bronx FJC with the Department of Psychiatry at the Columbia University Medical Center (CUMC). As of November 2017, the mental health teams began working at all five FJCs. This mental health program won the American Psychiatric Association's Psychiatric Services Achievement Award in October 2018, which recognizes creative models of service delivery and innovative programs for persons with mental illness or disabilities. Since the program's inception it has assisted almost 1,300 clients through nearly 13,000 client visits.

Supporting Person's Causing Harm

Increasing and Improving Offender-Based Programs: *Interrupting Violence at Home Program*

In May 2018, First Lady Chirlane McCray announced *Interrupting Violence at Home*, a groundbreaking citywide effort to address domestic violence through voluntary services, training, and intervention for abusive partners who are not mandated through the criminal justice system. The *Interrupting Violence at Home* initiative includes: *Respect First* and *Respect and Responsibility*, the *Abusive Partner Intervention Training*, *Crisis Management System (CMS) Sites*, and the comprehensive [Restorative Justice Blueprint](#). The *Restorative Justice Blueprint* developed recommendations for how to incorporate restorative justice practices into domestic violence intervention and prevention initiatives in NYC, with a focus on community-based settings. The Restorative Justice Blueprint was funded through a grant from the Chapman Perelman Foundation.

Building Infrastructure to Create Policy and Provide Training

Developing Policy and Providing Training: *The Creation of the Policy and Training Institute*

In the spring of 2016, ENDGBV launched a new Policy and Training Institute. The Institute includes a Policy Team, a Training Team, and the NYC Healthy Relationship Training Academy (the Academy) to lead ENDGBV's training and prevention work. It was created to enhance City agency and community-based organization's responses to the issues of domestic and gender-based violence, identify key areas for policy change and development, and engage in primary prevention through work with young people throughout New York City. The Institute also hosts large conferences and convenings, which provide additional professional development opportunities on these issues that are free and open to provider staff from a myriad of industry sectors across New York City, including health care, education, and media.

Preventing Teen Dating Violence Through Education: Healthy Relationship Academy

In 2004, the New York City Healthy Relationship Training Academy (the Academy) started as a federally funded pilot project with the aim to eradicate teen dating violence and family domestic violence among runaway homeless youth (RHY) and other at-risk youth in New York City. The program's primary objective was to increase the ability of New York City to provide effective teen dating violence and family domestic violence prevention services to the underserved RHY population and promote healthy relationships within that community and other at-risk youth communities. Over the years, the program's focus increased to include youth who reside and staff that work at the New York City Housing Authority (NYCHA) and finally to include all young people, their parents, and staff members working with youth across New York City. In 2007, the program adopted a peer educator model that trains young people ages 17 to 26 to teach their peers about recognizing abusive relationships and building healthy

ones. Since 2004, the program has provided almost 10,000 workshops to almost 190,000 youth, parents, and staff.

Expanding Health Relationship Education to Families of Grade K-5 Elementary School

Students: ABCs of Healthy Relationships

In October 2021, the Mayor's Office to End Domestic and Gender-Based Violence (ENDGBV) in partnership with the Department of Education (DOE), youth dating violence prevention organization Day One, launched of "The ABCs of Healthy Relationships." The ABCs of Healthy Relationships is an interactive web-based toolkit to help elementary school students develop healthy relationships with their friends and classmates as building blocks for healthier partner relationships as they grow older, as well as toolkits for their educators, and their caregivers. Using vibrant and relatable illustrations, the toolkits support the development of healthy relationship foundations such as respect, consent, boundaries, body autonomy, safety, and trust. The ABCs of Healthy Relationships student toolkits and parent, caregiver and educator guides are free and are available to all young people and adults in NYC through the ENDGBV [website \(see bottom of webpage\)](#). Funding for this program was provided by the Mayor's Fund to Advance New York City through a grant from the Jerome Chazen Fund to Address Domestic Violence.

Expanding Protections for Survivors of Domestic and Gender-Based Violence: *Earned Sick and Safe Time Act*

Following the passage of Paid Sick Leave in NYC, ENDGBV partnered with the NYC Department of Consumer and Worker Protection (DCWP) to draft legislation to expand the new law to allow employees to use their paid leave if they or a family member have been the victim of any act or threat of domestic violence, unwanted sexual contact, stalking, or human trafficking in order to plan their next steps and focus on safety without fear of penalty. In November 2017, Mayor de Blasio signed into law the "Earned Sick and Safe Time Act." New York City is the first city in the nation to pass paid safe leave legislation that includes survivors of human trafficking. The amended law also expands the definition of family for whom safe and sick leave can be used to any individual whose close association with the employee is the equivalent of family.

Connecting City Employees Experiencing Gender-Based Violence: *Executive Order 85 of 2021*

Mayor Bill de Blasio signed Executive Order 85 to enhance trauma-informed support for City employees experiencing domestic and gender-based violence as part of the City's commitment to a healthy and safe workplace that prioritizes employee wellbeing and access to mental health support.

The Mayor's Office to End Domestic and Gender-Based Violence (ENDGBV) developed the "Domestic and Gender-Based Violence Workplace Policy" and related trainings with the support of Workplaces Respond to Domestic and Sexual Violence, a national resource center operated by Futures Without Violence. The Workplace Policy will be adopted by all agencies

and will standardize survivor-centered and trauma-informed responses for employees experiencing domestic and gender-based violence in the workplace or in their personal lives.

City agency appointed Domestic and Gender-Based Violence Workplace Policy “liaisons” are typically senior staff member from HR/EEO and provide employees with a point of contact to for confidential support and direct connection to ENDGBV and the City’s resources for survivors.

Key Public/Private Partnerships

Emergency Financial Relief Microgrants Program for Survivors of Domestic and Gender-Based Violence: Mayor’s Fund to Advance New York City’s COVID-19 Emergency Relief Fund

Aligned with the City’s efforts to help the most vulnerable New Yorkers during the COVID-19 pandemic, this first-of-its-kind initiative responded to the acute and unique needs of survivors of domestic and gender-based violence. This program, which launched in June 2020 and ended in December 2020, delivered microgrants based on need, and provided 377 clients with grants that averaged \$1,243.37. The program disbursed a total of \$468,750.00 to survivors from communities that were disproportionately impacted by the pandemic: 90% were Black, Indigenous, and People of Color (BIPOC) and 95% of clients made less than \$40,000 annually. Clients and service providers reported the program had a positive impact on survivors’ mental health and overall wellbeing, and contributed to more secure financial and housing situations, as well as to their children’s feelings of safety and overall wellbeing. Funding was provided by the Mayor’s Fund to Advance New York City’s COVID-19 Emergency Relief Fund. An evaluation conducted by ENDGBV found that increased housing stability was a critical impact of the program. Thirty-five percent of all grants disbursed (over \$163,000) supported rent, short-term housing, or other housing needs. Significantly, 48% of clients reported feeling safer after participating in the program; 44% reported that their children felt safer; and 46% reported that their mental health had improved. The [evaluation summary report](#) can be accessed on the ENDGBV website.

Lastly, the significant demand for microgrants for survivors of domestic and gender-based violence, evidenced by the number of applications received by the program, and supported by information collected during the evaluation suggests an ongoing need for a flexible funding program in New York City.

Assisting Gender-Based Violence Survivors with Tech Abuse: Cornell Tech Partnership

ENDGBV initially partnered with Cornell Tech in 2016 on a research project, Digital Safety and Security in Intimate Partner Violence. Through the partnership, Cornell Tech researchers conducted interviews with FJC providers and clients to understand how technology can be used negatively as a tool of control in abusive relationships. The study also explored whether partners in abusive relationships had access to the client’s online and personal accounts and technology hardware. It further assessed client knowledge of mobile applications and the safe use of technology. Following the study, Cornell Tech created screening questions for staffers at the FJC centers to use as part of the overall safety assessment that is done with clients when

they come into the centers. Through the expansion of the partnership, clients can be referred to onsite Cornell Tech staff to have the privacy checkups performed on their device using the new technology.

In 2019, ENDGBV expanded its partnership with Cornell Tech and the NYU Tandon School of Engineering to strengthen New York City's supportive services for victims of stalking. The expansion included the development of a diagnostic tool designed to identify applications on cell phones that can be used for cyberstalking. Cornell Tech piloted the use of this groundbreaking tool with clients at New York City's FJCs to conduct digital privacy checkups that include scanning for spyware or malware and having an informative discussion about privacy settings to educate clients on how to maximize safety when using technology.

In 2020 Cornell Tech's Clinic to End Tech Abuse (CETA) created an innovative remote program to help survivors of intimate partner violence living through the COVID-19 crisis use their devices without fear of monitoring or stalking. The CETA partnership with ENDGBV and the city's FJCs continued throughout the pandemic with case workers able to refer their clients to consultations with the Centers about possible tech-enabled abuse. CETA's program used strategies for advising survivors or their case workers remotely, and the Centers held pilot sessions to test and strengthen its approach. Online how-to guides were also created for survivors and those assisting them, while researchers at Cornell Tech studied how best to serve people experiencing tech abuse during a crisis.

Keeping Survivors Connected to Their Support Network and Safety: T-Mobile Phone Program

In 2022, ENDGBV partnered with T-Mobile to provide free mobile phones and low-cost prepaid service plans that include talk, text and data. Survivors are provided the mobile phone at the Family Justice Center (FJC) and the survivor can visit any T-Mobile store in New York City to receive the low-cost prepaid service plan that best meet their needs. The prepaid plans do not require a credit check or contract. A total of 1,000 mobile devices and prepaid service plans will be distributed through this program.

ⁱ The New York City Continuum of Care (CoC) provides a leadership role in local planning and coordination to prevent and eradicate homelessness in New York City, while effectively implementing the U.S. Department of Housing and Urban Development's (HUD) Continuum of Care program. The NYC CoC works to: Identify the gaps and needs of homeless households in New York City and participate in the process of prioritizing local and state funding to meet these needs; Coordinate citywide applications for homeless housing and service funding, including but not limited to New York City's annual application for HUD McKinney-Vento funding; Track trends and adjust priorities to meet the changing needs of homeless households; Advocate for increased federal funding to meet the needs of those experiencing or who are at-risk of homelessness in New York City. More information on the COC can be found [here](#).



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