



# Fatima's Story

[Image Source: Mother and children | Flickr](#)



# 1 in 4

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Women's lifetime  
sexual and/or  
physical violence  
victimization by an  
intimate partner



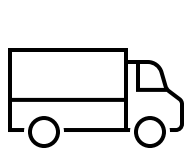


The odds of housing instability are  
**4X higher** for women  
experiencing intimate partner  
violence



80% of  
**homeless  
mothers with  
children**  
experienced  
previous IPV





Women who moved in the last six months had **2X the risk for IPV** by a former or new partner as compared to women with stable housing during that same time frame



# Was Fatima Counted?

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# Measuring Homelessness and Intimate Partner Violence (IPV)

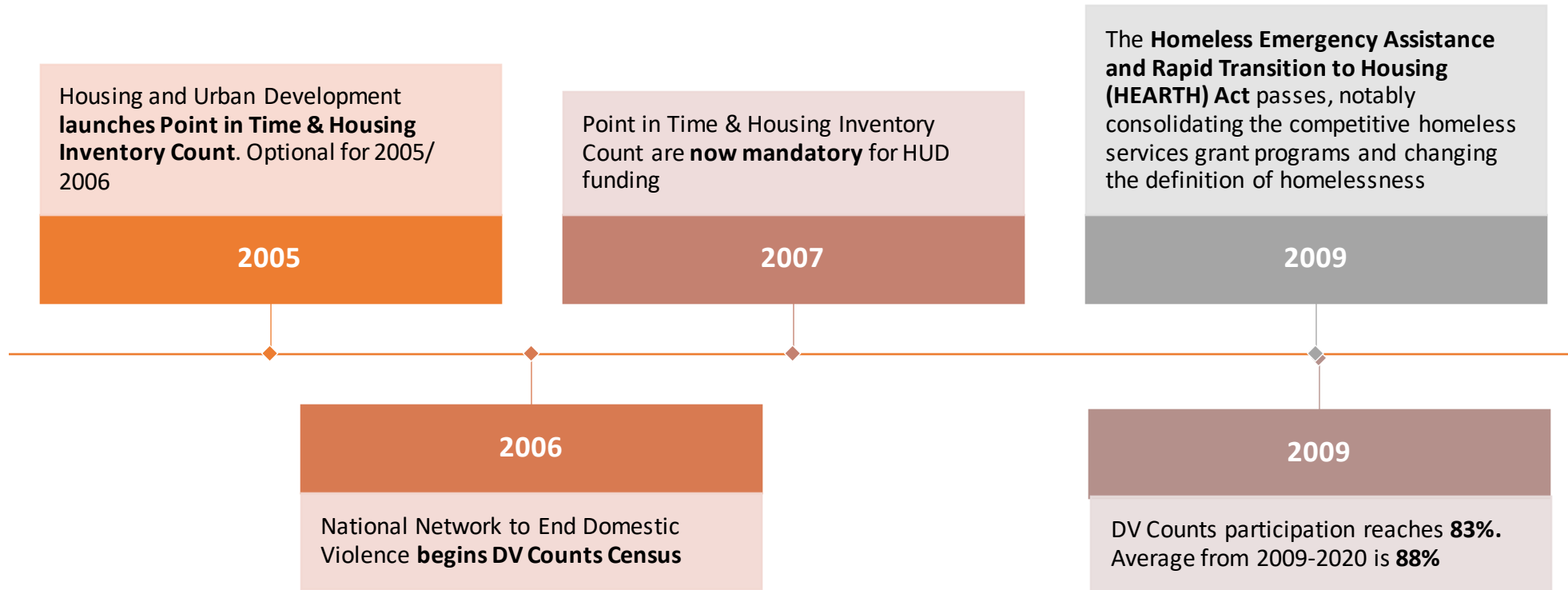
## Point in Time Count

- Annual census of persons experiencing homelessness

## DV Counts!

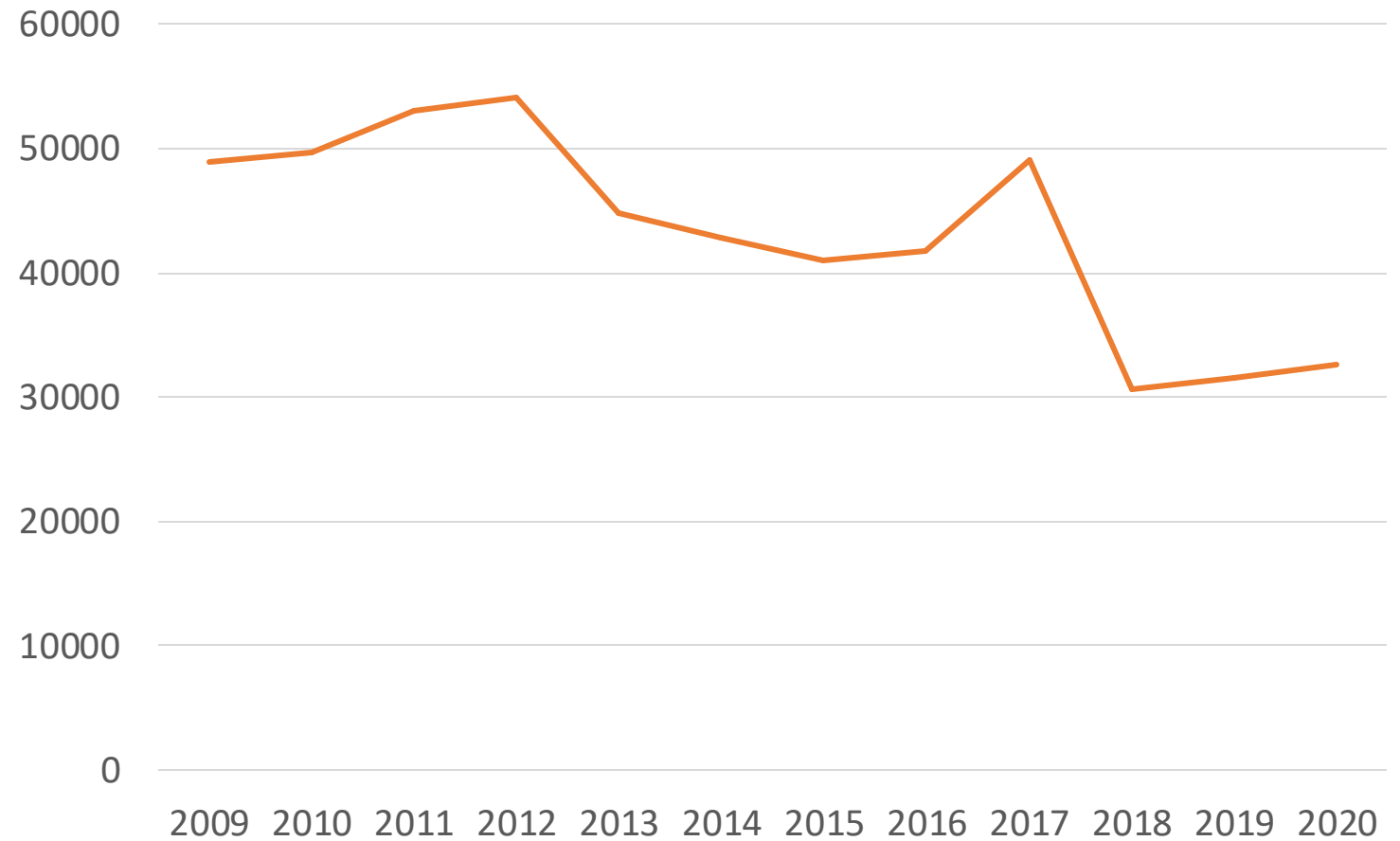
- Annual census of services to IPV survivors including shelter

# A Timeline of Relevant Policy: 2000s

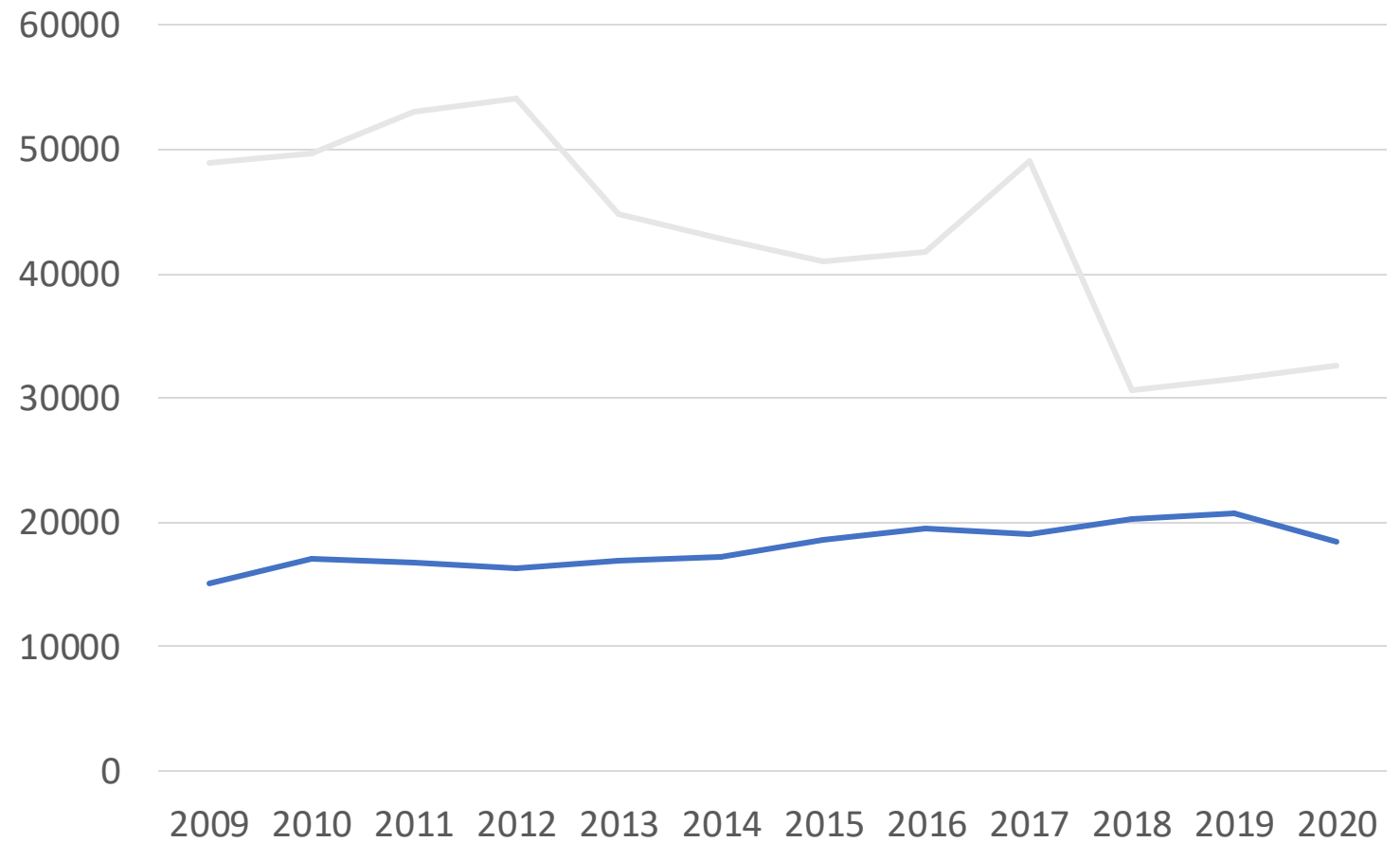




## Point in Time Victims Sheltered



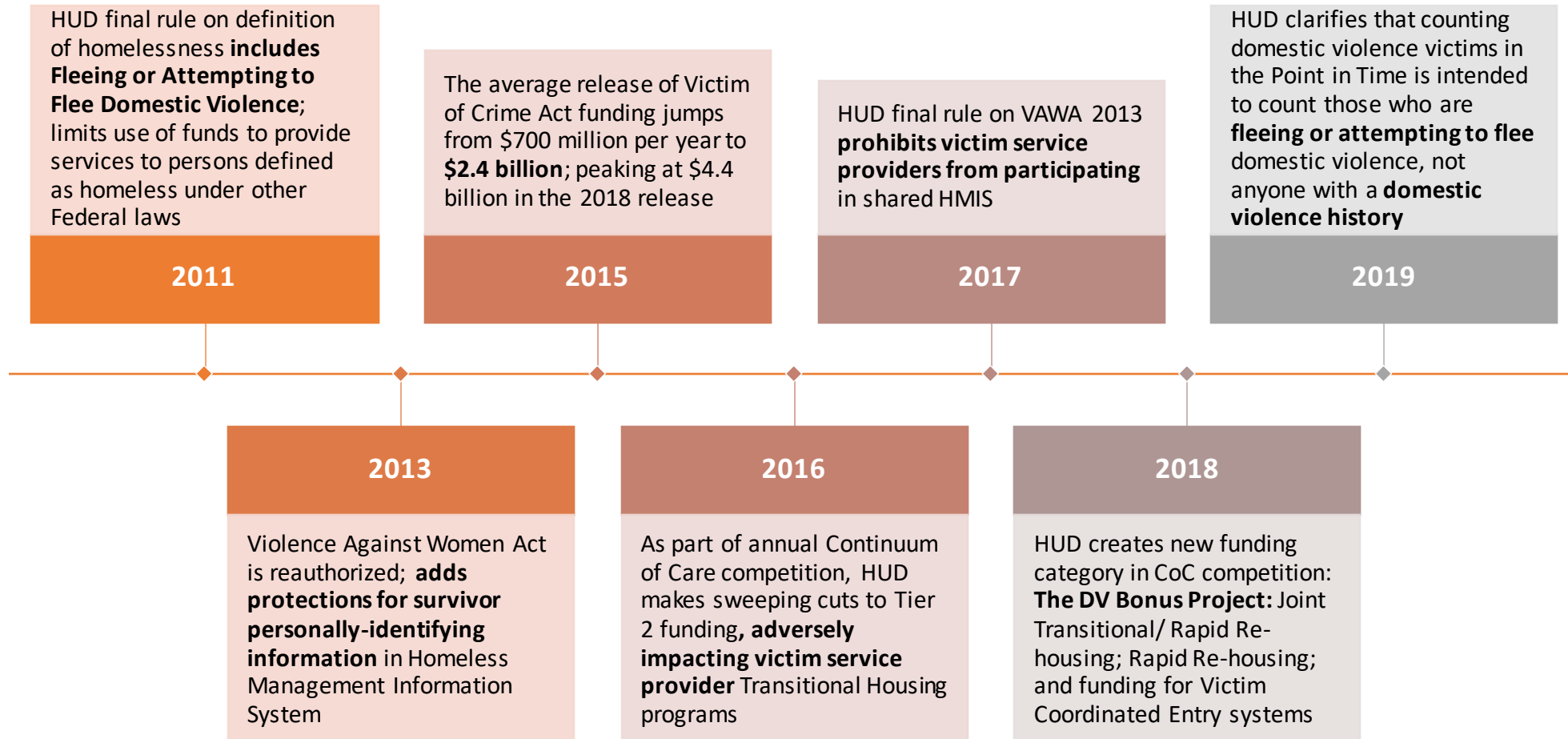
## DV Counts Victims Sheltered

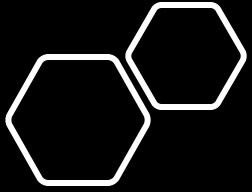


# The Policy Problem

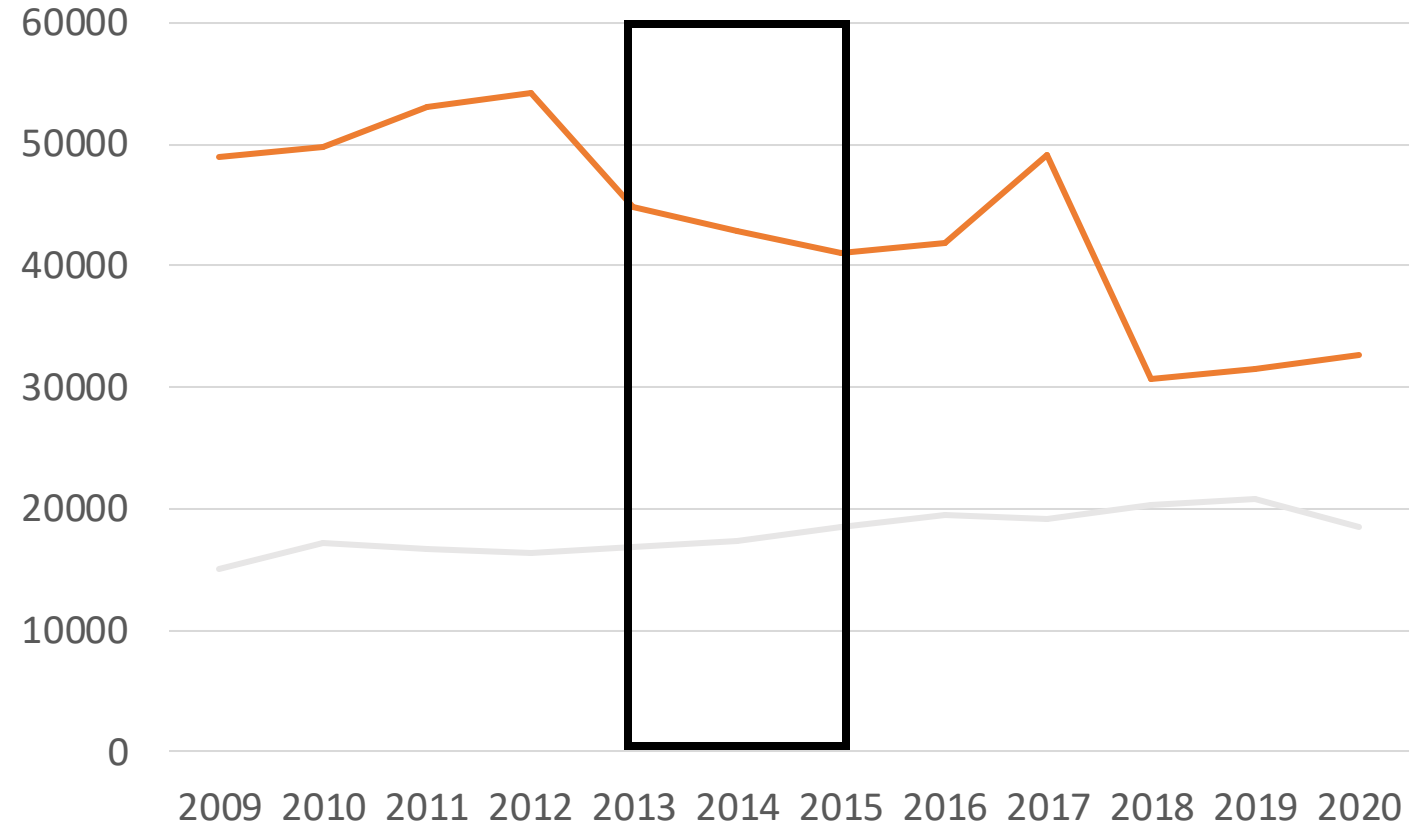
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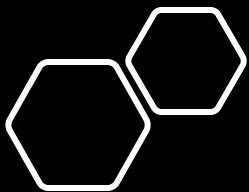
# A Timeline of Relevant Policy: 2010s



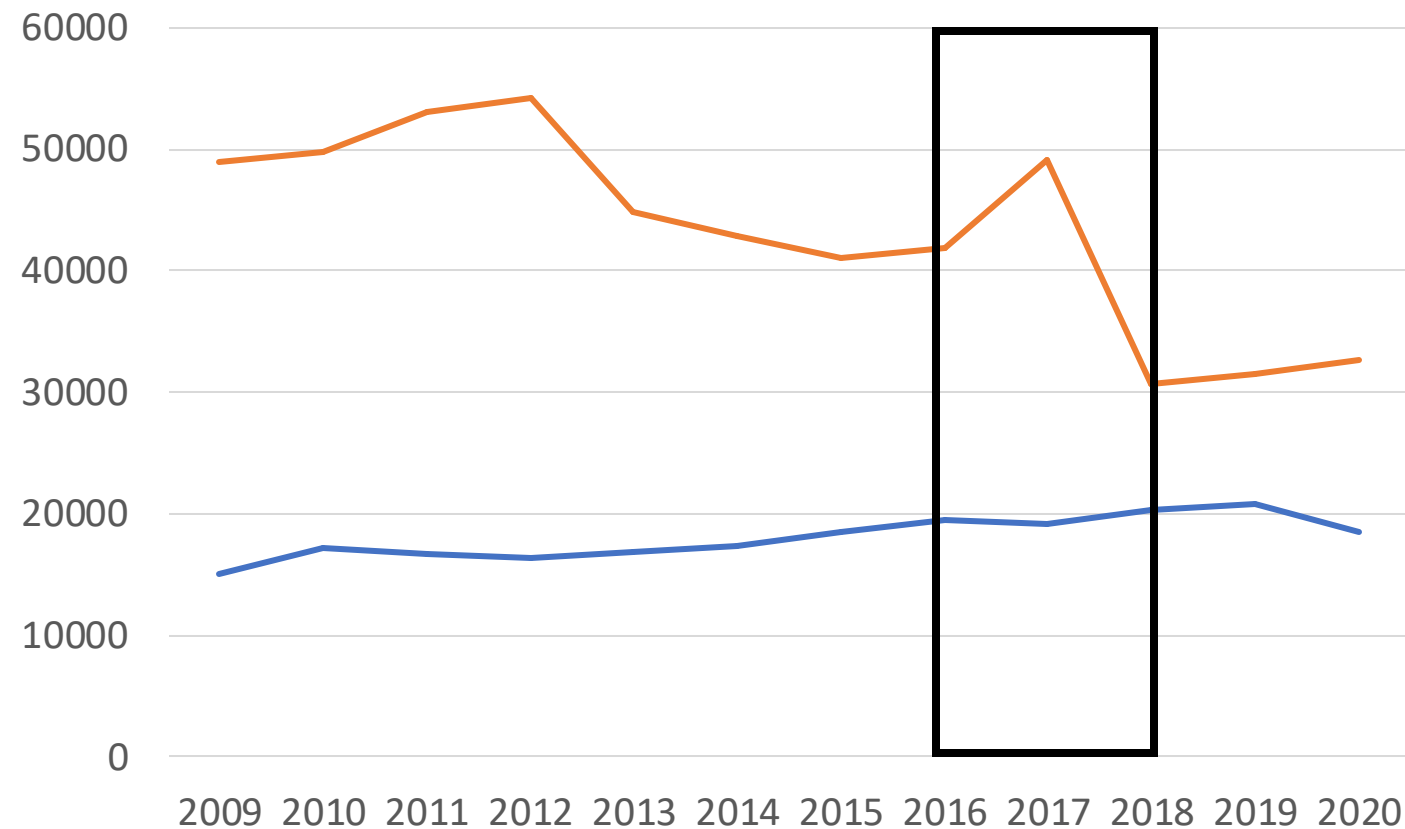


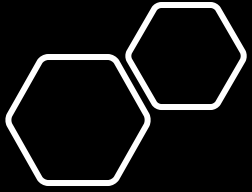
## 2013: VAWA reauthorized



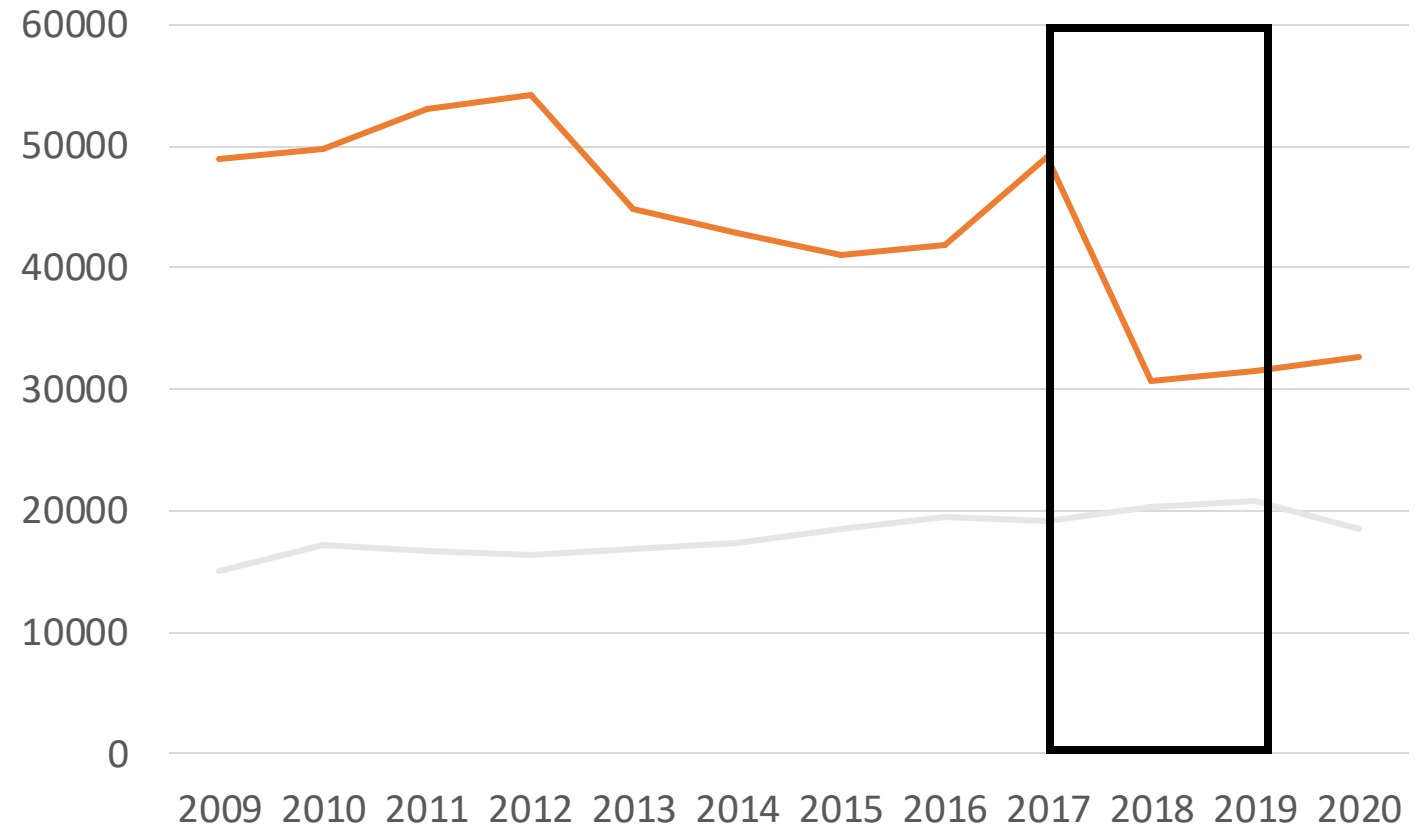


## 2016: HUD cuts Tier Two Funding





## 2017: Final Rule on VAWA Issued





# What Does it Mean to not be Sheltered?

## **HUD: Point In Time Count**

People literally living on the street or in places not meant for human habitation (cars, abandoned buildings, etc.)

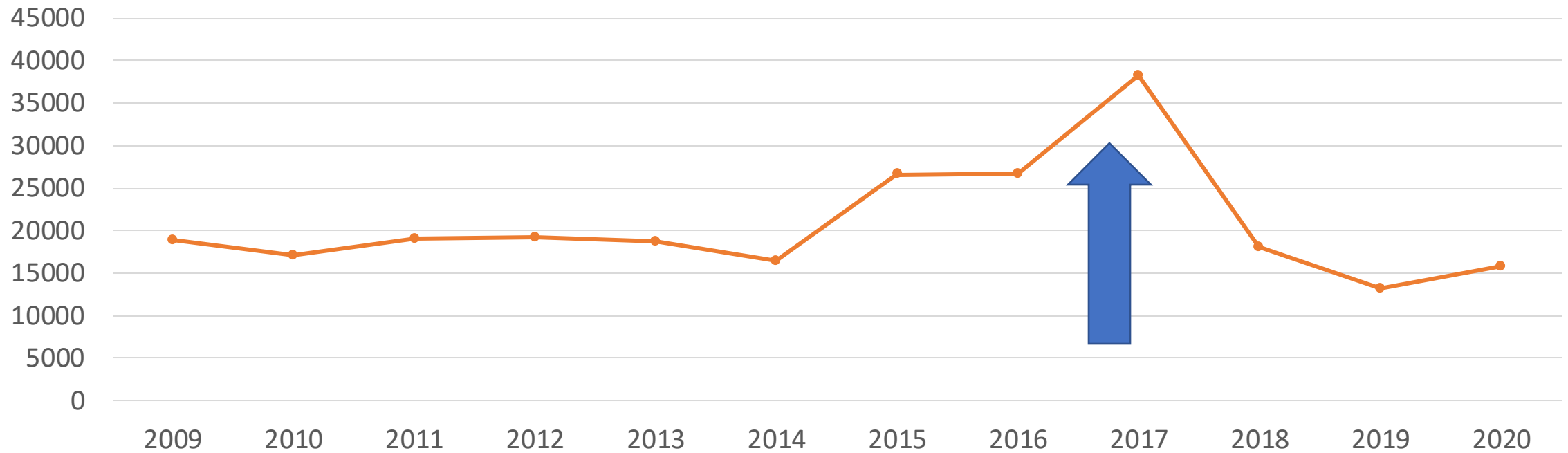
Not doubled up families, couch surfing, or individuals/ families looking to flee their existing home due to IPV

## **NNEDV: DV Counts**

People who requested shelter/ housing services but were unable to receive them that day

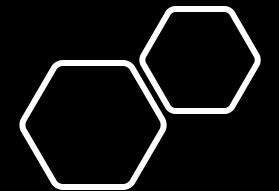
May include literally homeless, but more likely includes doubled up families and/or victims looking to flee their existing home due to IPV

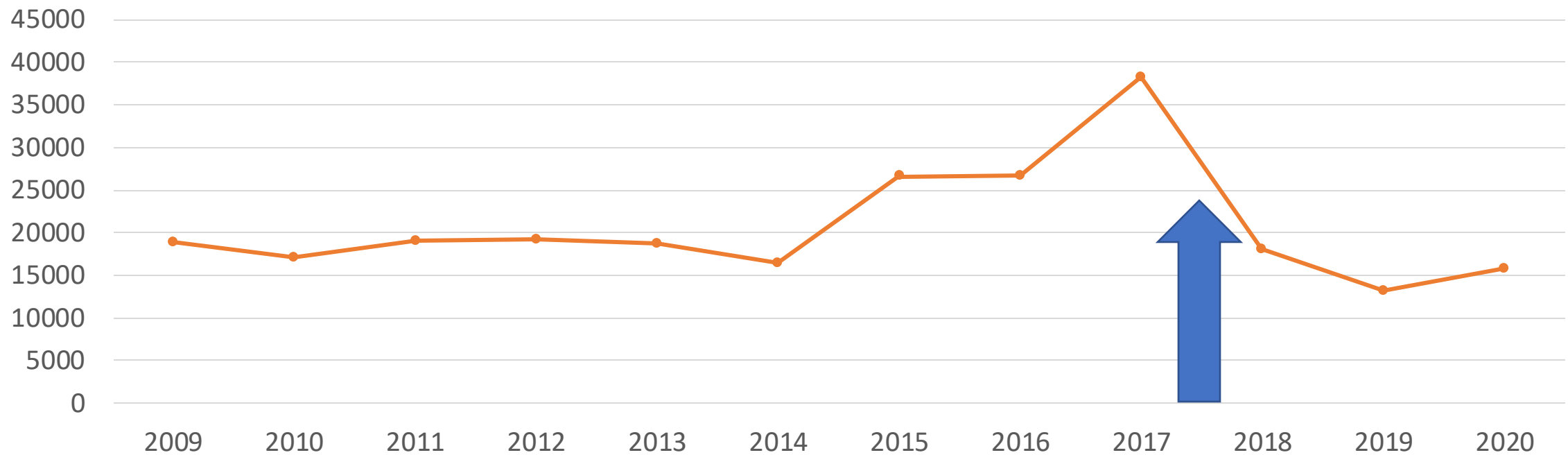




# HUD Unsheltered Count

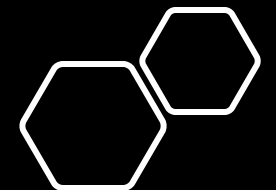
2016: Victim Service Providers lose HUD funding for transitional housing

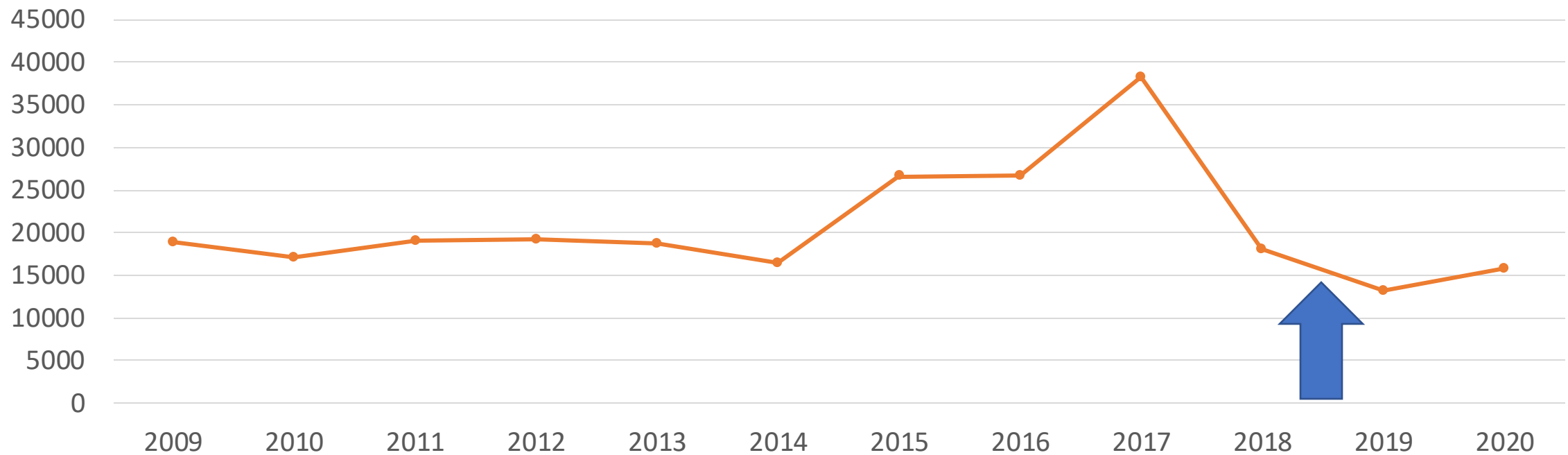




# HUD Unsheltered Count

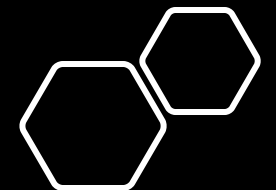
2017: Final rule on VAWA prohibiting participation in HMIS



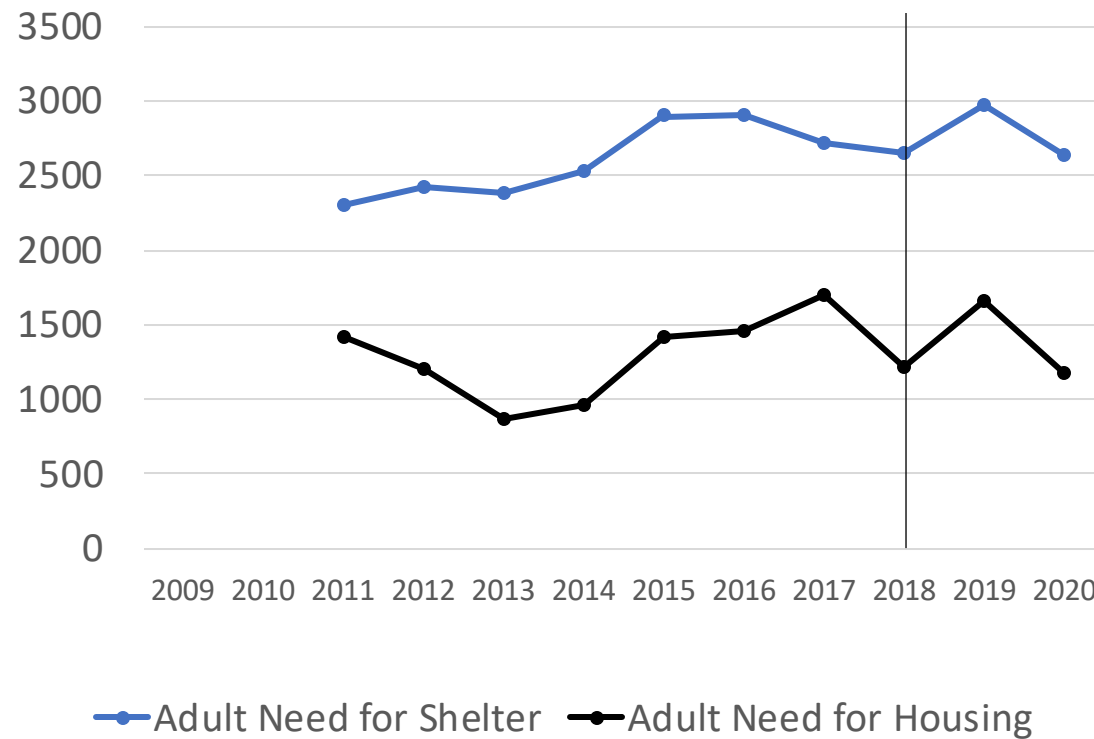


# HUD Unsheltered Count

2018: DV Bonus Competition Awards + peak VOCA funding



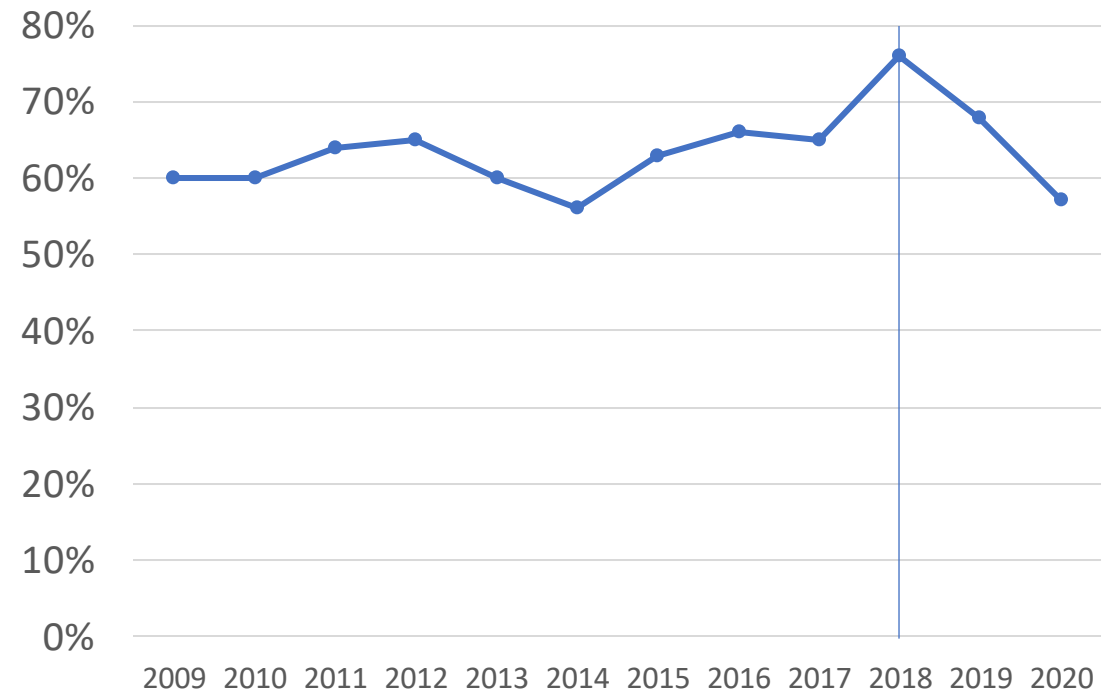
# VOCA and Unmet Need: DV Counts



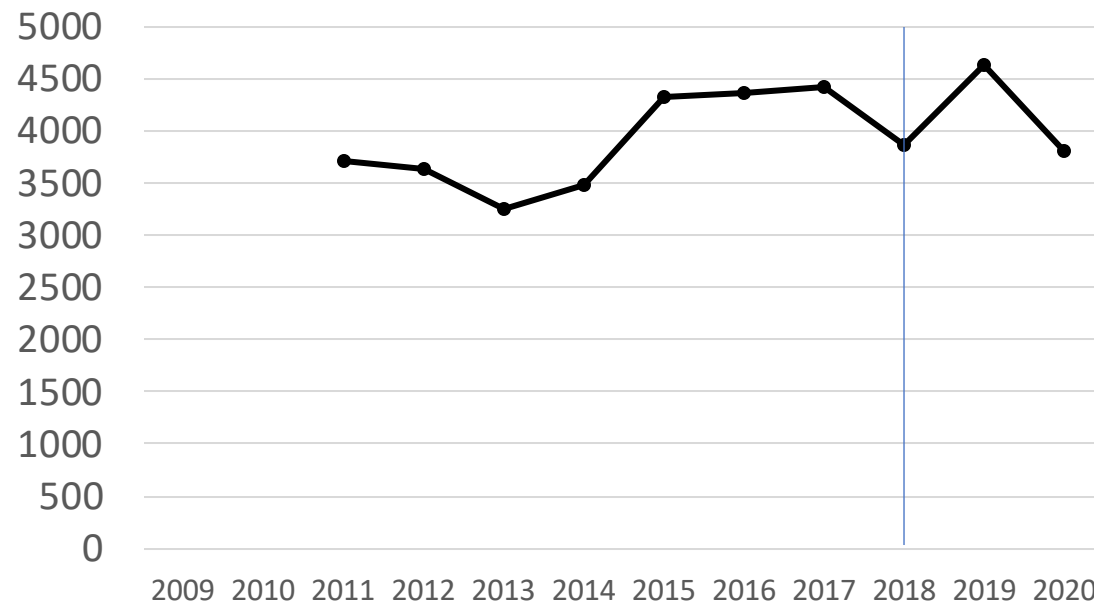
**2018:** reduced unmet need for shelter/ housing  
**2018:** Peak VOCA funding release of \$4.4 Billion

# VOCA and Unmet Need: DV Counts

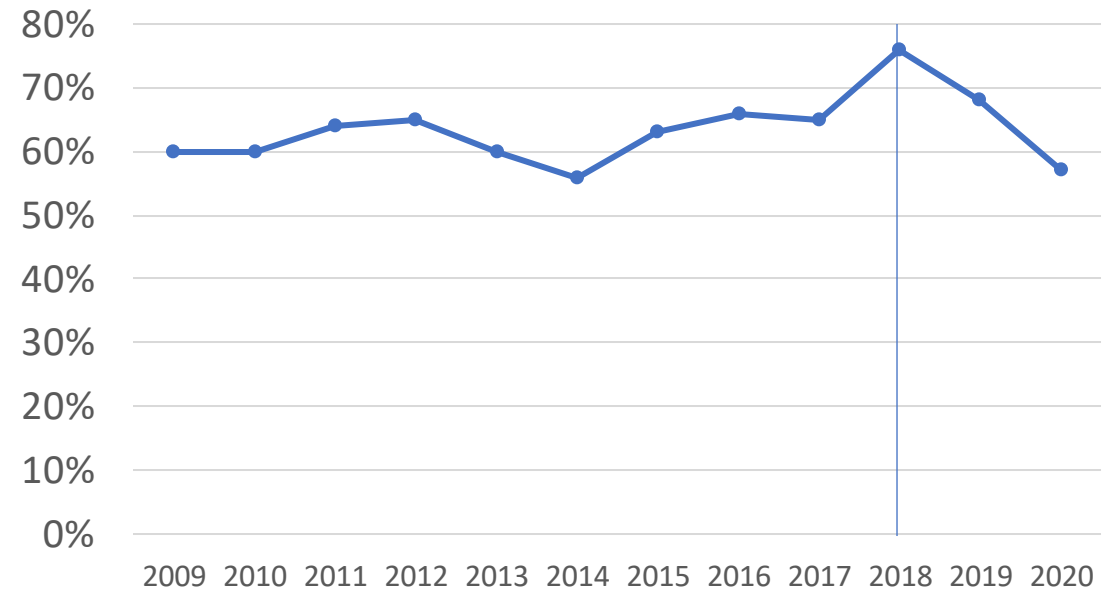
Percentage of total unmet need  
attributable to Shelter or Housing  
Requests



# VOCA: Little impact on unmet need

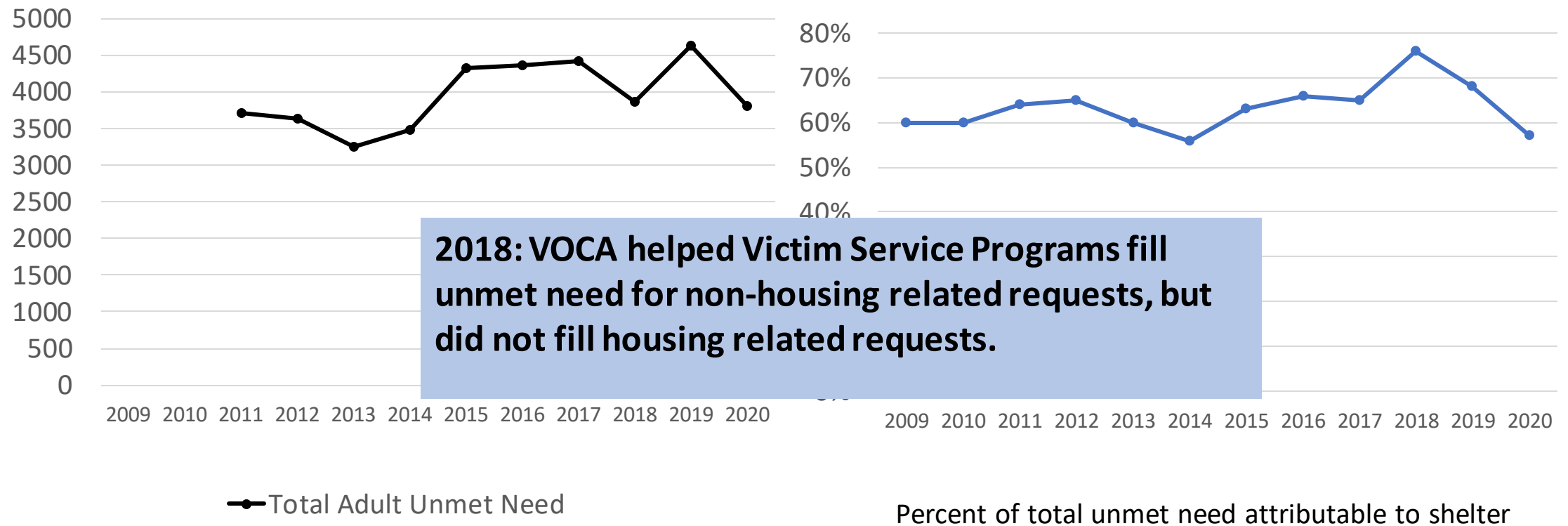


—●— Total Adult Unmet Need



Percent of total unmet need attributable to shelter

# VOCA: Little impact on unmet need



# Solutions

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Build a **theory of change** that recognizes IPSV, homelessness and housing instability are linked



Image source: Janice Miller

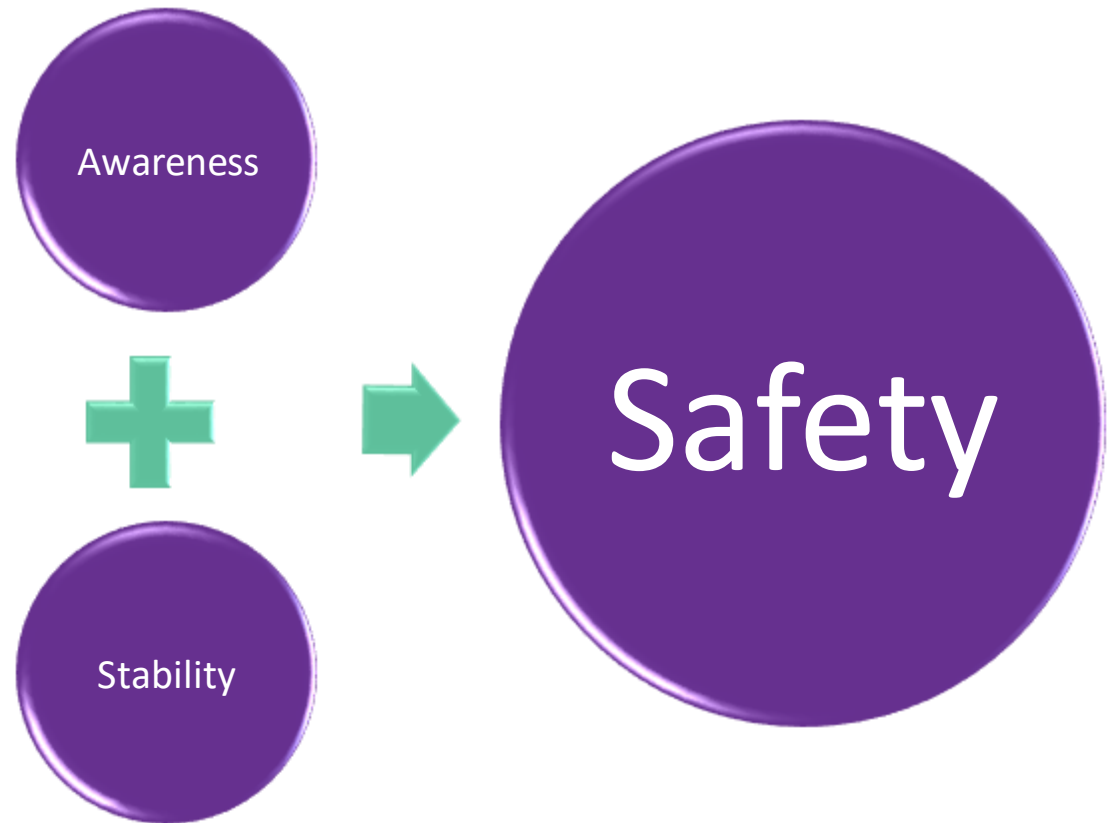


“Women who do not clearly fit into either the battered woman or homeless woman identity have great difficulty locating a program to assist them, or may redefine their experiences in order to correspond more closely to an identity looked for by a shelter.”

- Jean Calterone Williams, 1998

# House of Ruth Maryland Measuring Success Framework

- Safety for intimate partner and sexual violence (IPSV) survivors = Stability + Awareness
- All local communities are impacted by domestic violence (whether they are **aware** or not)
- **Stability** is the recognizable goal set out by HUD and the charge of most Continuums of Care
- A comprehensive Continuum of Care focuses on IPSV and has a strategy to address it (**Safety**)



# The Landscape of allies in partnership





# What does stakeholder building look like?

## **Make the Community Aware of IPSV**

- Presentations
- Forums
- Testimony
- Collaborations/ Committees

## **Resources on Serving Survivors**

- Trauma in shelters
- Statistics
- Referral partners
- Data protections (and solutions)

## **Survivors Drive Needs**

- Elevate survivor voices
- Shared experience stories
- Deepen and grow resources needed  
by survivors

# House of Ruth Maryland: Early Efforts

- Local advocacy group
- Quarterly funder meetings
- Health clinic partnership
- Life Skills volunteers
  - Led to workforce development partners
  - Then workforce development on site



# 1998-2009



- Built a new Shelter with six Extended Stay apartments for transitional housing
- HUD grant: supportive services for our longer-term Shelter stays
- Building the Residential Continuum theory of change
  - Cultivated 1-2 private landlords
  - Partnered with some local emergency shelters
  - Private foundation money for hoteling
  - Presented at 2006 NCADV conference



# Let's Practice!

What are the main  
needs survivors  
have identified?

Who in your  
community can  
meet those  
needs?

Where can those  
community  
members intersect  
with you?

Build  
programs  
with services  
that meet  
the full scope  
of need



Kaur, et. al (2021) found lower organizational readiness among non-IPV providers in ability to provide services to persons experiencing both IPV and homelessness

# The story of House of Ruth Maryland



# 2009-2015

- Office on Violence Against Women Recovery Act grant to provide Transitional Housing 2009-2012
- OVW grant to continue project 2012-2015
- Leveraged experience to also apply and receive Rapid Re-Housing funding through State Emergency Solutions Grant money 2013-present



# Non-funded opportunities

- Local committees/ meetings
- NRCDV Think Tank 2013
- **Wrote partners into grants**
- Executive Director seated on Journey Home Board
- Data: Development of **Measuring Success Framework** 2012
- Unmet need: Bilingual outreach
- World Conference of Women's Shelters

2015-2020

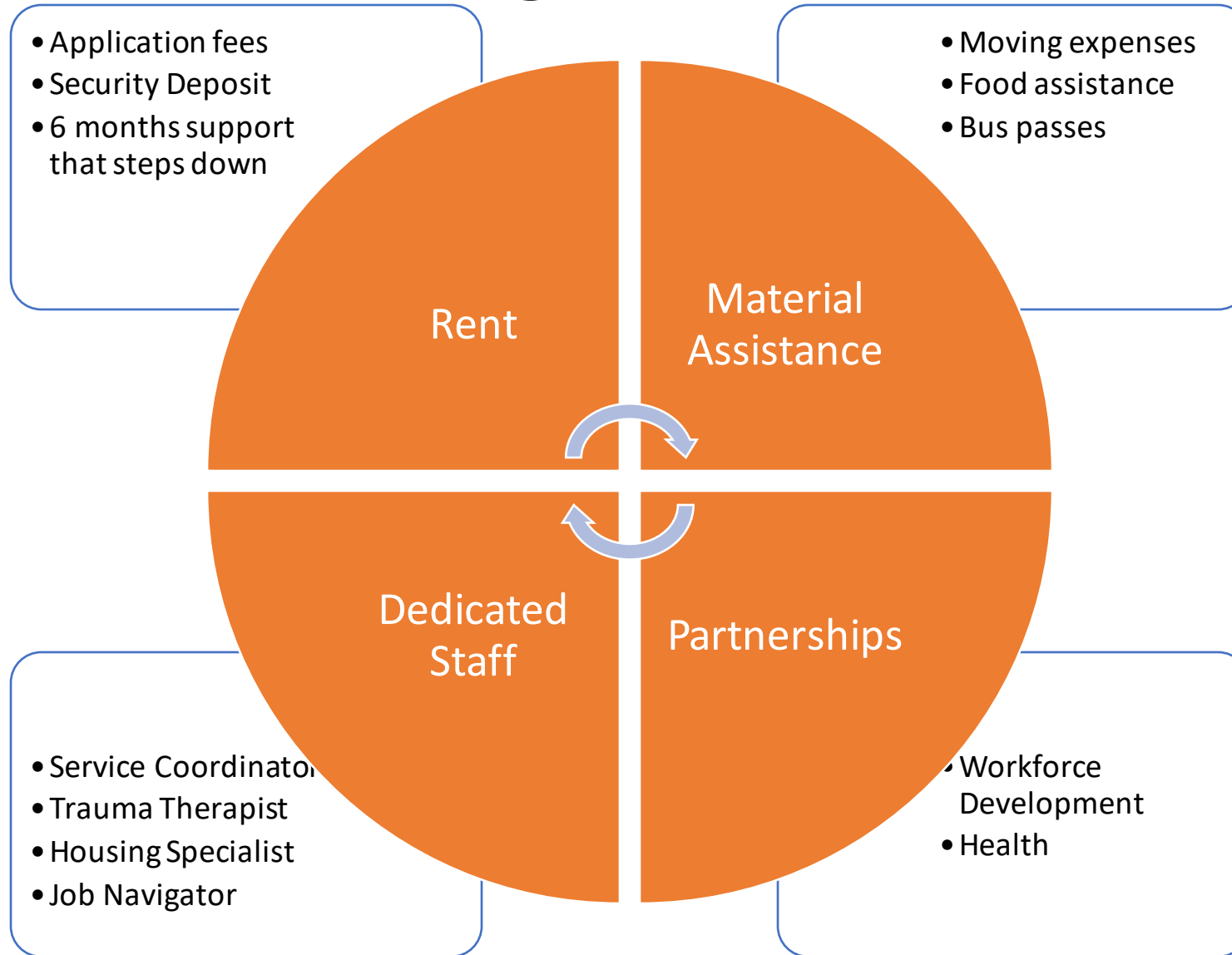
## Replication:

- Private and local funding sources: small projects
- 2015 OVW grant: African Immigrant survivors
- Continuum of Care DV Bonus projects to provide RRH and Victim Coordinated Entry
- 2020 OVW grant: Prince George's and Montgomery Counties

## Promotion:

- NCADV conference 2016, 2019
- Advocated for data protection of survivors locally
- MNADV conference 2020

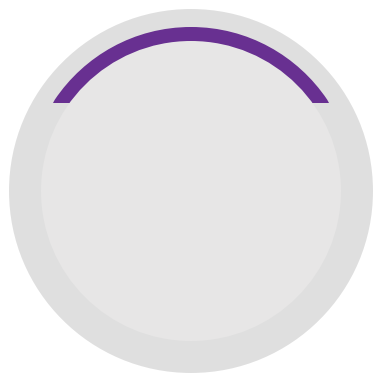
# Safe Homes Strong Communities







# Core Components: People are the Intervention

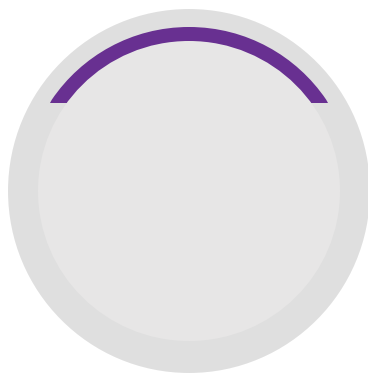


## SERVICE COORDINATORS

Safety planning

Remove barriers to goals

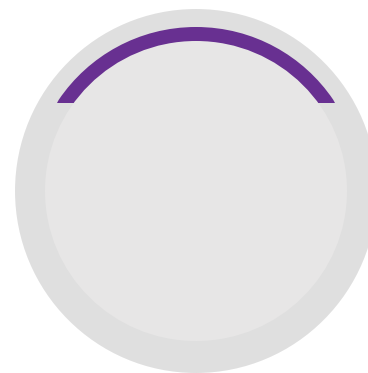
2 sessions per month



## HOUSING SPECIALIST

Facilitate inspection

Identify and cultivate landlords

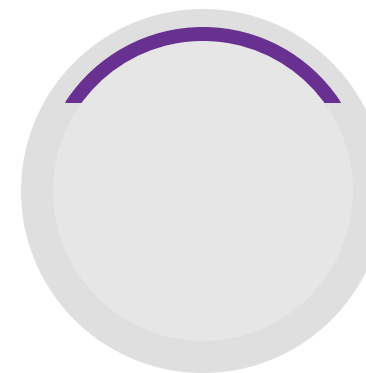


## JOB NAVIGATOR

Assess skills

Support in training and  
employment

Cultivate opportunities



## THERAPISTS/ ATTORNEYS

Evidence based counseling

Access to legal advice,

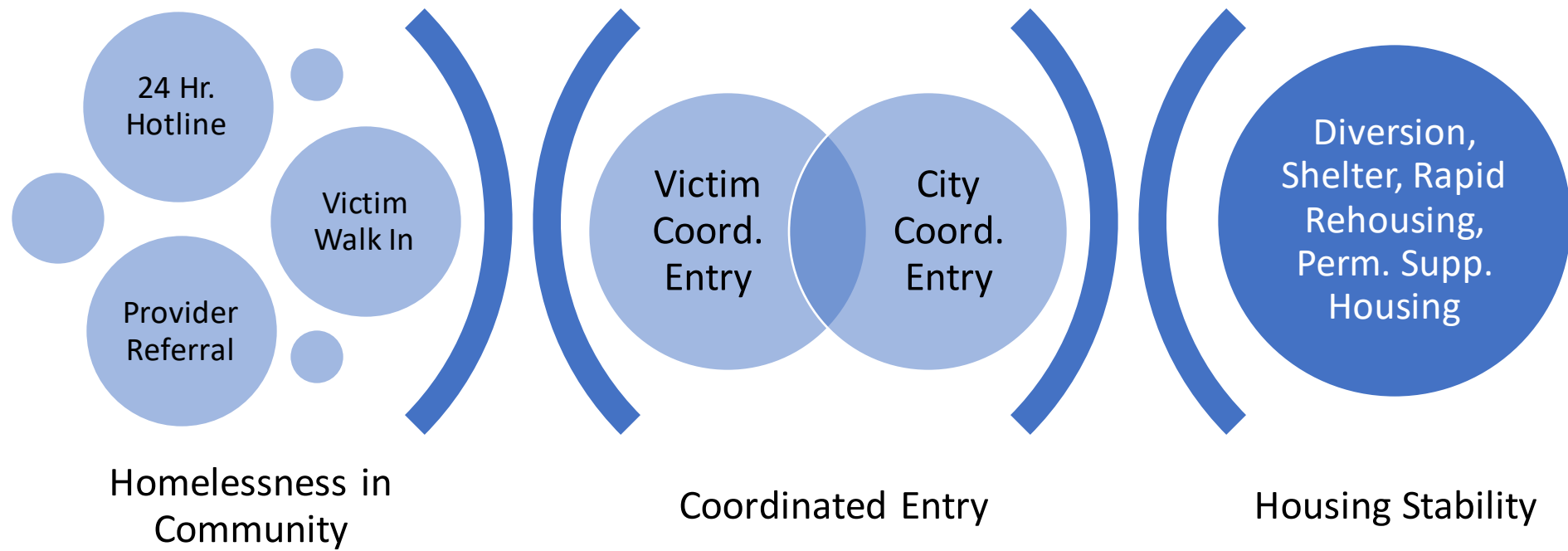
Protection order  
representation





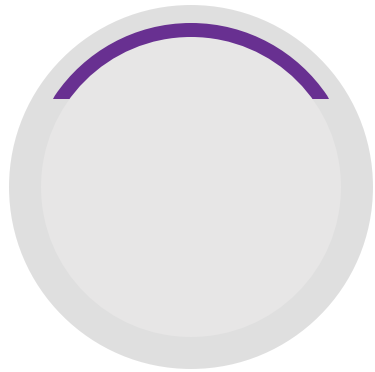
## Core Components: Partnerships

- Johns Hopkins School of Nursing and Bloomberg School of Public Health
- Health Care for the Homeless
- Employ Prince George's
- Maryland New Directions
- St. Ambrose Housing Aid Center
- Private Landlords



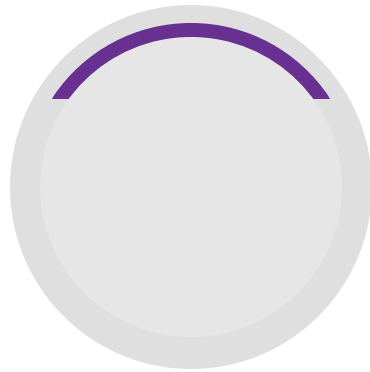


# Services Offered through VCE



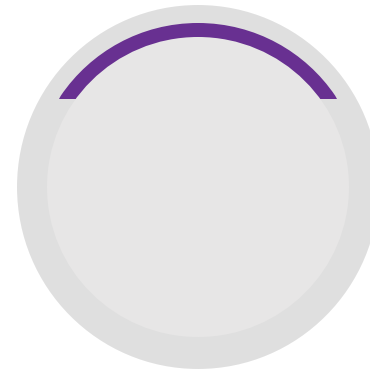
## DIVERSION

Connection with Protective  
Order Assistance  
Support in filing police reports  
Lock Change  
\*Eviction Prevention  
\*Utility Assistance



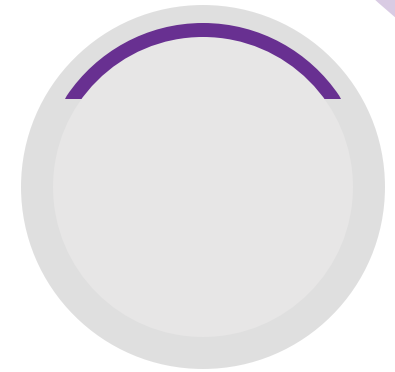
## BASIC NEEDS HELP

Food Pantry  
Transportation (to housing  
related services)  
Emergency Shelter



## HOUSING ASSISTANCE

Vulnerability Assessment  
Screening  
Moving Expenses  
Placement on City CE (for PSH,  
specialized RRH)  
\*EHV Vouchers



## HRM SAFE HOMES

Rapid Rehousing  
Trauma Counseling  
Workforce Development



## NIJ funded study

- Recent IPV reduced significantly
- Housing Instability reduced significantly
- Economic dependence on partner reduced significantly
- **Women's contact with partners remained unchanged** during the study period.

# Measures of Success

Continuous service  
2009 – present: In  
FY21, HRM has 170  
total Safe Homes  
placements available.

284 households served  
through Victim  
Coordinated Entry Oct  
2020-June 2021.

At the end of 6 months of  
assistance, 85% to 91% of  
Safe Homes participants  
assume the rent on their  
housing (varies by grant  
source).

At follow up, an average of  
82% to 88% of survivors  
contacted stated they  
were still stably housed –  
though often not in their  
original housing.

“I feel free ever since I moved into  
my place. [HRM] should always  
have a program like this. “  
-Safe Homes participant

# Influence Policy

“A lot of people are afraid to say  
what they want. That’s why they  
don’t get what they want.”

- Madonna





# Who is making the policies?

- Policy
  - Laws
  - Regulations
- “Little p” policy also means:
  - Charters and by-laws
  - Guiding documents for coalitions
  - Employee handbooks
  - Funder focus areas
  - Training and Technical Assistance
- Research and data driven changes



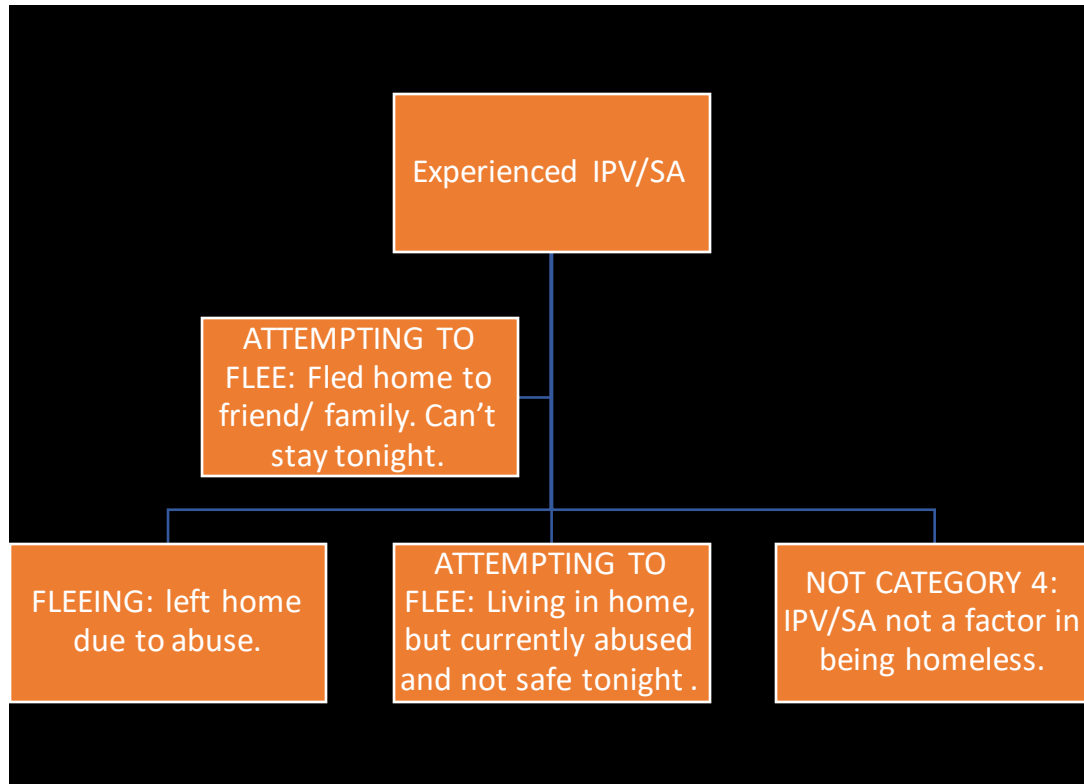
# An example of little “p” influence. . .

House of Ruth Maryland and the Baltimore City  
Continuum of Care

... with big  
impact

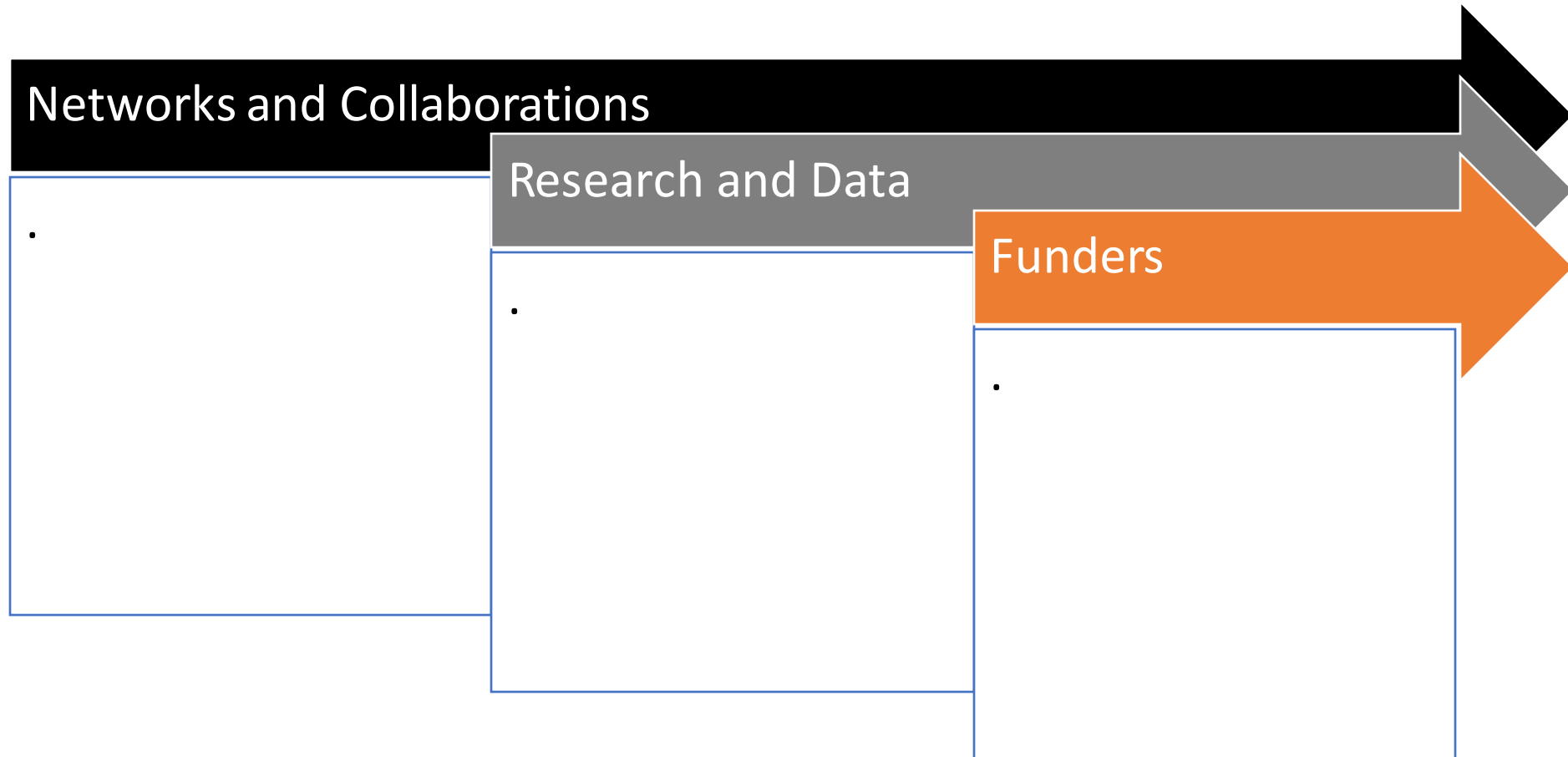
- 2017: Janice Miller elected to Baltimore City CoC Board in 2017
- 2018: HRM competed and received two Domestic Violence Bonus projects totaling \$1.5 million
- 2019: Creation of Action Plan: trauma informed language throughout
- 2020: Lived experience seats expanded to include IPV survivor/ youth
- 2020: Awarded YHDP funding
- 2020: Launch of online Recognize, Respond, Refer training for homeless services providers.
- 2020: Pandemic funding set asides for IPV and Youth projects
- 2021: Janice Miller elected Board Chair

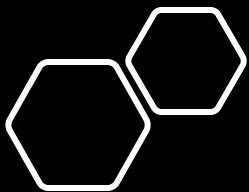
# Making it Universal: Recognize, Respond and Refer



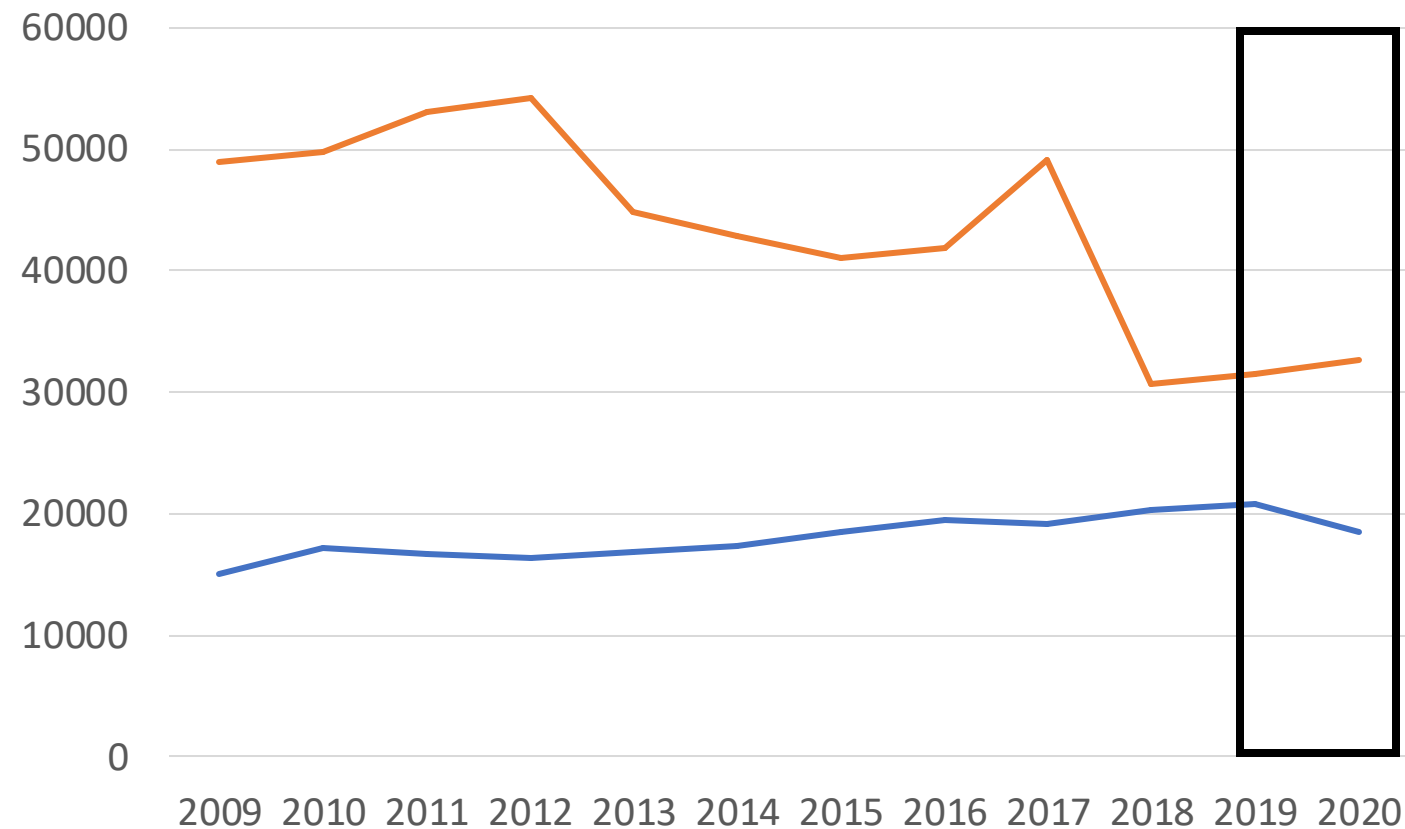
- Providing context and definition to Category 4
- Online and live training built into the DV Bonus grant
- Community of Practice and Resource Library through Salus

# How do you get to the policy table?





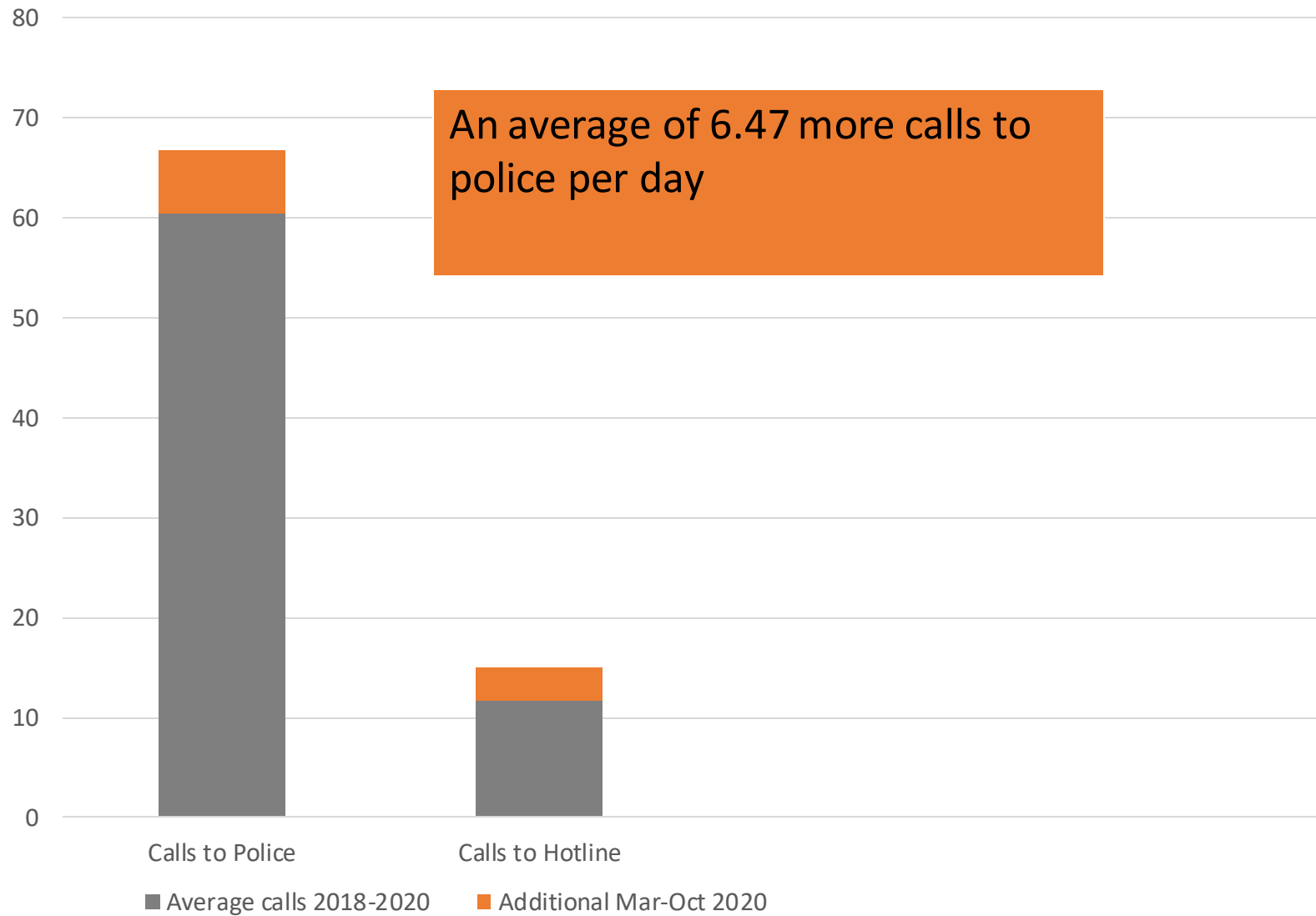
## 2020: When we Count Matters



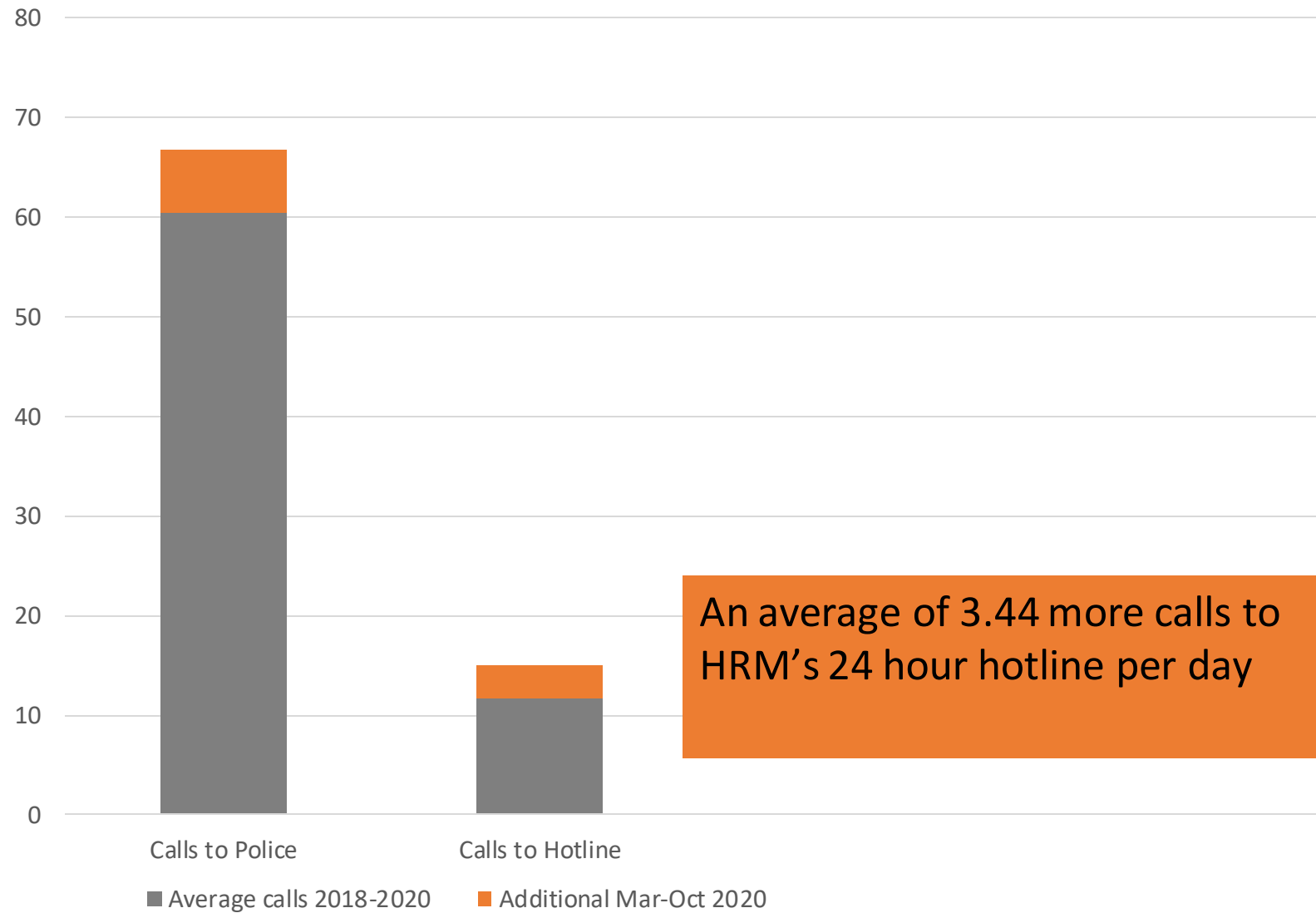
## Some Recommendations

Add a question to the PIT count to indicate how many victim service shelters are in the CoC and how many participated in the count

Add a question to the DV Counts census, asking if the victim service provider also contributes to their CoC's PIT and HIC count







# COVID 19 Relevant Policies

**Coronavirus Aid, Relief, Economic and Security (CARES) Act** releases supplemental funding to shelters, domestic violence programs; stimulus payments; eviction prevention help

2020

2021

**American Rescue Plan** supports counseling, emergency and transitional housing support for victims

# Enhancing services during the pandemic

## Extension of first year CoC funding

- Changed to providing full rent for Safe Homes participants

## Applied for and received Covid emergency funds

- Shelter support and PPE for the agency
- Food assistance
- Utility assistance
- Additional rapid re-housing
- Eviction prevention

## Emergency Housing Vouchers

- Data available demonstrating need for persons experiencing IPSV & homelessness
- 25 vouchers of 278 prioritized to survivors



Make sure Fatima  
is Counted



# Thank you!

Janice Miller, LCSW-C

Director of Stability Services

House of Ruth Maryland

[Janice@hruthmd.org](mailto:Janice@hruthmd.org)



# Resources on Housing and IPV

- House of Ruth Maryland: Janice Miller, LCSW-C [Janice@hruthmd.org](mailto:Janice@hruthmd.org)
- National Alliance to End Homelessness [www.endhomelessness.org](http://www.endhomelessness.org)
- National Network to End Domestic Violence [www.nnedv.org](http://www.nnedv.org)
- Safe Housing Partnerships <https://safehousingpartnerships.org>
- Bybee D, Sullivan C. The Process through Which an Advocacy Intervention resulted in Positive Change for Battered Women over Time. *American Journal of community Psychology*. 200; 30(1): 103-132.
- Holliday CN, Bevilacqua K, Grace KT, Denhard L, Kaur A, Miller J, Decker MR. [Examining the Neighborhood Attributes of Recently Housed Partner Violence Survivors in Rapid Rehousing](#). *Int. J. Environ. Res. Public Health*. 2021; 18(8), 4177; [doi:10.3390/ijerph18084177](https://doi.org/10.3390/ijerph18084177)
- Kaur A, Grace KT, Holliday CN, Miller J, Decker M. Organizational readiness for intimate partner violence response among supportive housing providers: A capacity assessment in Maryland. *J. of Interpersonal Violence*. Published online May 2021. doi:[10.1177/08862605211015223](https://doi.org/10.1177/08862605211015223)
- Mbilinyi L. *The Washington State Domestic Violence Housing First Program Cohort 2 Agencies Final Evaluation Report. September 2011-September 2014*. Seattle, WA: Washington State Coalition Against Domestic Violence; February 2015.
- Miller, J. (2021) Measuring Intimate Partner Violence and Homelessness: An Examination of Housing and Urban Development's Point in Time Count and National Network to End Domestic Violence's DV Counts Census, and the Policy That Influences Them. Available upon request [Janice@hruthmd.org](mailto:Janice@hruthmd.org)
- Sullivan CM & Olsen L. Common ground, complementary approaches: adapting the Housing First model for domestic violence survivors, *Housing and Society*, 2016;43(3): 182-194.doi: 10.1080/08882746.2017.1323305