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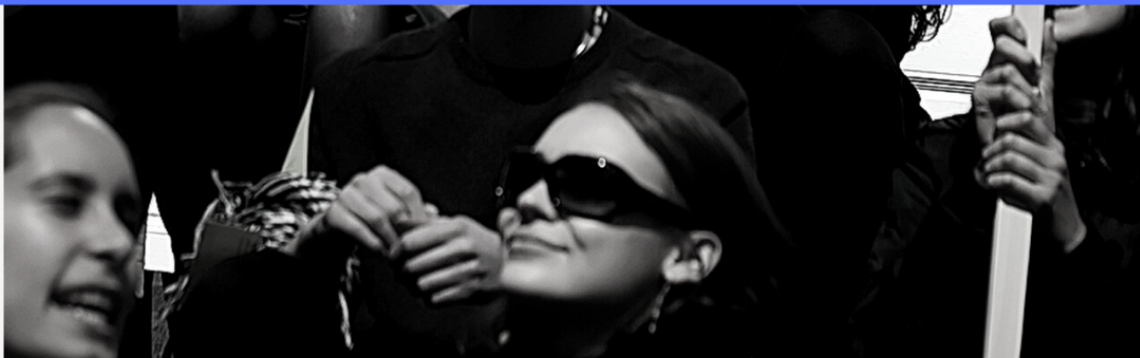
Road to Rehabilitation: Addressing Sexual Assault on Virginia's College Campuses

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PREPARED FOR

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Assembly



Addressing Sexual Assault on Virginia's College Campuses¹

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Prepared for:
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Virginia's 33rd District
Senate of Virginia, Virginia General Assembly
Richmond, Virginia

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May 2022



FRANK BATTEN SCHOOL
of LEADERSHIP *and* PUBLIC POLICY



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Thank you to UVA Survivors for inspiring this work and your commitment to transformative justice.

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Thank you to my friends, who have encouraged me to engage in rest, relaxation, and social time along with work. A special thank you to Kathryn Huber, Mohneet Kaur, Adrees Basharmal, and Nithin Seelan – for your advice, the laughs, simply being a listening ear, and for giving me grace when I didn't offer it to myself. I am so lucky to have you in my life.

And lastly, I would like to thank my family, for without them, I would not be where I am today. To my dad, who taught me the principles of hard work and dedication. To my mom, who extends constant empathy and reminds me of *Chardi Kala*, an important expression used in Sikhism to keep a relentless state of optimism in the face of adversity. And to my sister, thank you for putting up with me and being there for me, always.

ਵਾਹਿਗੁਰੂ ਜੀ ਕਾ ਖਾਲਸਾ ਵਾਹਿਗੁਰੂ ਜੀ ਕੀ ਫਤਹਿ!

DEDICATION

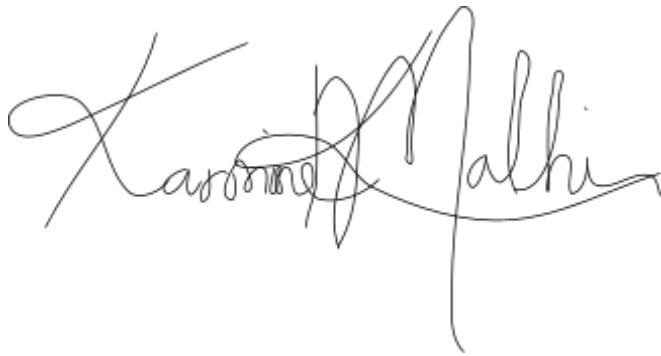
This report is dedicated to all survivors of sexual assault. Your strength is immeasurable. I hope this report can contribute to the incredible organizing survivors are doing toward building campus environments which support survivor-centric approaches to acknowledging your trauma, reflecting on what happened, and healing in community.

DISCLAIMER

The author conducted this study as part of the program of professional education at the Frank Batten School of Leadership and Public Policy, University of Virginia. This paper is submitted in partial fulfillment of the course requirements for the Master of Public Policy degree. The judgments and conclusions are solely those of the author, and are not necessarily endorsed by the Batten School, by the University of Virginia, or by any other agency.

HONOR PLEDGE

On my honor as a University of Virginia student, I have neither given nor received unauthorized aid on this assignment.

A handwritten signature in black ink, reading "Karmin K. Malhi". The signature is fluid and cursive, with the first name "Karmin" and last name "Malhi" clearly legible.

Karmin K. Malhi

HOTLINES

National Lines

National Sexual Assault Telephone Hotline

1-800-656-4673 (HOPE)

<https://www.rainn.org/>

National Teen Dating Abuse Helpline

1-866-331-9474

1-866-331-8453 (TTY)

www.loveisrespect.org

National Suicide Prevention Lifeline

1-800-273-8255 (TALK)

<https://suicidepreventionlifeline.org/>

Virginia State Lines

Sexual Assault Resource Agency (SARA)

24-Hour Hotline

434-977-7273

saracville.org

Virginia Family Violence & Sexual Assault

Hotline: 1-800-838-8238

Text: 804-793-9999

National Suicide Prevention Lifeline

1-800-273-8255 (TALK)

<https://suicidepreventionlifeline.org/>

Loudoun Abused Women's Shelter (LAWS)

24-Hour Crisis Hotline

703-777-6552

Virginia Department of Criminal Justice Services

Infoline: 1-888-887-3418

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EXECUTIVE SUMMARY

The following memo will seek to address the problem that Virginia's public universities fail its survivors of sexual assault because the reporting and trial process results in considerable trauma that goes unresolved. It will provide background and a review of relevant literature to support three policy options to improve to sexual assault rehabilitation on Virginia (VA) college campuses:

Option 1: Mandate Trauma-Informed Counselors/Staff at VA College Campuses

Option 2: Implement an Anonymous Sexual Assault Reporting System on VA College Campuses

Option 3: Divest from Police Presence on VA College Campuses

These options were evaluated on the following criteria: political feasibility, (projected) cost, and equity. Political feasibility is important because sex is taboo and sexual assault legislation or reform may not be supported by conservatives. Equity remains the main concern of my APP as gender and racial minorities face disproportionate amounts of trauma due to their identities. Cost is important for campus-related solutions because the Virginia government needs to know how to adjust funding. The most preferable alternative will be recommended based on the constructed outcomes matrix. Upon completion of evaluation, Option 1: 'Mandate Trauma-Informed Counselors/Staff at VA College Campuses' is recommended. Although it poses high costs to the VA state government, it rates highly in political feasibility and equity relative to the other alternatives.

All the alternatives would be a positive step toward improving the experiences of survivors of sexual assault at Virginia college campuses. Senator Boysko supporting legislation to hire more trauma-informed counselors would be a first step in achieving this goal. The proposed alternative of mandating trauma-informed counselors addresses the original failure that the reporting and trial process results in considerable unresolved trauma for survivors by providing them access to mental health services. Unprocessed trauma can be emotionally debilitating, but trauma-informed therapy is shown to help people overcome the effects of traumatic events.²

INTRODUCTION

In April of 2020, a Twitter Account, @ExposedUVA, began tweeting about sexual assault allegations that occurred at the University of Virginia (UVA). The anonymous account user offered a private space

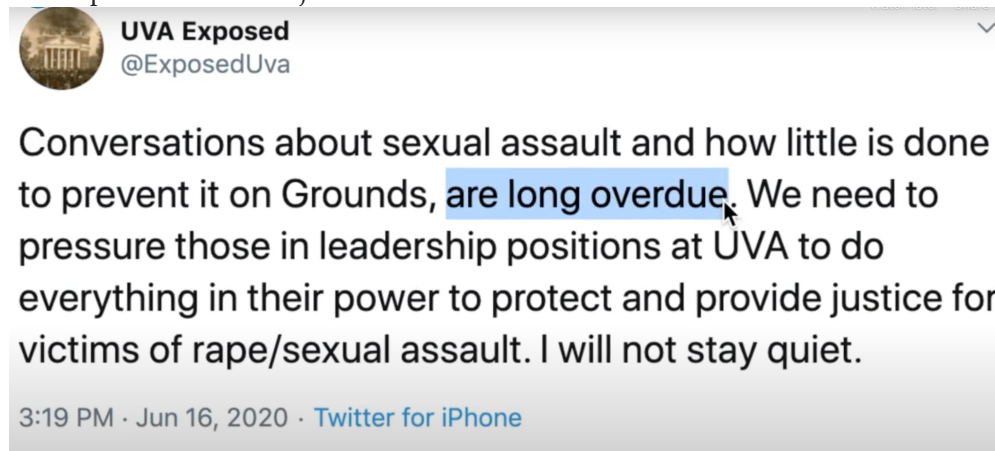
² Brooten-Brooks, Michelle C. (2022, February 1). Trauma Therapy: How It Works and What to Expect. Verywell Health. Retrieved from <https://www.verywellhealth.com/trauma-therapy-5212434#:~:text=Trauma%2Dinformed%20therapy%20helps%20people,a%20person's%20quality%20of%20life>

for survivors to directly message them their stories about alleged abusers. The account encouraged survivors to come forward as their stories were being posted including the names of the alleged abusers.³

Although the account has since been deleted, it has brought attention to the deep-rooted sexual assault epidemic at UVA and college campuses in general. Figure 1 showcases the anonymous user's motivations for creating the account. The account highlighted the fact that survivors do not have a safe space to resolve their trauma, commiserate about their experiences, and attain justice against their perpetrators– so much so that they must turn to unregulated social media accounts. It has also inspired a culture of vigilante justice where perpetrators' full names were being exposed and they were being unfollowed by the masses.

The causes of assault and corresponding trauma are complicated and may include patriarchy, social stigma, and uncomprehensive sexual education. This problem is especially salient for gender and sexual minorities, including women and queer people, who are most affected by sexual violence. The purpose of this Applied Policy Project (APP) is to address the problem of sexual violence in Virginia college campuses– with particular attention to harm reduction for survivors and rehabilitation from trauma.

Figure 1: The Impetus for this Project



Source: *The Cavalier Daily*

Before diving into this issue, it is important to define major terms. According to Title IX, a federal law which addresses sex-based discrimination and combats campus violence, sexual misconduct is an “umbrella term for offenses that are sexual or gender-based, which include, but are not limited” to

³ Gallagher, Emma. U.Va. (2021, April 22). Survivors call on the University to meet unmet demands one year later. Retrieved from <https://www.cavalierdaily.com/article/2021/04/u-va-survivors-call-on-the-university-to-meet-unmet-demands-one-year-later>

sexual harassment, non-consensual sexual contact/intercourse, and sexual exploitation.⁴ Sexual Harassment is “unwelcome, gender-based verbal or physical conduct that is, sufficiently severe, persistent or pervasive that it, unreasonably interferes with, denies or limits someone’s ability to participate in or benefit from the college’s educational program and/or activities, and is based on power differentials (quid pro quo), the creation of a hostile environment, or retaliation.”⁵

According to the Rape, Abuse & Incest National Network, (RAINN), an American is sexually assaulted every 68 seconds.⁶ However, 54% of sexual assault cases occur among adults aged 18-34 years old, putting this young adult age group at the highest risk.⁷ Much of this age demographic attends college. This issue affects the sexes differently; among undergraduate students in U.S. colleges, 26.4% of females and 6.8% of males experience sexual assault or rape through physical force, violence, or incapacitation.⁸ This demonstrates that the issue disproportionately affects women. Sexual violence also occurs more at college compared to other crimes such as robbery.

Additionally, 89% of 11,000 colleges in a study by the American Association of Women in 2016 were found to not disclose rape statistics.⁹ The lack of data on how many assaults are actually occurring on campuses feeds into the problem of stigma and lack of support for survivors of sexual violence as it is impossible to use reliable data to inform rehabilitation-based interventions. This fact is important to keep in mind in crafting interventions to address survivor’s trauma for sexual assault – many problems pertaining to sexual assault may be invisible which necessitates policymakers to be proactive. This stigma and underreporting also demonstrates why further research into this problem is needed.

PROBLEM STATEMENT

In Virginia, over 1 in 4 women are victims of sexual assault in their lifetime.¹⁰ College-aged women are particularly at risk, experiencing a 3-4 times greater likelihood of assault.¹¹ Yet, the American Civil Liberties Union (ACLU) estimates that 95% of rapes on U.S. campuses go unreported, highlighting

⁴ Rio Hondo College. (n.d.). Title IX -- Sexual Harassment and Definitions. Retrieved from <https://www.riohondo.edu/hr/title-ix-sexual-harassment-and-definitions/>

⁵ Ibid.

⁶ Carlton, Genevieve, Ph.D. (2021, September 10). *Understanding Sexual Assault on Campus*. Best Colleges. Retrieved from <https://www.bestcolleges.com/resources/sexual-assault-on-campus/>

⁷ Ibid.

⁸ RAINN. (n.d.). *Campus Sexual Violence: Statistics*. Retrieved from <https://www.rainn.org/statistics/campus-sexual-violence>

⁹ Carlton, Genevieve, Ph.D. (2021, September 10). *Understanding Sexual Assault on Campus*. Best Colleges. Retrieved from <https://www.bestcolleges.com/resources/sexual-assault-on-campus/>

¹⁰ Virginia Department of Criminal Justice Services. (2019). *April is National Sexual Assault Awareness Month*. Retrieved from https://www.dcjs.virginia.gov/sites/dcjs.virginia.gov/files/21_saa_infosheet.pdf

¹¹ RAINN. (n.d.). *Campus Sexual Violence: Statistics*. Retrieved from <https://www.rainn.org/statistics/campus-sexual-violence>

social stigma against assaults and a lack of institutional support for survivors.¹² One of the most challenging consequences is that sexual assault in college also contributes to mental illness. In fact, more than 25% of American women who experience sexual assault in their first semester of college report clinically significant levels of depression and anxiety by the end of the semester.¹³ Thus, ***survivors of sexual assault on Virginia college campuses face considerable trauma in reporting and trial, highlighting a lack of proper rehabilitation.***

CLIENT OVERVIEW

My client is Virginia State Senator Jennifer Boysko, who serves the 33rd district of the Commonwealth. She is a Democrat who serves on a number of committees, including: “Judiciary Committee, Transportation Committee, General Laws and Technology Committee, Privileges and Elections Committee, and the Rehabilitation and Social Services Committee.”¹⁴ Her general philosophy is progressive, which explains her interest in issues surrounding women’s rights. In particular, she has supported legislation regarding menstrual freedom and menstrual equity in the past.¹⁵ Her office has also worked on advocating for paid family and medical leave. Currently, her office is working on hazing legislation, which is also an issue that affects college-aged students. Due to her personal stake in issues affecting women and college students, addressing campus sexual assault in Virginia is a salient issue to Senator Boysko. The findings from this APP may influence the 2023 Virginia legislative session that is expected to convene in January 2023.

BACKGROUND

Scope and Causes of Sexual Assault Trauma

Preventing sexual assault involves tackling complicated causes and challenges such as patriarchy, social stigma, parenting, and education reform. Further research in this APP will not focus on preventing the sexual assault event from happening, but it will focus on how to manage the survivor’s experiences after the fact.

Options for a Survivor of Sexual Assault

¹² *6 Reasons Why Students Don’t Report Sexual Assault*. (n.d.). Vector Solutions. Retrieved April 8, 2022, from <https://www.vectorsolutions.com/resources/blogs/students-dont-report-sexual-assault/>

¹³ Carey, K. B., Norris, A. L., Durney, S. E., Shepardson, R. L., & Carey, M. P. (2018). Mental Health Consequences of Sexual Assault among First-Year College Women. *Journal of American College Health: J of ACH*, 66(6), 480–486. <https://doi.org/10.1080/07448481.2018.1431915>

¹⁴ *About*. (2021, September 10). Boysko for State Senate. <https://www.jenniferboysko.com/about>

¹⁵ *Women’s Rights*. (2020, January 12). Boysko for State Senate. <https://www.jenniferboysko.com/womens-rights>

After experiencing sexual assault, a survivor is generally recommended by Virginia's public universities to seek help and contact a confidant such as a family member, friend, or a safe space at the university such as a Women's Center. If they need medical attention, they are also recommended not to shower, change clothes, or brush their teeth, and if they do, to put their clothes in a bag to bring to the health facility of their choosing.¹⁶

There is currently no statute of limitations for the crime of sexual assault, so a survivor in Virginia may report at any time.¹⁷ Survivors may report to either their University or to local law enforcement. For example, at the University of Virginia, members of the university may use an online reporting tool called "Just Report It" or report directly to UVA's Title IX Office by email or phone. They may also report to a "Responsible Employee" who is required to disclose instances of sexual assault or gender-based harassment they become aware of.¹⁸ Examples of Responsible Employees are Deans, Resident Advisors, or faculty members. The following sections will discuss potential issues with these options.

Controversial Legislation around Sexual Assault in Virginia contributes to Trauma

Survivors' experiences after sexual assault is a result of legislation which dictates the options for the victim. In 2015, a "mandatory reporting" law got passed in the Virginia legislature in order to address this issue on college campuses. This law meant that universities may now require professors and staff members to unilaterally turn over instances of sexual assault and rape that they hear about to the police.¹⁹ This is a double-edged sword because it may discourage survivors from confiding in their professors because they are not ready to go to law enforcement. On the other hand, this may give students a push to enable law enforcement to collect key evidence that may make or break their case. Such evidence may disappear by the time a survivor decides to report on their own. For example, security camera footage of an apartment parking lot or restaurant may be kept for only a week or so before it is thrown out. The Virginia Commonwealth University (VCU) recently conducted a study on the topic of "mandatory reporting" regarding sexual assault where they found that over two-thirds of students "strongly support such efforts to address sexual victimization."²⁰

¹⁶ *Support for Survivors of Sexual Assault*. (n.d.). Retrieved April 29, 2022, from https://ucc.vt.edu/content/ucc_vt_edu/en/self_help_support_strategies/support_survivors_sexual_assault.html

¹⁷ *RAINN | Rape, Abuse and Incest National Network*. (n.d.). Retrieved April 29, 2022, from https://apps.rainn.org/policy/policy-crime-definitions.cfm?state=Virginia&group=7&_ga=2.17321849.1305304983.1651267458-1541297402.1651267458

¹⁸ *Title IX and Sexual Misconduct*. (2016, March 24). Office For Equal Opportunity and Civil Rights. <https://eocr.virginia.edu/title-ix>

¹⁹ *Reporting Options | SAPR*. (n.d.). Retrieved December 1, 2021, from <https://www.sapr.mil/reporting-options>

²⁰ McNeill, B. (n.d.). *College students overwhelmingly support mandatory reporting policies for campus sexual assault, VCU professor finds*. VCU News. Retrieved April 8, 2022, from https://news.vcu.edu/article/college_students_overwhelmingly_support_mandatory_reporting_policies

However, there are criticisms that the law is paternalistic; also, mandatory reporting on campus may strip away a level of comfort for students by requiring confidants at the University to report sexual assaults to law enforcement right away, when some students might not be comfortable going to police. This may in turn deter reporting from students if they are aware that faculty are required to report their sexual assault.²¹

Federal Laws and Institutional Supports: Title IX

Many existing policies and practices around how sexual assault is handled engender trauma for survivors. Appendix II details background legislation around the issue of sexual assault. Perhaps the most notable of these federal policies, however, is Title IX. According to the U.S. Department of Education, Title IX is part of the “Education Amendments of 1972” which “protects people from discrimination based on sex in education programs or activities that receive federal financial assistance.”²² It applies to all institutions which receive federal financial assistance from the Department of Education (DOE), including over 5,000 postsecondary institutions. Title IX is enforced by the DOE’s Office for Civil Rights (OCR). The Title IX process can be very trauma-inducing, which has compelled the UVA Survivors organization on Grounds to publish procedural demands to University Administration for modifying its policy.²³ For example, the group has negative experiences with communication, demanding that Title IX coordinators respond to emails within 24 hours. They have also had negative experiences with how evidence is handled; for example, Title IX lawyers have included past sexual history in investigations before, even when they are not imperative to the case.²⁴ This can be traumatic to survivors and perpetuate further stigma as it can perpetuate rape myths such as victim-blaming. The complicated nature of Title IX procedures highlights the need for rehabilitation for survivors in the form of restorative justice therapy.

Consequences

The following section outlines four major consequences of sexual violence on college campuses – all of which relate to the trauma survivors may experience around sexual assault. First, the sexual assault reporting process can be traumatic which contributes to the consequence of underreporting. Next, survivors experience mental and physical traumas following sexual assault, exhibiting the harms of this issue. Lastly, economic effects are a major consequence of sexual assault as assault materially harms victims from the exorbitant medical costs, criminal justice costs, and overall costs toward mitigating or healing from trauma. These consequences are significant as they can be communicated to policymakers

²¹ Ibid.

²² *Title IX and Sex Discrimination*. (2021, August 20). [Policy Guidance]. US Department of Education (ED). https://www2.ed.gov/about/offices/list/ocr/docs/tix_dis.html

²³ *Title IX and Sexual Violence in Schools*. (n.d.). American Civil Liberties Union. Retrieved October 29, 2021, from <https://www.aclu.org/title-ix-and-sexual-violence-schools>

²⁴ Ibid.

in order to incentivize legislative action to enforce more effective rehabilitation strategies across college campuses.

Lack of Reporting

Lack of reporting has many potential consequences. Survivors of sexual violence often face a dilemma on whether to report. On one hand, if they do not report, their assaulters will roam free on the campus without any charges which potentially endangers other students who will come into contact with that person in the future. In fact, one study found that approximately 46% of sexual assault incidents were committed by students who admitted to raping more than 10 times.²⁵ This staggering statistic illuminates the issue of repeat offenders and how lack of reporting is perpetuating patterned behavior of assaulters.

However, if survivors do report their assault, they must go through a formal process with the school and law enforcement which involves recounting their experience to strangers such as counselors, police officers, or even a jury. They may have to expose themselves in a way where they feel social stigma or like they are being judged. On top of this, the majority of people who come forward and report their sexual assault do not achieve justice for what was done to them; for “every 100 rapes committed, approximately two rapists will ever serve a day in prison.”²⁶ Many law enforcement personnel perpetuate social stigma by claiming that women were “asking for it,” perpetuating common rape myths and stereotypes which are harmful.²⁷

Mental Health Effects

Mental health effects of sexual assault on campus is substantial. According to the National Institutes of Health (NIH), “experiencing unwanted and nonconsensual sexual contact *since entering college* was associated with symptoms of depression and PTSD.”²⁸ This makes sense in practice because sexual assault is a traumatic experience, and survivors are not offered direct mental rehabilitation resources to deal with the trauma they endured. In fact, 30% of rape victims have experienced at least one major depressive episode in their lifetimes, and 31% of them developed PTSD sometime in their lifetime.²⁹ Additionally, getting assaulted may affect your interpersonal relationships. Due to social

²⁵ *Study: Repeat rapists committing vast majority of sexual crimes.* (n.d.). Retrieved October 7, 2021, from <https://www.insidehighered.com/news/2019/04/12/study-repeat-rapists-committing-vast-majority-sexual-crimes>

²⁶ *Statistics.* (n.d.). Know Your IX. Retrieved October 7, 2021, from <https://www.knowyourix.org/issues/statistics/>

²⁷ Ibid.

²⁸ Carey, K. B., Norris, A. L., Durney, S. E., Shepardson, R. L., & Carey, M. P. (2018). Mental Health Consequences of Sexual Assault among First-Year College Women. *Journal of American College Health: J of ACH*, 66(6), 480–486. <https://doi.org/10.1080/07448481.2018.1431915>

²⁹ *Mental Health Impact of Rape.* (n.d.). Retrieved April 8, 2022, from <https://mainweb-v.musc.edu/vawprevention/research/mentalimpact.shtml>

stigma, survivors are more likely to withdraw from their friends in shame or be less active in the community due to general distrust as well as fear of retribution from their attacker.

Physical Health Effects

In addition to mental trauma, survivors of campus sexual assault also face the consequences of physical trauma. First of all, sexual assault may involve risk of pregnancy for woman and people with vaginas. According to a gynecology journal, the national rape-related pregnancy rate among women aged 12-45 years old is 5.0%.³⁰ Additionally, the process for determining evidence of rape can be physically taxing. Currently the common methodology for obtaining forensic evidence of rape is a PERKs exam, otherwise known as a “rape kit.”³¹ This exam has the potential for being physically uncomfortable or painful for survivors.

Economic Effects

Lastly, economic effects also exist for survivors of campus sexual assault. The National Sexual Violence Resource Center (NVRC) stated the estimated lifetime cost of rape is \$122,461 per victim.³² This estimate included medical costs, lost work productivity, criminal justice activities, and victim property loss and damage. This means that preventing sexual violence could help the government, victims, perpetrators, and employers avoid significant costs – serving as a further incentive to reduce sexual violence and mitigate the impacts it has on survivors.

Below is a flow chart visual summarizing the different categories of consequences of sexual assault addressed above: Reporting Consequences, Mental Health, Physical Health, and Economic.

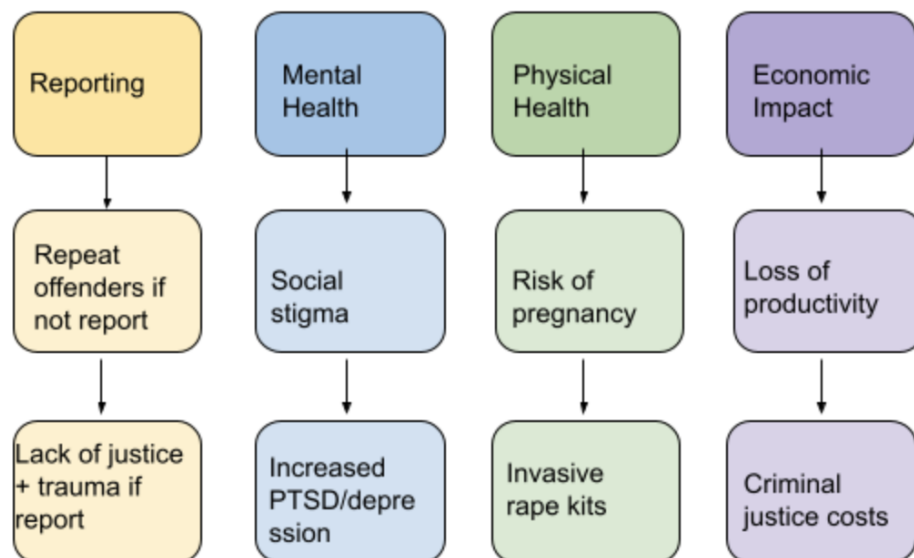
Figure 3: Consequences of Sexual Assault on College Campuses

³⁰ Holmes, M. M., Resnick, H. S., Kilpatrick, D. G., & Best, C. L. (1996). Rape-related pregnancy: Estimates and descriptive characteristics from a national sample of women. *American Journal of Obstetrics & Gynecology*, 175(2), 320–325. [https://doi.org/10.1016/S0002-9378\(96\)70141-2](https://doi.org/10.1016/S0002-9378(96)70141-2)

³¹ PERKs. (n.d.). Virginia Department of Forensic Science. Retrieved October 7, 2021, from <https://www.dfs.virginia.gov/field-test-kits/perks/>

³² *Statistics*. (n.d.). Know Your IX. Retrieved October 7, 2021, from <https://www.knowyourix.org/issues/statistics/>

Consequences of Sexual Assault on College Campuses



Source: Karmine Malhi

Equity Implications

The issue of sexual assault on college campuses poses considerable equity implications. First, lesbian, gay, and trans women who face sexual assault are disproportionately affected by the issue because they already face considerable social stigma for their gender identity and sexuality. The CDC confirms that LGBT individuals face “higher rates of poverty, stigma, and marginalization” which can put them at a greater sexual assault risk. Additionally, hate crimes toward LGBT people can often take the form of sexual assault (Sexual, n.d.). According to the Human Rights Coalition (HRC), “47% of transgender people are sexually assaulted at some point in their lifetime” based on a 2015 survey on the U.S. transgender population. There are currently gaps in research for transgender students specifically at college, but this statistic shows that they require particular attention when analyzing the affects of sexual assault.

Additionally, Black, Indigenous, and People of Color (BIPOC) communities can also be disproportionately affected by sexual assault. First, many BIPOC students who come from different cultural backgrounds may face an even more severe stigma across sexual assault. Next, it is well-known that BIPOC, and specifically Black students, are disproportionately targeted by the criminal justice system. Therefore, BIPOC feels even less safe going to the police/ law enforcement about assaults because of the systematic bias against their communities. There is a well-founded distrust of police officers in the Black community that must be addressed when considering how to analyze solutions to campus sexual violence. Equity will be a main criteria in addressing the alternatives for this project.

EVIDENCE ON POTENTIAL SOLUTIONS

Key Takeaways from the Literature

While the effects of sexual assault on college campuses are broad and varied, it is important to synthesize what has been done to address this issue. I highlight examples of existing strategies for rehabilitation from sexual assault on campuses— both in current university systems or other industries.

Current Universities Addressing Survivor Trauma

1. Psychotherapy for Survivors of Sexual Assault

One study from the National Institutes of Health (NIH) studied the intersection of sexual assault and psychotherapy in January 2020. According to this paper, the psychological and physical effects of assault and/or rape (as aforementioned in the Background section) have only been acknowledged relatively recently in the field of psychiatry (Cowan et al., 2020). In order to treat the trauma of survivors, psychiatrists identified several treatments over the years including: psychodynamic psychotherapy, trauma-focused cognitive-behavioral therapy (TF-CBT), and eye movement desensitization and reprocessing therapy (EMDR) (Cowan et al., 2020).

In *The Journal of College Student Psychotherapy*, two researchers from Washnamed Tiffany M. Artime and Katherine R. Buccholz conducted a study on treatment for sexual assault survivors at University Counseling Centers (UCCs) (2016). Their goal was to find out whether treatments are being utilized in UCC settings and whether they are effective in order to guide evidence-based practices to disseminate in the University setting. Their methods involved sending recruiting emails to mental health professionals employed by UCCs across the United States. Data from participants was collected from an anonymous questionnaire through SurveyMonkey, including questions which evaluated the characteristics of the institution and counseling center, the credentials/training of the staff, and the procedures of the counseling center in addressing assault (Artime & Buchholz, 2016). Effectiveness was evaluated based on a type of Likert scale ranging from a rating of 1 (least effective) to 5 (most effective).

The participants of this study were almost 70 mental health professionals from various colleges and universities; 64% came from a public institution and 32% worked at a public institution (Artime & Buchholz, 2016). This sample size seems relatively small, which reflects a potential weakness as there may not be enough professionals surveyed in order to drown out the differences from working at small/large schools or public/private institutions. Nevertheless, the study found that UCCs were reported to provide crisis response immediately following a sexual assault according to 97% of participants – revealing that most UCCs offer timely care. 71% of UCCs provide services for victims during the sexual assault investigations, which is important because as discussed in the background section the reporting and trial process can be traumatic (Artime & Muccholz, 2016). However, almost half of these UCCs provide session limites for victims, which highlights a need for more long-term care

options for victims of sexual trauma. Additionally, only “half of UCCs have formal training for clinicians treating sexual assault or PTSD) (Arttime & Muccholz, 2016). Lastly, providers view supportive counseling as the most effective treatment for sexual assault victims, followed by trauma-focused CBT and EMDR, which were rated as moderately effective despite being the recommended treatment by psychiatrists (Arttime & Muccholz, 2016).

Other Industries Addressing Trauma

1. PTSD Treatment among Military Veterans

According to *The Journal of Traumatic Stress*, military sexual trauma “is defined as sexual assault, threat of assault, and harassment occurring during military service” (Tiet et al., 2015). This type of trauma occurs among men and women in the military, although female veterans are more likely to experience military sexual trauma. Women victims were shown to exhibit “more severe PTSD and depressive symptoms, whereas men reported more subsequent substance abuse and anger/aggression” (Tiet et al., 2015). The researchers surmise that men and women may respond to treatments differently because of this because men also report greater stigma and shame around sexual assault than women. The researchers conducted a study by using longitudinal data from patients receiving PTSD treatment from seven specialty intensive treatment programs from the Veterans Administration (VA). This study found that men tended to show less severe PTSD symptoms than women, but they were also less willing to seek treatment (Tiet et al., 2015). They also found that both genders made significant improvement in PTSD and depressive outcomes. These findings suggest that the methods employed at VA PTSD treatment programs, including individual cognitive processing therapy (CPT), group CPT, prolonged exposure therapy, and EMDR therapy, may be effective for military veterans (Tiet et al., 2015). These findings are helpful as they could be applied to a campus assault context as well, since many of the PTSD victims were also victims of military sexual assault (MSA).

2. Sexual Harassment Rehabilitation in the Workplace

C.M. Hunt and several other researchers in 2010 conducted a literature review to provide an intervention model for combatting sexual assault in the workplace. They identified rehabilitative procedures as a tertiary intervention for the victim, and they also agreed that there is an “absence of empirical research examining tertiary interventions in sexual harassment programmes” (Hunt et al., 2010). This literature review highlights a need for more research in the area of rehabilitation from trauma, which will be discussed further in the “Gaps” section below.

Gaps and Analysis of Key Takeaways

Despite the breadth of information available about campus sexual assault, there are still limitations and gaps to this literature review. An article in *The Journal of College Student Psychotherapy* demonstrated that “there is a lack of research” investigating mental health services actually provided to survivors following sexual victimization (2016). Additionally, 71% of UCCs provide counseling services for victims during investigations, which is positive as it is the majority of institutions, but this is still not enough because it means almost 30% of institutions (public and private) do not provide counseling in

order to alleviate the trauma of survivors undergoing the Title IX procedures. There also needs to be more research done into the resource constraints of institutions in terms of the means for them to improve UCCs.

The key takeaway is that the current rehabilitation strategies in universities and other industries such as psychotherapy are effective to an extent, but it is not enough, considering recent events at UVA with the @ExposedUVA account. There is more research to be done on what sort of restorative models currently exist for sexual violence and how they can be applied to college campuses. Specifically there is more research to be done on whether having queer or people of color (POC) as counselors can be particularly effective for victims of assault, for example. Additionally, additional research into anti-carceral solutions is also needed.

DESCRIPTIONS OF POLICY ALTERNATIVES

Upon additional evaluation of the evidence, I identified UCCs, anonymous reporting, and police presence as three areas that could be targeted for reform to improve the conditions of survivors recovering from sexual assault trauma on Virginia's college campuses. The following descriptions provide context and explanation of three possible alternatives in these areas. The alternatives are geared toward Virginia's 15 4-year public universities and would be implemented over a 5-year period. The reason 4-year colleges were chosen is that most of the research available is based on 4-year colleges, and these places house students at the University and there is more campus life, thus presumably higher risk of sexual assault.³³

Alternative #1: Mandate Trauma-Informed Counselors/Staff at VA College Campuses

This alternative would involve full coverage of unlimited sessions for trauma survivors in order to eliminate class barriers to recovering from assault and provide equity. In this alternative, counselors involved in the reporting and trial of assaults would be trauma-informed. This was a procedural demand by the UVA Survivors, who published a Google Doc which urged the University to ensure investigators are trauma-informed, as the trial process is a main touch point at which survivors endure trauma.³⁴ For example, investigators currently use complainants' calm demeanor as evidence for finding the respondent not responsible for the assault, or use the complainants' lapse of memory from trauma as a reason they might be unreliable.³⁵

³³ J. Potter, S., Fox, N., Smith, D., Draper, N., Moschella, E. A., & Moynihan, M. M. (2020). Sexual Assault Prevalence and Community College Students: Challenges and Promising Practices. *Health Education & Behavior*, 47(1_suppl), 7S-16S. <https://doi.org/10.1177/1090198120910988>

³⁴ UVA Survivors. Title IX Procedural Demands.

<https://docs.google.com/document/d/1TfzHhHSpHuWpAGb-grGUrrJOH32YDcZyHrAoI4mpGjo/edit>

³⁵ Ibid.

In 2013, the Campus Sexual Violence Elimination (SaVE) Act required all schools that received Title IX funding to deliver bystander training to students. However, it did not specify qualifications for that training. No clear training requirements exist in Virginia for trauma-informed faculty. According to Laura Luciano, Associate Director of the Office for Violence Prevention and Victim Assistance at Rutgers University, Rutgers University provides 50-hours of state-approved training for members of all branches of the university community, including faculty, administrators, and students.³⁶ Such a training may also be beneficial for Virginia's public universities. According to the *Journal of Nursing Education*, "the inherent, if unintended, power differential between the healthcare professional and the patient, as well as an invasive physical examination, can cause victims of sexual assault to reexperience the trauma of an assault during health care interactions."³⁷ This affirms the need for trauma-informed training for counselors and staff who will be interacting with sexual assault survivors. Additionally, the Preamble to the 2013 Violence Against Women Reauthorization Act states that proper training will "minimize reliance on stereotypes about victim's behavior and will ensure that officials are educated on the effects of trauma."³⁸

As of 2019, states such as California, Illinois, and New York have mandated trauma-informed training "through their state higher education sexual assault response laws."³⁹ These trainings typically involve the discussion of theories about the neurobiological consequences of trauma events such as sexual assault. Certain chemicals and hormones are released into the bloodstream as a result of trauma, which can affect the functioning of important portions of the brain such as the hippocampus and the amygdala, which help to encode memories. Hence, it teaches why those who have experienced traumatic events may not be able to recount the details in a chronological or intuitive manner. In order to use trauma-informed investigation training to promote fairness to all parties, it must emphasize neutrality and objectivity, use gender neutral language, confidentiality, and emphasize a trauma-informed interview approach. The Virginia Department of Criminal Justice Services (DCJS) has a 3-day trauma-informed sexual assault investigations and adjudication training, which involves topics such as the potential effects of trauma, how to interview the complainant and respondent, and working with complainants of different gender identities.⁴⁰ The *American Psychological Association* (APA) published Guidelines on Trauma Competencies for Education and Training in 2015, which can

³⁶ Kitchener, C. (2012, December 11). When sexual assault counselling in US colleges is not confidential. *The Guardian*. <https://www.theguardian.com/commentisfree/2012/dec/11/sexual-assault-counselling-us-colleges-not-confidential>

³⁷ Nathan, S., & Ferrara, M. (2020). An Innovative Trauma-Informed Curriculum for Sexual Assault Care. *Journal of Nursing Education*, 59(6), 336–340. <https://doi.org/10.3928/01484834-20200520-07>

³⁸ Fair, Equitable Trauma-Informed Investigation Training | Insights | Holland & Knight. (n.d.). Retrieved March 8, 2022, from <https://www.hklaw.com/en/insights/publications/2019/07/fair-equitable-trauma-informed-investigation-training>

³⁹ Ibid.

⁴⁰ Trauma-Informed Sexual Assault Investigations and Adjudication Training | Virginia Department of Criminal Justice Services. (n.d.). Retrieved March 12, 2022, from <https://www.dcjs.virginia.gov/training-events/trauma-informed-sexual-assault-investigations-and-adjudication-training>

be used to make sure the training is up to standard.⁴¹ This training would be a one-time training for counselors and staff, with follow-ups every other year to reflect program updates.

Trauma-informed counseling approaches can be paid for in different ways. Recently, “Virginia’s State Board for Community Colleges has approved a policy change to allow VCCS colleges to contract with third-party providers to offer mental health services to students.”⁴² This is likely how partnerships such as UVA’s TimelyCare have been initiated, as it has allowed students to have up to 15 free counseling sessions with a diverse choice of therapists. It is advised that Universities use state funding for the training programs.

According to *UVA Magazine*, “state funding accounted for just 10.3 percent of the \$1.3 billion budget for the Academic Division (which does not include the hospital budget).”⁴³ The *Congressional Research Service* states that federal grants account for about one-third of total state government funding, and more than half of state government funding for health care and public health. A study by the *Education Commission of the States* captured that Virginia draws from specific state appropriations, the U.S. Department of Education (DOE)’s Every Student Succeeds Act (ESSA), and other DOE grants.⁴⁴ Experts at the American Civil Liberties Union (ACLU) have suggested investing in school counselors over security personnel may be a more proactive than reactive method for improving student safety and preventing violence.⁴⁵ Therefore, we also recommend divesting from security personnel to allow for additional investment into hiring school counselors.

The American School Counselor Association (ASCA) recommends that schools have one counselor per 250 students. On a high-school level, schools with a smaller student-to-counselor ratio have been shown to be associated with fewer disciplinary incidents and suspensions.⁴⁶ This ratio will be considered ideal in determining how many counselors to hire per school.

In addition to being trauma-informed, the composition of trauma-informed staff should reflect the populations of the university as much as possible. This means hiring more Black, Latino/a, Asian, and Indigenous, and Queer/Trans counselors as needed to meet the above ratio of 1 counselor for every 250 students. In order to do this, the administration must understand the critical underpinning of understanding unconscious bias and privilege in hiring practices. The counseling field was founded by

⁴¹ American Psychological Association. (2015). Guidelines on Trauma Competencies for Education and Training. Retrieved from: <http://www.apa.org/ed/resources/trauma-competencies-training.pdf>

⁴² VCCS State Board approves policy change regarding mental health services. (2021, September 28). *VCCS*. <https://www.vccs.edu/blog/vccs-state-board-approves-policy-change-regarding-mental-health-services/>

⁴³ *The State of the University: Q&A with President Teresa Sullivan*. (n.d.). Virginia Magazine. Retrieved March 9, 2022, from https://uvamagazine.org/articles/the_state_of_the_university

⁴⁴ State Funding for Student Mental Health (n.d.) Retrieved March 4, 2022, from <https://www.ecs.org/wp-content/uploads/State-Funding-for-Student-Mental-Health.pdf>

⁴⁵ *Do Schools Need More Counselors?* | Wake Forest University. (2016, August 5). WFU Online Counseling. <https://counseling.online.wfu.edu/blog/do-schools-need-more-counselors/>

⁴⁶ Ibid.

and for the dominant American culture, which is white, male, heterosexual, cisgendered, and able-bodied.⁴⁷ This reflects in the hiring practices of counselors and teachers. In order to recruit and hire ethnic minority faculty, the APA has recommended considering campus climate and self-study questions.⁴⁸ In the bounds of legality, one cannot hire based on race. However, the APA recommends considering certain components in developing an ethnically sensitive position announcement. These counselors would receive the 3-day trauma-information training upon being hired; mandating it as a job requirement may backfire and make us higher less non-white individuals as lack of access and discrimination could have played a role in barring them from opportunities to advance traditionally in their career. The APA states that identifying characteristics that allow for more variety in background and experiences will “helps to prevent ethnic minorities and others who may have less traditional career paths from being eliminated from the pool of viable candidates for a position.”⁴⁹ The qualifications in the job description should open the pool of applicants to ethnic minorities. For example, one such qualification could be “ability to work effectively with ethnically diverse populations/ gender minorities.”⁵⁰

The cost will be calculated by multiplying the deficit of counselors by the yearly salary that they will earn. The Virginia state government would be allocating this funding to each public school. Implementation challenges include training the new staff in a way which upholds the principles of diversity, equity, and inclusion, while keeping costs low.

Alternative #2: Implement an Anonymous Sexual Assault Reporting System on VA College Campuses

As stated in the Introduction, there was a Twitter account in 2020 which began tweeting about sexual assault allegations which occurred at UVA. The account owner was anonymous and encouraged survivors to directly message them their stories in order to post them anonymously and make the community aware of known abusers. This incident highlighted that survivors do not have a safe space to resolve their trauma and commiserate about their experiences; hence, they are turning to unregulated social media accounts as a last resort. Because of this, I propose an alternative which will allow for the implementation of an anonymous sexual assault reporting system on VA college campuses. Universities could create the survey using a software such as Qualtrics. The survey would always be open for students to submit accounts of their assaults confidentially. This means that their names will not be known to the administration who is reading the accounts. However, the administration can utilize sentiment analysis, which is a form of artificial intelligence, in order to gather data on known abusers throughout the school. This will allow administration to target the abusers

⁴⁷ *Making the counseling profession more diverse.* (2017, October 25). Counseling Today.

<https://ct.counseling.org/2017/10/making-counseling-profession-diverse/>

⁴⁸ *How to recruit and hire ethnic minority faculty.* (n.d.). <https://www.apa.org/pi/oema/resources/brochures/how-to>

⁴⁹ Ibid.

⁵⁰ Ibid.

without bringing the survivors into the justice and Title IX process, which is often where they endure trauma. Cost is a consideration because working with a software company like Qualtrics to buy their services will likely cost millions of dollars. Implementation challenges include training administration on how to use the new software, and finding ways to circumvent policies like mandatory reporting.

The University of Virginia does currently have a reporting system called “Just Report It,” which is an online system for reporting “Sexual and Gender-Based Harassment and Violence, Bias and Discrimination/Harassment, Hazing, Clery Act Compliance (by CSAs), Interference with Speech Rights, Youth Protection or Preventing & Addressing Threats or Acts of Violence.”⁵¹ However, this system does identify the complainant as the reporter; the issue with this is that it does not preserve the anonymity of the complainant which was the appeal of the Twitter account mentioned in the Introduction of this report.. The details of the “Just Report It” form include the date the incident occurred, incident location, what happened, if any student organizations were involved in the incident, and whether police responded to the incident.⁵² It is not clear which university entity handles the “Just Report It” form responses, which is another reason for an alternate form.

The new Qualtrics form should cover the same information and be open to any student who attends the University of Virginia. It should be open to students who faced an incident on-grounds or off-grounds. This form would only be visible and used by the Office of Student Life, headed by the Dean of Student Affairs, since they deal with the needs of campus life, inclusion efforts, and safety.⁵³ Another difference between this and the “Just Report It” questionnaire is that it would use Qualtrics TextIQ sentiment analysis functionality.⁵⁴ This will allow for each response to come with a Sentiment Score and a list of topics it has been tagged with. If there are certain locations or clubs that are detected more than once, the Office of Student Life may work with the sexual assault organization on Grounds in order to mandate a sexual assault training for future prevention. An example of such an organization is the Culture of Respect Educators (CORE) – their mission is to “prevent sexual violence and to promote healthy relationships through peer education, community outreach, and survivor advocacy”⁵⁵

The goal here is not punitive, but to ensure the survivor feels freed from any possible guilt that the perpetrator may repeat the offense if they don’t report the incident formally. There is no direct disciplinary action taken against the perpetrator. However, another goal is for the University to detect possible perpetrators preventatively and build evidence if a case is brought up in the future.

⁵¹ *Homepage | Just Report It.* (n.d.). Retrieved March 12, 2022, from <https://justreportit.virginia.edu/>

⁵² Ibid.

⁵³ *Office of the Dean of Students, U.Va.* (n.d.). Retrieved March 12, 2022, from <https://odos.virginia.edu/>

⁵⁴ *Text iQ Functionality.* (n.d.). Retrieved March 12, 2022, from <https://www.qualtrics.com/support/survey-platform/data-and-analysis-module/text-iq/text-iq-functionality/>

⁵⁵ *Culture of Respect Educators at UVA - @UVA.* (n.d.). Retrieved March 2, 2022, from <https://atuva.student.virginia.edu/organization/core>

Alternative #3: Divest from Police Presence on VA College Campuses

According to the Rape, Abuse, and Incest National Network (RAINN), victims often don't report sexual violence because they might believe it's a personal matter, believe it's not important, believe police won't do anything to help, or don't want to get the perpetrator in trouble.⁵⁶ Additionally, mandatory reporting policies in place require that professors and staff turn over instances of sexual assault and rape to the police. However, recounting trauma to a police officer can be traumatic. This is especially for Black, Indigenous, and People of Color (BIPOC) students who experience systemic bias against their communities. As shown by the recent Black Lives Matter movement, there is a well-founded distrust of police officers in the Black community that must be addressed when considering how to analyze solutions for campus violence. In fact, one survey conducted by Tulane University during the 2018-2019 school year showed that about 70% of white students felt safer in the presence of police, while only 40% of black students felt the same.⁵⁷ In the wake of the recent killing of George Floyd in May of 2020, these statistics could be even more disparate. The removal of police presence on college campuses has been demanded by coalitions of students, faculty members, and neighbors at the University of Virginia, according to the ACLU.⁵⁸ The University of Minnesota agreed to cut ties with the Minneapolis police department in 2020 in response to student organizing. Likewise, this must be a university change from up-top in response to student demands and financial pressure from the state legislature.

Hence, this alternative involves divesting from police presence on campuses in order to reduce trauma. Political feasibility remains a concern as many conservatives would be in opposition to this. However, this alternative is expected to cut costs and funding from the police department and re-allocate them toward mental health services, for example.

The philosophy behind this alternative is one of transformative justice, in line with the Creative Interventions Toolkit. Transformative justice means forms of justice where violence is not being solved with another form of violence. Creative Interventions is an organization founded by Mimi Kim; her goal was "to make support and safety more accessible, stop violence at early stages of abuse, and create possibilities for once abusive individuals and communities to evolve towards healthy change and transformation." She questioned, "why did she assume the best way to achieve safety was to call the police?"⁵⁹ On college campuses, 85-90% of victims are assaulted by someone they know; typically, the

⁵⁶ RAINN. (n.d.). *Campus Sexual Violence: Statistics*. Retrieved from

<https://www.rainn.org/statistics/campus-sexual-violence>

⁵⁷ Bryan, C. (2020, June 8). *Police don't make most black students feel safer, survey shows*. Chalkbeat.

<https://www.chalkbeat.org/2020/6/8/21284538/police-security-guards-schools-black-white-students-racism>

⁵⁸ *Police Divestment Efforts Must Include Universities*. (n.d.). American Civil Liberties Union. Retrieved March 12, 2022, from <https://www.aclu.org/news/criminal-law-reform/police-divestment-efforts-must-include-universities/>

⁵⁹ *About CI*. (n.d.). Creative Interventions. Retrieved March 1, 2022, from <https://www.creative-interventions.org/about-ci/>

perpetrators are boyfriends, ex-boyfriends, classmates, friends, acquaintances, or coworkers.⁶⁰ Considering this fact, it is imperative to build community accountability through alternate approaches than the police. Vengeance and punishment are valid feelings, but the Creative Interventions Toolkit encourages sitting back and reflecting on those feelings as carrying them out would ultimately cause more harm.

According to the Rape, Abuse, and Incest National Network (RAINN), only about 230 of every 1000 sexual assaults are reported to the police.⁶¹ Hence, more than three-quarters of assaults go unreported, and an even smaller fraction of those reports lead to disciplinary action or arrests. This affirms why the campus police are not effective in obtaining justice for survivors. Additionally, one sexual assault assessment in Texas in 2018 revealed that a majority of officers receive little to no training on how to read rape kits; one officer was recorded to say “I have to Google stuff like ‘labia majora.’”⁶² Comments such as these reflect the need for targeted professionals to deal with sexual assault. The reports can be submitted through platforms such as “Just Report It” or anonymously through the second proposed alternative. Then, each submitter will receive an email with resources to the hospital for rape kits and mental health counselors for therapy resources. Students may call a crisis hotline if they are in an unsafe situation, and may opt to call the local police if they desire police intervention. However, they would be doing this out of their own agency, and not through coercion of it being one of the only options. One of the challenges of the implementation of this alternative would be determining how to circumvent mandatory reporting requirements.

EVALUATIVE CRITERIA

Political Feasibility

Political feasibility is an important criterion because the policy alternatives from this project may be used to inform the Senator’s initiatives proposed in the Fiscal Year 2023 state legislative session. It will be important to do this because the goal of a legislative session is for the state legislature to convene for lawmaking between elections. If the proposed alternatives are polarizing in a way where they aren’t appealing to both parties, it is unlikely that they will ever turn into law, which is ultimately a long-term goal for solving this problem. When it comes to the broad goal of making survivors feel less traumatized from sexual assault, feasibility may be limited as sex is a taboo topic in American society due to patriarchy and social stigma. This makes conservatives and traditionalists less likely to support reform on sexual assault, especially considering they are likely to take the position of fiscal austerity and resist

⁶⁰ *Sexual Assault – Violence Prevention and Victim Assistance*. (n.d.). Retrieved March 3, 2022, from <http://vpva.rutgers.edu/sexual-assault/>

⁶¹ “Defund the police” movement could offer sexual assault survivors a different path for justice, experts say. (n.d.). Retrieved March 9, 2022, from <https://www.nbcnews.com/news/us-news/defund-police-movement-could-offer-sexual-assault-survivors-different-path-n1235478>

⁶² Ibid.

expanding budgets for social services. It will be important, therefore, to frame and word the alternatives in a way that is not extremely politically charged, or it will sacrifice political feasibility, or the likelihood that the alternative will be supported enough politically to advance into actual policy.

Operationalizing and measuring political feasibility as an evaluative criterion will require analyzing the stakeholders and environment of the policy-making process in order to determine whether implementation will be possible. Feasible politics must be politically acceptable and somewhat convenient to be done in the current political climate.

To conduct a political feasibility analysis, I will examine the environment of each policy alternative. My alternatives are having more trauma-informed/diverse counselors, divesting from police presence on campus, and having an anonymous reporting system. I must identify who the players of the policies have been in the past and whether key stakeholders are likely to put the policy into action. I will evaluate the belief systems of the players and whether they have the resources to gather support for the policy. After this, I can estimate levels of support and opposition for each policy by making judgment calls based on the official's public comments and whether they seem like they would support the policy. Based on these insights in the political economy, I will rate each alternative on stakeholder opinion and government capacity on a scale of 1-10 – 1 being the least favorable stakeholder opinion and the worst government capacity to pass the policy, and 10 being the most favorable stakeholder opinion on the alternative and the most ideal government climate/capacity to pass the policy. I will then average these two indicators to rank my alternatives from the least political feasible (1) to the most political feasible (4).

Equity

As aforementioned, equity is the most important criteria for this project because it corresponds with the values of Senator Boysko's office to uplift women's rights. Equity in this context is defined in a racial and social justice context. This criteria seeks to answer the question: is this policy alternative fair and impartial to all? Is it alleviating disparities that vulnerable populations face. Is it inclusive to all survivors? Is it meeting communities where they are and helping survivors get the resources and opportunities to thrive and engender equal outcomes?⁶³ These guidelines will be necessary when evaluating equity in my policy alternatives. All of them were crafted with equity in mind, but this criterion will prioritize those alternatives which have the highest degrees of equity.

To measure equity, I will first have to identify groups that the policy might affect. In this case, I will pay attention to queer people, misogyny-affected people, disabled people, and people of color. I will then consider the effects that each alternative will have on these populations. For example, divesting from police may help Black survivors who are historically distrustful of police. It might help other minority

⁶³ Equity vs. Equality: What's the Difference – Examples & Definitions. (February 22, 2021). <https://unitedwaynca.org/blog/equity-vs-equality/>

populations, as research shows racial minorities are more likely than white people to view the police with suspicion.⁶⁴ Anonymous reporting may help people with disabilities like anxiety or ADHD who might face barriers with the traditional Title IX reporting process due to the fact that it requires intense focus and social interaction. All of the alternatives would help gender minorities like women who are most affected by sexual assault. After listing the anticipated effects on these populations, a judgment will have to be made by the policy analyst to rank each alternative from most equitable (1) to most equitable (4).

Cost

Cost is a necessary criterion as each alternative will require funds for research and implementation. Virginia has a biennial budget cycle, and the Governor proposes the budget every year. Cost will be measured based on how many dollars will be required to implement the alternative. In this case, cost will be measured on a 5-year span to account for the implementation period.

For the alternative of mandating trauma-informed counselors, the cost will be calculated by multiplying the deficit of counselors by the yearly salary that they will earn. Aside from the new hires' salaries, the cost of interviewing and training the new counselors must all be measured. Costs for the anonymous reporting alternative will involve the cost of the deal with the software company for using their online survey platform as well as training administration on how to use the new softwares. For the divesting from police alternative, there may not be any costs; in fact, there are potential savings from divesting from police. This analysis is likely to be conducted through Microsoft Excel. The monetary cost value will be found and alternatives will be ranked, from the one with the largest cost as 1 (most costly) to the one with the largest cost effectiveness ratio as 3 (least costly).

When creating the criteria matrix, I plan on averaging the rank of each alternative, with equity weighted the highest and cost and political feasibility weighted a lesser, but equal amount.. Having a higher score means the alternative is the most favorable (most politically feasible, most equitable, and least costly). After devising this score, I will choose the alternative with the highest score from 1-4 as the best alternative.

EVALUATION OF POLICY ALTERNATIVES

Alternative #1: Mandate Trauma-Informed Counselors/Staff at VA College Campuses

Political Feasibility

⁶⁴ Race, Trust, and Political Legitimacy. (January 9, 2013).
<https://nij.ojp.gov/topics/articles/race-trust-and-police-legitimacy>

When considering political feasibility, it is important to note that currently, Republicans control the governorship of Virginia as well as the lower chamber of the state legislature, while Democrats control the upper chamber.⁶⁵ Democrats are typically more inclined to vote for legislation that is socially liberal, and legislation advocating for sexual assault victims is typically favored more by the Democratic party than the Republican party for this reason. Due to the Republican party's fiscal austerity, they are less likely to support policies that propose an expansion of the budget for social services like mental health counseling. This provides context for the political environment of this policy alternative.

The Preamble to the 2013 Violence Against Women Reauthorization Act states that proper training will "minimize reliance on stereotypes about victim's behavior and will ensure that officials are educated on the effects of trauma."⁶⁶ This legislation leads me to believe that there is a baseline understanding on the federal level that there is a need for trauma-informed training for counselors and staff who will be interacting with sexual assault survivors. No elected officials or other stakeholders were found to have spoken out against trauma-informed counselors. In fact, mental health experts at George Mason University actually applauded former Governor Northam's increase of funding in Virginia for mental health services.⁶⁷

I am rating stakeholder opinion and government capacity on a scale of 1-10 – 1 being the least favorable stakeholder opinion and the worst government capacity to pass the policy, and 10 being the most favorable stakeholder opinion on the alternative and the most ideal government climate/capacity to pass the policy. I will rate this alternative a 8/10 for government capacity and a 9/10 for stakeholder opinion. Two points were taken off of government capacity due to the governorship and lower chamber being Republican-controlled, and one point was taken off of stakeholder opinion. To average these scores, I add 8+9= 17. I divide this by 4 to get the political feasibility score out of 5: **4.25/5**.

Cost

The cost will be calculated by multiplying the deficit of counselors by the yearly salary that they will earn. The up-front costs of training are expected to be borne by the Virginia Department of Criminal Justice Services (DCJS).

The American School Counselor Association (ASCA) recommends that schools have one counselor per 250 students. On a high-school level, schools with a smaller student-to-counselor ratio have been

⁶⁵ Party control of Virginia state government. (n.d.) https://ballotpedia.org/Party_control_of_Virginia_state_government

⁶⁶ *Fair, Equitable Trauma-Informed Investigation Training | Insights | Holland & Knight*. (n.d.). Retrieved March 8, 2022, from <https://www.hklaw.com/en/insights/publications/2019/07/fair-equitable-trauma-informed-investigation-training>

⁶⁷ *Mason mental health expert applauds increased funding in Virginia for mental health services | George Mason University*. (n.d.). Retrieved March 10, 2022, from <https://www.gmu.edu/news/2021-07/mason-mental-health-expert-applauds-increased-funding-virginia-mental-health-services>

shown to be associated with fewer disciplinary incidents and suspensions.⁶⁸ This ratio will be considered ideal in determining how many counselors to hire per school in the cost calculations. In order to calculate the cost for this alternative, a sensitivity analysis was performed through Microsoft.

Via the Freedom of Information Act, salaries of UVA employees are made public. Through my research, I found that the salaries of Counseling and Psychological Services (CAPS) psychotherapists can range between \$50,000 and \$90,000 dollars a year. The US News & World Report confirms that an entry-level mental health counselor can expect to make \$50,000 a year.⁶⁹ Hence, it was assumed that each new hired cou⁷⁰nselor would earn a starting salary of about \$50,000. It was also assumed that the average yearly salary increase for all university counselors will be 3%, according to data from the University of Virginia which indicates that the average yearly salary and wage increase for University and staff is 3%.⁷¹ Fringe benefits were also taken into account, which include retirement, health insurance, social security, and other benefits for university employees. The fringe rate was determined to be 37.70%, based on research from the UVA's projected rate for the 2022-23 school year as a benchmark.⁷² With this rate, the cost of counselors rose to \$68,850. An inflation rate of 2% was determined in consultation with advisors for this project.

Next, the total current number of students in Virginia's 15 4-year public universities was determined to be 220,586. The total number of counselors was determined to be 179; this number was found by counting the clinicians on each University's website. Please see Appendix I for additional detail on the cost methodology. Table 1 in particular details the constants and assumptions made for the counselor hire cost calculations. The current counselor ratio was found to be 1232 by dividing 220,586 by 179. Then, the ideal counselor number was found by dividing the current counselor ratio (1232) by the ideal ratio of 250, and multiplying that by the current number of counselors (179). Table 2 in Appendix I demonstrates how the number of current counselors in Virginia's public universities was found. The ideal counselor number was found to be 882 for the state's public 4-year universities. I then found the deficit of counselors by subtracting 882-179 for a deficit of 703 counselors. In order to hire 703 counselors over a 5-year period, I decided to hire 141 counselors for the first 4 years and 139 counselors in the 5th year in the analysis. I rounded to the whole integer in these estimates in order to keep a whole number of counselors. Then, the costs of the counselor's salaries for these 5 years were projected, taking into account inflation, to get a total cost of **\$204,269,493.03**. The cost calculations were done in Microsoft Excel are more clearly shown in Table 3 in Appendix 1. Since this is the most costly alternative, it earns the lowest rank of 1 for cost.

⁶⁸ Ibid.

⁶⁹ *How Much Can a Mental Health Counselor Expect to Get Paid?* (n.d.). Retrieved April 8, 2022, from <https://money.usnews.com/careers/best-jobs/mental-health-counselor/salary>

⁷⁰ *Fall 2021 college enrollment* | | richmond.com. (n.d.). Retrieved April 8, 2022, from https://richmond.com/fall-2021-college-enrollment/table_5bbe8575-b0ac-54a9-84dc-5acde472d7f0.html

⁷¹ *Salary & Wage Increases* | *Financial Planning and Analysis, UVA*. (n.d.). Retrieved April 8, 2022, from <https://financialplanning.vpfinance.virginia.edu/salary-wage-increases>

⁷² *Academic Fringe Rates* | *Financial Planning and Analysis, UVA*. (n.d.). Retrieved April 8, 2022, from <https://financialplanning.vpfinance.virginia.edu/academic-fringe-rates>

Equity

In order to measure equity, I will rank the alternative on 4 standards: Does it help queer people? Does it help misogyny-affected people? Does it help disabled people? And does it help people of color? After listing the anticipated effects on these populations, a judgment will have to be made by the policy analyst to rank each alternative from most equitable (1) to most equitable (4).

Mandating trauma-informed counselors is likely to help queer people. Currently, they are at greater risk of assault. The CDC confirms that LGBT individuals face “higher rates of poverty, stigma, and marginalization” which can put them at a greater sexual assault risk. Additionally, hate crimes toward LGBT people can often take the form of sexual assault.⁷³ According to the Human Rights Coalition (HRC), “47% of transgender people are sexually assaulted at some point in their lifetime” based on a 2015 survey on the U.S. transgender population. Because these populations are at greater risk of trauma, they will surely benefit from trauma-informed counselors so as to avoid microaggressions and reliving their trauma.

Misogyny-affected people, or non-men (women, non-binary people, and genderfluid people) are also likely to benefit from trauma-informed counselors. Women experience the highest rate of sexual harassment and/or assault at 81%, compared to only 43% of men.⁷⁴ Hence, they will benefit from trauma-informed counseling due to their disproportionate experiences with trauma.

Next, disabled people are also likely to benefit due to their disproportionate experiences with trauma; according to disabilityjustice.org, people with disabilities are sexually assaulted at nearly three times the rate as people without disabilities.⁷⁵ Black, Indigenous, and People of Color (POC) are likely to benefit from this policy as they are more likely to be comfortable with providers who are more diverse culturally and sensitive to their unique vulnerabilities and oppressions from an intersectional approach.

Based on the above justification, I give this alternative a 4/4 for equity.

Alternative #2: Implement an Anonymous Sexual Assault Reporting System on VA College Campuses

Political Feasibility

⁷³ *Sexual Assault and the LGBTQ Community*. (n.d.). HRC. Retrieved October 7, 2021, from <https://www.hrc.org/resources/sexual-assault-and-the-lgbt-community>

⁷⁴ *Statistics*. (n.d.). Know Your IX. Retrieved October 7, 2021, from <https://www.knowyourix.org/issues/statistics/>

⁷⁵ *Sexual Abuse*. (n.d.). Disability Justice. Retrieved March 7, 2022, from <https://disabilityjustice.org/sexual-abuse/>

In 2015, the Virginia State Senate advanced the mandatory reporting bill, which means any faculty member, administrator or full-time staff member of a public college or university would face a misdemeanor charge for failing to report an alleged sexual assault to police.⁷⁶ The purpose of this is to bring suspects to the forefront before they commit further harm. However, any administrator might face a misdemeanor for failing to report an alleged assault. Additionally, code § 23.1-806 of Virginia “Reporting of acts of sexual violence” states that “responsible employees” have been “given the duty of reporting acts of sexual violence or any other misconduct by students to the Title IX coordinator or other appropriate institution designee, or whom a student could reasonably believe has this authority or duty.”⁷⁷ Since the form will be anonymous, it is unlikely that the lack of reporting will be held against “responsible” employees like the Dean of Student Life. However, the law is not clear on how such anonymous reporting is allowed to be handled. Hence, the political feasibility of this alternative is a 6/10 for both stakeholder and government capacity – or a ¾ overall.

Cost

Existing infrastructure at Virginia Universities like UVA such as “Just Report It” are likely capable and able implement a modified, anonymous form through Qualtrics.⁷⁸ Hence, most of the cost will be from working with a software company like Qualtrics to buy their services. In a UVA Propel Case Competition, I worked on a team to help Qualtrics infiltrate the student experience market. One of our proposed methods was to create such an anonymous reporting survey with their capabilities in partnership with the University of Virginia.⁷⁹ Through this research, it was found that the price per subscription for Qualtrics was \$3,250 per year.⁸⁰ \$3250 times 14 public 4-year Universities in Virginia is about a total cost of \$48,750 per year. When extended on a 5-year timeline, and accounting for an assumed 2% inflation rate, we find that the total cost for 5 years will be **\$229,781.15**, and it earns a score of 2 for being the second most costly alternative. Additional information on cost calculations can be found in Appendix I– particularly Table 4.

Equity

In order to measure equity, I will rank the alternative on 4 standards: Does it help queer people? Does it help misogyny-affected people? Does it help disabled people? And does it help people of color? After

⁷⁶ Portnoy, J., & Anderson, N. (2015, January 26). Va. Senate panel advances mandatory reporting bill for campus sexual assault. *Washington Post*.

https://www.washingtonpost.com/local/virginia-politics/va-senate-panel-advances-mandatory-reporting-bill-for-campus-sexual-assault/2015/01/26/6154700c-a56a-11e4-a2b2-776095f393b2_story.html

⁷⁷ § 23.1-806. *Reporting of acts of sexual violence*. (n.d.). Retrieved March 10, 2022, from <https://law.lis.virginia.gov/vacode/title23.1/chapter8/section23.1-806/>

⁷⁸ Ibid.

⁷⁹ Team 16 Propel Capstone Presentation.

https://drive.google.com/file/d/1yu1EdCVvfYxm-_BgNV7u-XHlMfQnQz4k/view?usp=sharing

⁸⁰ What is Qualtrics? A Quick Guide to Understanding the Ultimate Customer Experience Software. (2019, July 16). *Screen Recording Software for Mac & PC | CloudApp*. <https://www.getcloudapp.com/blog/what-is-qualtrics/>

listing the anticipated effects on these populations, a judgment will have to be made by the policy analyst to rank each alternative from most equitable (1) to most inequitable (4).

Anonymous reporting is likely to benefit all four of the above populations similarly, as they are all disproportionately affected by assault and face stigma from it. However, studies have shown that sentiment analysis technologies have shown statistically significant human biases because machine learning may reflect inappropriate human biases on gender and race.⁸¹ Therefore, I remove the point for POC, and misogyny-affected people, earning this alternative a 2/4 for equity.

Alternative #3: Divest from Police Presence on VA College Campuses

Political Feasibility

Political feasibility remains a concern as many conservatives and liberals would be in opposition to this. In fact, Virginia Democrats gave certain frontline officers a \$500 bonus in Fall 2020 as an explicit rejection of protest calls to “defund police.”⁸² The Clery Act also may pose hindrances in abolishing the police as it outlines the role of police in sexual assault situations. Therefore, I rate stakeholder opinion 2/10 due to the opposition to defund the police, and I rate government capacity 2/10 due to potential hindrances of The Clery Act legislation. Together, these average to a 1/5 for political feasibility.

Cost

This alternative is a **net zero** in terms of costs as this alternative does not require any additional investments into the police. In fact, it is expected to cut costs, freeing up that budget to be re-allocated toward transformative justice measures. It earns the highest score of 3 for being the least costly alternative.

Equity

In order to measure equity, I will rank the alternative on 4 standards: Does it help queer people? Does it help misogyny-affected people? Does it help disabled people? And does it help people of color? After listing the anticipated effects on these populations, a judgment will have to be made by the policy analyst to rank each alternative from most equitable (1) to most inequitable (4).

⁸¹ Svetlana Kiritchenko and Saif Mohammad. 2018. Examining Gender and Race Bias in Two Hundred Sentiment Analysis Systems. In *Proceedings of the Seventh Joint Conference on Lexical and Computational Semantics*, pages 43–53, New Orleans, Louisiana. Association for Computational Linguistics.

⁸² Oliver, N., October 20, V. M., & 2020. (2020, October 20). Virginia lawmakers get mixed reviews on police reform efforts. *Virginia Mercury*.
<https://www.virginiamercury.com/2020/10/20/virginia-lawmakers-get-mixed-reviews-on-police-reform-efforts/>

As shown by the recent Black Lives Matter movement, there is a well-founded distrust of police officers in the Black community that must be addressed when considering how to analyze solutions for campus violence. In fact, one survey conducted by Tulane University during the 2018-2019 school year showed that about 70% of white students felt safer in the presence of police, while only 40% of black students felt the same.⁸³ In the wake of the recent killing of George Floyd in May of 2020, these statistics could be even more disparate. The University of Minnesota's Center for Urban & Regional Affairs claims Black people are over-policed and under-protected.⁸⁴ Hence, this alternative is very equitable for students of color. This policy also helps queer-people, misogyny-affected people, and disabled people, particularly if they are people of color, who are disproportionately affected by adverse police encounters.⁸⁵ This is beneficial in terms of equity because it addresses intersectional oppression, which claims that overlapping identities create a stronger degree of oppression in one's lived experience. However, simply divesting from police without alternative measures to ensure community safety may leave marginalized populations more vulnerable, which is a weakness of this alternative in terms of equity. Hence, this alternative earns a 3.5/4 in equity.

EVALUATION MATRIX

	Political Feasibility	Cost	Equity
Alternative #1: Mandate Trauma-Informed Counselors/Staff	4.25/5	\$204,269,493 Score: 1/3	4/4
Alternative #2: Anonymous SA Reporting System	3/5	\$229,781 Score: 2/3	2/4
Alternative #3: Divest from Police	1/5	\$0 Score: 3/3	3.5/4

⁸³ Bryan, C. (2020, June 8). *Police don't make most black students feel safer, survey shows*. Chalkbeat.

<https://www.chalkbeat.org/2020/6/8/21284538/police-security-guards-schools-black-white-students-racism>

⁸⁴ *Over-Policed and Under-Protected: Public Safety in North Minneapolis* | CURA. (n.d.). Retrieved March 10, 2022, from <https://www.cura.umn.edu/research/over-policed-and-under-protected-public-safety-north-minneapolis#Policy%C2%A0Recommendations>

⁸⁵ Sewell, A. A. (2017). The Illness Associations of Police Violence: Differential Relationships by Ethnoracial Composition. *Sociological Forum*, 32, 975–997. <https://doi.org/10.1111/socf.12361>

As stated previously, equity is the main priority for this project due to my client's values and the subject matter— sexual assault has major equity implications as aforementioned in the Background, so the needs of marginalized students should be amplified. Hence, the equity criterion will be weighted 60%, and the political feasibility and cost criteria will be weighted 20% each for a total of 100%. The adjusted scores for each alternative taking these weights into account can be found below:

Alternative 1: $(0.2)(4.25)+(0.2)(1)+(0.60)(4)=3.45$

Alternative 2: $(0.2)(2)+(0.35)(2)+(0.60)(2)= 2.3$

Alternative 3: $(0.2)(1)+(0.35)(3)+(0.60)(3.5)= 3.35$

RECOMMENDATION

Based on the above matrix, it is clear that Alternative #1 received the highest score, closely followed by Alternative #3. Hence, I recommend alternative #1: Mandate Trauma-Informed Counselors/Staff for State Senator Boysko to pursue in future legislative sessions. Alternative #2 was automatically discredited due to its low score in Equity, which is the most important criteria in matters of sexual assault. Second important is feasibility, as it would be too much wasted effort to draft a piece of legislation that would not be approved by the State Senate. Both divesting from the police and implementing an anonymous reporting system ran the risk of being less politically feasible, so Alternative #1 seems most desirable. I justify this recommendation because despite the highest cost, this alternative performed the highest in the two most important criteria— political feasibility and equity. The ideal scenario would be to have a combination of Alternative 1 and 3 after the implementation period— through an incremental approach, we could legislate to encourage Virginia universities to divest from police and reallocate those funds to investing in more trauma-informed counselors and staff.

IMPLEMENTATION OF ALTERNATIVE #1: MANDATE TRAUMA INFORMED COUNSELORS

Stakeholder Involvement

Several stakeholders with different roles are expected to be involved in moving the proposed recommendation to mandate trauma-informed counselors forward in Virginia. The key stakeholders include: public universities/administration, sexual assault survivors, counselors/therapists/behavioral health professionals, and the state government. The role of the state government is to provide funding for the public universities to hire more counselors. The role of the public universities is to actively recruit, hire, and train counselors to be trauma-informed and from diverse backgrounds. The role of counselors is to complete the training efficiently and provide care to survivors, and the role of survivors is to engage in mental health care. The Democrats in the state legislature are likely to vote for legislation

that is socially liberal, and legislation advocating for sexual assault victims is typically favored more by the Democratic party than the Republican party for this reason. Due to the Republican party's fiscal austerity, they are less likely to support policies that propose an expansion of the budget for social services like mental health counseling. Hence, Democrats must focus on gaining bipartisan support from Republicans to attain adequate funding for this alternative.

Risk Analysis

One problem with this alternative is that we are not capturing feasibility through any of the criteria. Even if this is approved, there could be supply challenges. Despite the desire to hire more counselors, there may not be enough right now. There is currently a national shortage of counselors, which makes it hard to recruit Black, Indigenous, and People of Color counselors. This is supported by the research; Virginia ranked 41st among the 50 states for mental health workforce availability last year.⁸⁶ Additionally, the Virginia Health Care Foundation published an assessment this year explaining that the COVID-19 pandemic has brought upon its own mental health crisis.⁸⁷ In addition to sexual assault traumas, people are facing pandemic-related traumas such as depression, anxiety, and panic disorders which compound their need for behavioral health (BH) services. The Foundation states, “unfortunately, the need for BH services is expected to continue to outpace the capacity of Virginia’s licensed BH workforce.”⁸⁸ This implies the need for reform in the counseling education system as well and the need for incentivizing counseling careers as a society.

There are also concerns with the type of training in the recommended alternative. The Virginia Department of Criminal Justice Services (DCJS) has a 3-day trauma-informed sexual assault investigations and adjudication training, which involves topics such as the potential effects of trauma, how to interview the complainant and respondent, and working with complainants of different gender identities.⁸⁹ However, due to the nature of this training being administered by the DCJS, there may be biases that endorse the ideas of survivors using the police and criminal justice system during traumatic events. This potential bias poses risks to Black, Indigenous, and People of Color (BIPOC) students who experience systemic bias from the police and criminal justice system. For example, one survey conducted by Tulane University during the 2018-2019 school year showed that about 70% of white

⁸⁶ Local student urges lawmakers to pass more school mental health funding. (2022, January 28). *WRIC ABC 8News*. <https://www.wric.com/news/local-student-urges-lawmakers-to-pass-more-school-mental-health-funding/>

⁸⁷ *New Assessment Finds Alarming Shortage of Virginia Licensed Behavioral Health Professionals and Outlines Attainable Solutions* | Virginia Health Care Foundation. (n.d.). Retrieved March 18, 2022, from <https://www.vhcf.org/2022/01/19/new-assessment-finds-alarming-shortage-of-virginia-licensed-behavioral-health-professionals-and-outlines-attainable-solutions/>

⁸⁸ Ibid.

⁸⁹ *Trauma-Informed Sexual Assault Investigations and Adjudication Training* | Virginia Department of Criminal Justice Services. (n.d.). Retrieved March 10, 2022, from <https://www.dcjs.virginia.gov/training-events/trauma-informed-sexual-assault-investigations-and-adjudication-training>

students felt safer in the presence of police, while only 40% of black students felt the same.⁹⁰ In order to confront this potential negative externality, I recommend evaluating the biases of this training and potentially choosing another training if necessary.

Additional risks include the feasibility of acquiring funding for hiring counselors. According to the American Academy of Arts and Sciences, “between 2000 and 2012, appropriations to public research universities declined by 34 percent per full-time equivalent (FTE) student; meanwhile, public research universities increased the number of students they educate by approximately 23 percent”-- suggesting that the economic recession and other factors have been associated with lower state and local appropriations to assist University operations.⁹¹ This emphasizes the need for potential other sources of funding as well, such as tuition, grants, and endowments. There is also the risk of funding being distributed inequitably.⁹²

Next Steps

In order to implement this alternative, Virginia's Universities will need to acquire funding for hiring new counselors. This will involve the state legislature drafting a new appropriations bill that allocates the appropriate funding to Virginia's 39 public universities. Additionally, the National Institutes of Health (NIH) recommends several workforce development activities for building a trauma-informed workforce, including the following points:

- “Recruiting, hiring, and retaining trauma-informed staff.
- Training behavioral health service providers on the principles of, and evidence-based and emerging best practices relevant to, TIC.
- Developing and promoting a set of counselor competencies specific to TIC.
- Delineating the responsibilities of counselors and addressing ethical considerations specifically relevant to promoting TIC.
- Providing trauma-informed clinical supervision.
- Committing to prevention and treatment of secondary trauma of behavioral health professionals within the organization.”⁹³

⁹⁰ Bryan, C. (2020, June 8). *Police don't make most black students feel safer, survey shows*. Chalkbeat.

<https://www.chalkbeat.org/2020/6/8/21284538/police-security-guards-schools-black-white-students-racism>

⁹¹ *Public Research Universities: Understanding the Financial Model* | American Academy of Arts and Sciences. (n.d.). Retrieved March 18, 2022, from

<https://www.amacad.org/publication/public-research-universities-understanding-financial-model/section/2>

⁹² *Study: Higher Education Funding in Virginia Distributed Inequitably*. (2021, July 19). Diverse: Issues In Higher Education.

<https://www.diverseeducation.com/latest-news/article/15109680/study-higher-education-funding-in-virginia-distributed-inequitably>

⁹³ Treatment (US), C. for S. A. (2014). Building a Trauma-Informed Workforce. In *Trauma-Informed Care in Behavioral Health Services*. Substance Abuse and Mental Health Services Administration (US).

<https://www.ncbi.nlm.nih.gov/books/NBK207194/>

In order to recruit and hire minority faculty, the American Psychological Association (APA) has recommended considering campus climate and self-study questions such as: “What are the demographics of the institution and the community in which it resides?” and “How many faculty/staff of color are in the program?”.⁹⁴ After recruiting and hiring counselors, the training curriculum must be evaluated and adjusted as needed.

My client may also consider conducting focus groups upon implementation of hiring the additional trauma-informed counselors in order to evaluate the new program. Asking questions to students about their experience with the trauma-informed counselors may help indicate the effectiveness of the training and counselors in helping students feel safe.

CONCLUSION

With proper cooperation from the key stakeholders, risk mitigation techniques, and execution of next steps, the state government has the power to aid public universities in mitigating survivors’ trauma through drafting and passing legislation which mandates hiring more trauma-informed mental health counselors. This alternative will take 5-years to implement. Following this transitional period, we also recommend the rolling back of police in the situation; with the onset of counselors, there would be less of a need for police in crisis situations, where they run the risk of secondary traumatization. Additionally, my client may want to consider extending the trauma-informed counselor mandate to Virginia’s community colleges as well. Virginia’s community colleges “enroll a higher percentage of women, first-generation students, and low-income students than 4-year colleges.”⁹⁵ Thus, expanding the accessibility of trauma-informed counseling is an opportunity to ensure equity for survivor’s rehabilitation from trauma, no matter their background or identities.

APPENDIX

Appendix I: Cost Estimates

Alternative #1: Mandate Trauma-Informed Counselors/Staff at VA College Campuses

In order to calculate how many counselors to hire, I made several assumptions discussed in the “Evaluation of Policy Alternatives” section. These values are summarized in Table 1 below.

⁹⁴ *How to recruit and hire ethnic minority faculty*. (n.d.). <https://www.apa.org/pi/oema/resources/brochures/how-to> Retrieved March 12, 2022, from

⁹⁵ J. Potter, S., Fox, N., Smith, D., Draper, N., Moschella, E. A., & Moynihan, M. M. (2020). Sexual Assault Prevalence and Community College Students: Challenges and Promising Practices. *Health Education & Behavior*, 47(1_suppl), 7S-16S. <https://doi.org/10.1177/1090198120910988>

Table 1: Constants and Values used for Cost Calculations

Constants	Value
Ideal Ratio (how many students per 1 counselor)	250
Cost of Counselor (Base)	\$50,000
Pay Increase Rate	3%
Fringe Rate	37.7%
Inflation	2%
Cost of Counselor with Fringe Rate	\$68,650

As aforementioned, the number of students in Virginia's 4-year public universities was found to be 220,589, according to 2021 enrollment data.⁹⁶ The current number of counselors was found to be 179. The individual schools' data to get to this number is summarized below.

⁹⁶ *Fall 2021 college enrollment* | | *richmond.com*. (n.d.). Retrieved April 8, 2022, from https://richmond.com/fall-2021-college-enrollment/table_5bbe8575-b0ac-54a9-84dc-5acde472d7f0.html

Table 2: Virginia Public Universities' Student Enrollments and Counselor Quantities

School Name	Student Enrollment	Counselor Quantity (approx.)
Christopher Newport University	4585	8
George Mason University	39144	14
James Madison University	21996	27
Longwood University	4610	3
Norfolk State University	5426	6
Old Dominion University	23463	9*
Radford University	8964	11**
University of Mary Washington	3960	6
University of Virginia	25454	25
University of Virginia's College at Wise	1665	2***
Virginia Commonwealth University	28865	18
Virginia Military Institute	1652	2
Virginia State University	4045	8****
Virginia Tech	37013	29
William and Mary	9420	11
Total for Public 4-year University	220586	179

*including psychiatrists

**data not found, but used William & Mary's counselor number as a proxy due to similar student enrollment

***data not found, but used University of Virginia's counselor number as a proxy due to similar student enrollment

****data not found, but used Christopher Newport University's counselor number as a proxy due to similar student enrollment

The following table, Table 3, shows the cost calculations performed in Microsoft Excel for the counselors, given the information above. The net present value was calculated using the following

formula: $NPV = (\text{net cash flow at time } t) / ((1 + (\text{discount rate})^t)$, where NPV is net present value and t is the time of the cash flow.

Table 3: Cost Calculations for Implementing Alternative 1 (Mandating Trauma-Informed Counselors)

	Present Cost (Year 0)	Cost, Year 1	Cost, Year 2	Cost, Year 3	Cost, Year 4	Cost, Year 5	
Current Staff	\$12,324,150	\$12,693,875	\$13,074,691,	\$13,466,931	\$13,870,939	\$14,287,068	
New Hires, Year 1		\$9,707,850	\$9,999,086	\$10,299,058	\$10,608,030	\$10,926,272	
New Hires, Year 2			\$9,707,850	\$9,999,086	\$10,299,058	\$10,608,030	
New Hires, Year 3				\$9,707,850	\$9,999,086	\$10,299,058	
New Hires, Year 4					\$9,707,850	\$9,999,086	
New Hires, Year 5						\$9,707,850	Grand Total
Total Spent	\$12,324,150	\$22,401,725	\$32,781,626	\$43,472,925	\$54,484,963	\$65,689,662	\$231,155,050
Present Value		\$21,962,475	\$31,508,676	\$40,965,508	\$50,335,684	\$59,497,150	\$204,269,493

Alternative #2: Implement an Anonymous Sexual Assault Reporting System on VA College Campuses

The following table, Table 4, details the cost projections for Alternative #2, which involves implementing an anonymous Qualtrics survey for survivors to voice their grievances.

Table 4: Cost Projections for Alternative 2 (Implement an Anonymous Sexual Assault Reporting System)

	Year 1	Year 2	Year 3	Year 4	Year 5	Grand Total
	\$48,750	\$48,750	\$48,750	\$48,750	\$48,750	\$243,750
Net Present Value:	\$47,794	\$46,857	\$45,938	\$45,037	\$44,154	\$229,781

As aforementioned in the “Evaluation of Policy Alternatives” section, the estimated cost of a Qualtrics subscription was \$3,250 per university per year. Hence, the above table shows that $\$3,250 \times 15$ to get a total of \$48,750 for all 4-year public schools in VA. Then, the inflation rate and discount rate for each year was taken into account to get a total of \$229,781 over a 5 year time frame.

Appendix II: Background on Key Legislation

Existing Prevention and Legislative Strategies for Sexual Assault

The following status quo interventions and pieces of legislation provide interesting background on the status quo landscape of factors which influence approaches to addressing sexual assault on college campuses. Due to their tangential relations to the topic of rehabilitation from sexual trauma, it is included in the appendix rather than the main body of text.

Legislative Strategies

1. The Clery Act

The Jeanne Clery Act was passed in 1990 as the Student Right-to-Know and Campus Security Act. This act was named after a student from Lehigh University who had been raped and slaughtered in her dormitory room on April 5, 1986.⁹⁷ This act required that “all public and private higher education institutions that receive federal Title IV funding to report their crime data to the Department of Education and publish an annual crime report for the purpose of advancing campus safety and security.”⁹⁸ This act plays out at the University of Virginia with the “Timely Warnings” whenever a robber, assault, or similar crime has occurred in the vicinity of Grounds. The Clery Act also requires that colleges that receive federal funding must release an annual security report (ASR) to employees

⁹⁷ Jee, J. (2015). The Clery Act: Student Awareness and Perceptions of Effectiveness at a Public University and a Private College in East Tennessee. <https://dc.etsu.edu/cgi/viewcontent.cgi?article=4428&context=etd>

⁹⁸ Ibid.

and students including campus crime statistics from the past three years as well as efforts taken to improve campus safety.

One way that the Clery Act may make the rehabilitation process for survivors easier is by prohibiting colleges from releasing identifying information about survivors.⁹⁹ They are only required to disclose the location of the crime, the date of the crime, and the date of the report in their Annual Security Report. This is significant for survivor rehabilitation as it is well-documented that fear of negative attention and social stigma is a major concern for survivors of assault which keeps them from reporting in the first place (*Overcoming*, n.d.). Experiencing humiliation, shame, and lack of empathy from social stigma makes one feel isolated from their community which creates barriers to healing from trauma.

One study by the researchers at Thomas Jefferson University claims that research shows that the requirements of the Clery Act like collecting and publishing crime reports have limited impact, as only little research has analyzed the effectiveness of timely warnings and emergency notifications. This study investigated to what degree these messages can be an effective tool by distributing a 28-item questionnaire to a random sample of 1,000 individuals. The researchers concluded that the Clery Act's messages are "effective at informing campus communities about crime, influencing safety-related behavior, prompting tips that solve crimes, and deterring crime."¹⁰⁰ However, they were also found to have unintended consequences such as promoting panic, reinforcing racial stereotypes, victim-blaming, exposing the identities of victims who report crime, triggering retaliation, and re-traumatizing victims. These consequences reveal that the provisions of the Clery Act may pose concerns from an equity perspective to students of color and victims who are disproportionately gender minorities such as women. It was found that less than 50% of participants reported receiving trainings for drafting messages regarding sexual violence that are trauma-informed which suggests that proper training may alleviate these unintended consequences.¹⁰¹ Despite the robust sample size in this study, these results are reviewed with caution as self-reported data may reflect personal bias from participants.

Another study on the effectiveness of the Clery Act in a public and private university in East Tennessee concluded that students perceive the Clery Act is effective in that they are aware of the timely warnings and change their behavior in accordance with them.¹⁰² The researchers ultimately recommended continuing to advertise emergency alert systems to use text message and email to reach students by cell

⁹⁹ *Clery Act* | RAINN. (n.d.). Retrieved November 9, 2021, from <https://www.rainn.org/articles/clery-act>

¹⁰⁰ Douglas, T. (2019). Effectiveness of Clery Act Timely Warnings and Emergency Notifications. *Theses & Dissertations*. https://jdc.jefferson.edu/diss_masters/10

¹⁰¹ Douglas, T. (2019). Effectiveness of Clery Act Timely Warnings and Emergency Notifications. *Theses & Dissertations*. https://jdc.jefferson.edu/diss_masters/10

¹⁰² Jee, J. (2015). The Clery Act: Student Awareness and Perceptions of Effectiveness at a Public University and a Private College in East Tennessee. <https://dc.etsu.edu/cgi/viewcontent.cgi?article=4428&context=etd>

phone.¹⁰³ The population for this study was large -- 16,200 students across two higher education institutions in Tennessee were sampled. However,

2. The Violence Against Women Act (VAWA)

The Violence Against Women Act (VAWA) is a piece of legislation which created programs to support comprehensive responses to sexual assault, dating/domestic violence, and stalking. These programs are administered by the U.S. Departments of Justice (DOJ) and Health and Human Services (HHS).¹⁰⁴ The Violence Against Women Reauthorization Act of 2021 was recently passed on March 17, 2021 and focuses on investment in a Rape Prevention and Education Program, closure of firearm loopholes, economic justice responses, housing protections, and expanding access to VAWA-funded legal services for survivors.¹⁰⁵ It does not, however, include provisions for immigrant survivors which poses equity concerns particularly for undocumented victims.

The research does claim that the VAWA was effective in expanding protections of the Clery Act, particularly in regards to intimate partner violence (IPV). According to the National Institutes of Health, “after passage of VAWA, the rate of intimate partner violence against females declined 53% between 1993 and 2008, from 9.4 victimizations per 1,000 females aged 12 years or older to 4.3 victimizations per 1,000, according to the Bureau of Justice Statistics.”¹⁰⁶ This research suggests that VAWA amendments to the Clery Act may be effective in funding support for prevention programs and detailing the role of law enforcement. However, one drawback of the research is that there is little public evidence of the effectiveness of VAWA on college campuses in particular -- more research is needed in this area in order to determine whether the role of law enforcement as designated by the VAWA is conducive to supporting and rehabilitating survivors in college.

The original bill was passed in 1994 and has faced criticism for promoting the criminalization of intimate partner violence. It details the role of law enforcement and the types of crimes that are mandated for reporting.¹⁰⁷ Leigh Goodmark, a Professor and Director of a Gender Violence Clinic at the University of Maryland School of Law, suggests that the VAWA be amended to take a non-carceral approach as criminalization is not lowering the amount of violent crime.¹⁰⁸ Instead, she recommends restorative processes of justice that are victim-led and do not require state-based justice systems. She

¹⁰³ Ibid.

¹⁰⁴ Violence Against Women Act. (n.d.). *NNEDV*. Retrieved October 29, 2021, from <https://nnedv.org/content/violence-against-women-act/>

¹⁰⁵ Ibid.

¹⁰⁶ Modi, M. N., Palmer, S., & Armstrong, A. (2014). The role of Violence Against Women Act in addressing intimate partner violence: a public health issue. *Journal of women's health* (2002), 23(3), 253–259. <https://doi.org/10.1089/jwh.2013.4387>

¹⁰⁷ Clery Center. (n.d.-a). Retrieved October 29, 2021, from <https://clerycenter.org/policy/the-clery-act/>

¹⁰⁸ Goodmark, L. (2021). Reimagining VAWA: Why Criminalization Is a Failed Policy and What a Non-Carceral VAWA Could Look Like. *Violence Against Women*, 27(1), 84–101. <https://doi.org/10.1177/1077801220949686>

also suggests that VAWA could invest in community accountability models outside of the criminal system.

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