Adolescent Survivors & Economic Security

Introduction

Intimate partner violence, sexual assault and stalking are crimes with deep economic impacts for survivors. These impacts include both the resulting costs of violence and intentional economic abuses used by offenders to further control survivors. Ranging from diminished educational attainment to job loss to debt, the financial consequences of violence can thwart a survivor’s ability to recover from a violent attack, leave an abusive relationship or remain independent. While many survivors experience these economic impacts, some populations face distinct and significant barriers to achieving safety and economic security due to disproportionate rates of violence and an unequal response in policies or programs.

This fourth Population Policy Brief focuses on the victimization and unique barriers to safety and recovery that adolescent survivors experience. High rates of victimization, legal complications related to their status as minors, school involvement, and how systems and programs respond require special consideration to effectively address the safety and economic needs of these young survivors.

Adolescence is most commonly defined as persons aged 10 to 24 years.\(^1\) This brief will focus on survivors in their middle and late adolescence, aged 14-24, who are in high school or enrolled in post-secondary educational institutions. Recognizing that this cohort represents individuals who are experiencing a variety of unique developmental and life changes, this brief will highlight many of the common challenges and repercussions that violence has on their immediate and long-term economic security.

Economic Security and Adolescents

During adolescence, individuals take critical steps to establish a solid foundation on which they can build future economic security. At age 14, youth can enter the workforce with restrictions on the number of hours and the occupations in which they can work. When they become 16, hourly restrictions are lifted, and by age 18, workers can be employed in any job.\(^2\)

While youth employment may not be directed towards their immediate self-sufficiency, it can be very important. It can help increase economic security for that person’s family either by off-setting costs of basic needs that parents would have paid for — such as clothing or school supplies — or by directly supporting the family budget. It enables young workers to save for school.\(^3\) Working also helps adolescents develop strong time management skills,\(^4\) gain experiences that allow them to attain more supervisory roles,\(^5\) and increases the likelihood of college attendance and success.\(^6\) Lastly, youth employment has been found to have positive impacts on future earnings.\(^7\)

Unfortunately, youth unemployment — defined as the number of individuals who are actively looking for jobs but are unable to find one — has been on the rise. Currently, 16.2% of 16-24 year old job seekers are unemployed — nearly twice the national average.\(^8\) Unemployment is particularly high for black teens whose unemployment rate is nearly double that of non-Hispanic white teens.\(^9\) Loss of these early employment opportunities and benefits can have a life-long impact on economic security. Unemployed youth may fall permanently behind their peers due to
Key Legislation

Title IX bars discrimination on the basis of sex in all educational institutions that receive federal funds. This includes sexual harassment and sexual violence like rape, sexual assault, sexual battery and sexual coercion. Title IX requires schools to “take immediate action to eliminate the harassment, prevent its recurrence and address its effects.”

The Federal Campus Sexual Assault Victims’ Bill of Rights requires that any educational institution receiving federal funds guarantee that:
- survivors be informed of their options to notify law enforcement.
- accuser and accused have the same opportunity to have others present.
- both parties be informed of the outcome of any disciplinary proceeding.
- survivors be notified of counseling services.
- survivors be notified of options for changing living and academic situations.

The Campus Sexual Violence Elimination Act recently became law as part of the 2013 Violence Against Women Reauthorization. This law expands campus education, prevention and by-stander intervention programs, mandates services including legal assistance, counseling and medical care on campus, and establishes standards for response.

While teen pregnancy rates are declining across the nation, traditionally socioeconomically disadvantaged groups—black, Hispanic/Latino, American Indian/Alaska Native youth—still experience the highest rates of teen pregnancy and childbirth, making them even more economically vulnerable.

Barriers to Survivor Security

Early employment experience, high school and college completion, and delayed childbearing all increase the likelihood that an individual will be economically secure in the future. However, violence and abuse experienced by adolescent survivors can hinder their ability to build this foundation and result in increased vulnerability and economic insecurity in both the short and long-term.

Victimization and Reporting

Young women between the ages of 16 and 24 experience the highest rate of intimate partner violence and girls between the ages of 16 and 19 are four times more likely to be victims of rape or sexual assault than the general population. Of high school-aged girls, 20% reported being physically and/or sexually assaulted by a dating partner. The 2011 College Dating Violence and Abuse Poll found that 22% of college women reported abusive dating behaviors, including physical, sexual and verbal abuse or stalkers.

Incidents of sexual assault and rape are highly prevalent among adolescents. The Campus Sexual Assault (CSA) Study found that 28.5% of college women reported an attempted or completed sexual assault before or since entering college — 90% of these incidences were perpetrated by an acquaintance or friend, with college freshman and sophomores being the most vulnerable. Research has also found that these adolescent survivors are more likely to be victimized as adults.

Like the general population, there is significant under-reporting of intimate...
Role of Alcohol and Drug Use in Victimization

Alcohol use is often a factor in the perpetration of violence and incapacitation is a documented strategy of rapists. Nearly a quarter of college men reported using alcohol or drugs to obtain sexual intercourse. Alcohol or drug use at the time of an assault can limit survivors’ ability to recall the events and can undermine their credibility to justice system or campus authorities. Consequently, survivors choose not to report out of fear of not being believed or because they blame themselves for the incident. In some cases, admitting intoxication puts survivors in violation of school policies and could result in their suspension or expulsion. Recognizing the significant role that substance abuse plays in victimization is critical for ensuring that abusers are held accountable for their crimes.

Survivors may also use alcohol and drugs to cope with the trauma of abuse. Long-term substance abuse leads to poorer health, which can result in job loss and leave survivors more vulnerable to future abuse. Greater access to proper mental health counseling and treatment is needed to ensure that survivors are able to fully and safely recover from trauma.

Partner violence and sexual assault among this group. Fewer than half of adolescent incidences of violence are reported to authorities. A survey of high school girls found that only seven percent indicated they would report dating violence to law enforcement. Among college women, less than five percent of sexual assaults are reported. Reporting is even lower when survivors were incapacitated by alcohol or other drugs; only two percent of incapacitated victims reported to the police versus 13% of survivors who were physically forced absent alcohol or drugs.

One reason for low reporting levels may be a lack of recognition or misunderstanding of what constitutes abuse. A 2013 survey commissioned by the No More Campaign, found that younger adolescents are less confident in their ability to recognize the signs of sexual assault than college-aged adolescents.

Another reason is related to the reporting process itself. These processes are not always survivor-centered. A study on how campuses respond to sexual assault found that 84% of the schools surveyed offered confidential reporting and only 46% offered anonymous reporting. Less than half of these schools had reporting services available after business hours, which means survivors may have to wait several hours or days to report incidents or access other critical services. If the assault occurred on a Friday night, for example, a victim could have to wait over 48 hours.

Furthermore, not having conveniently accessible school policies and procedures makes reporting and seeking services difficult. A 2001 College Dating Violence and Abuse Poll found that 38% of college students say they would not know how to get help if they had experienced or were currently experiencing violence.

Administrators also cite drug and alcohol policies as barriers to reporting. If survivors fear disciplinary action or expulsion for alcohol or drug use, they are less likely to report. Furthermore, requiring survivors to participate in campus disciplinary procedure – a school’s disciplinary procedure – is recognized as another barrier to reporting.

As a result of violence or abuse, survivors experience a number of negative impacts on their education. The effects listed in Table 1 have a profound influence on a survivor’s ability to do well in school and maintain employment, and have direct financial and economic costs.

<table>
<thead>
<tr>
<th>Impacts of Abuse/Violence</th>
<th>% of Survivors Reporting</th>
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<tbody>
<tr>
<td>Dropped Classes</td>
<td>8%</td>
</tr>
<tr>
<td>Changed Residence</td>
<td>12%</td>
</tr>
<tr>
<td>Required Counseling Services</td>
<td>22%</td>
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<tr>
<td>Transferred Counseling Services</td>
<td>4%</td>
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<tr>
<td>Quit Job</td>
<td>4%</td>
</tr>
<tr>
<td>Participated Less in Class</td>
<td>24%</td>
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<tr>
<td>Avoided School</td>
<td>22%</td>
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<tr>
<td>Had Difficulty Paying Attention in Class</td>
<td>20%</td>
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</tbody>
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Analysis from the National Council on Crime & Delinquency showed that youth who were victimized – including physical and sexual violence – were more likely to feel unsafe and skip school than non-victimized youth. As a result, high school students who experience abuse are twice as likely as other students to have grades of mostly Ds or Fs.

Abuse also has significant reproductive and sexual health consequences. Power, control and intimidation have a profound impact on a survivor’s ability to negotiate reproductive and health safety. Adolescent girls who experience physical violence are also three times more likely to become pregnant than girls who are not in violent relationships. One study found that condom use was significantly lower among girls who had experienced dating violence.
Reproductive and Sexual Coercion

Futures Without Violence defines reproductive coercion as “behavior that interferes with a person’s ability to control his/her reproductive life.” These behaviors include exposing a partner intentionally to sexually transmitted infections (STI) or potential pregnancy, or threatening a partner with sexual violence. Adolescent girls and women between the ages of 16 and 24 have the highest risk of victimization.

- 66% of teen mothers on public assistance who experienced abuse report that their partner deliberately sabotaged their birth control.
- 26% of adolescents experiencing dating violence indicated that their partner was trying to get them pregnant.
- 52% of adolescent survivors are diagnosed with an STI.

There is a strong link between teen pregnancy, STI transmission and intimate partner violence. Service providers and advocates can partner with groups like Planned Parenthood and the National Campaign to Prevent Teen and Unplanned Pregnancy to incorporate dating and sexual violence awareness and prevention into programs to prevent teen pregnancy and STIs.

Justice System Involvement

Due to their age and enrollment in institutions governed by Title IX of the Education Amendments of 1972, adolescents face a number of legal challenges and complex, often duplicative systems that they must navigate in order to access assistance and justice.

Legal status as a minor often bars survivors from many of the legal protections available to adult survivors. One key tool to ensure economic security and safety is a protection order. However, access to protection orders is limited and complicated for individuals under 18 years of age. Currently, five states do not allow youth petitioners to file for protection. In addition to general accessibility, minors are not able to file petitions against minor abusers in 35 states and the District of Columbia, leaving survivors vulnerable to perpetrators under 18. Furthermore, some states require parental involvement and prohibit minors from requesting protection orders on their own behalf. This means that minors must disclose abuse to their parents, who may or may not be supportive, to be safe. These gaps in protection make it difficult for younger adolescents to seek safety and justice.

For survivors in college, having two distinct and separate justice processes – the college disciplinary system and the criminal justice system – can confuse, re-traumatize and unduly burden survivors. While the criminal justice system seeks to uphold state and federal laws, campus adjudication focuses on violations of student conduct policies. Campus policies must meet requirements established by the Clery Act, Title IX, Campus Sexual Assault Victim’s Bill of Rights, the Campus Sexual Violence Elimination (SaVE) Act and state laws; however, how these procedures and policies are implemented vary widely by institution. State and federal requirements also vary by whether institutions are public or private. As a result, policies differ in terminology, reporting options, personnel required to disclose reports, investigation procedures and adjudication.

Research by Education Development Center Inc., found that nearly 50% of colleges rely on local law enforcement agencies, 27% employ sworn officers and approximately three percent hire private security guards to police the campus. Of these schools, only 37.6% indicated that campus officers are required to be trained to respond to sexual assault. Because many employ local law enforcement or sworn officers, schools often rely on the training officers receive in the state training academy. This fails to recognize the unique nature of sexual assault on campus and assumes that training academies are adequately training officers on how to respond to sexual assault.

Following the report of an assault and preliminary investigations by the school, hearings are held before campus disciplinary boards that are generally comprised of student peers and faculty members. Inclusion of peers on disciplinary boards can expose survivors to retaliation or harassment, making the campus less safe for survivors.

Only a few of the schools surveyed indicated that they educate disciplinary board members on issues of violence against women.

When perpetrators are found responsible though, most sanctions include expulsion or suspension. Nearly 50% of schools have sanctions that require perpetrators to pay the victim restitution.

Services and Resources

Having trained staff and offering support services are two important ways in which schools can assist survivors. Schools may have a legal responsibility to address the effects of violence on their campus, but not
Access to Health Care

According to the Kaiser Family Foundation, patient privacy and confidentiality is linked to greater access to and quality of care sought and attained by adolescents. Many teenagers will forego care or withhold important medical information from a service provider so that their parents would not learn about a health issue.xi

In addition to state laws that dictate whether minors need parental consent to receive services or if providers must notify parents of services rendered, many insurance providers can undermine the privacy of minors. After an insurance claim is placed for a doctor’s visit, insurance providers send the policy holder—in most cases the parents—an explanation of benefits (EOB) that would reveal the nature of the minor’s services.xi This acts as yet another barrier to services for adolescent survivors who are unable to tell their parents about violence they experienced and related health needs.

As a result, community health clinics, particularly sites like Planned Parenthood, are important lifelines for survivors who need services and seek confidentiality.xiv

all schools are well prepared to do so. A survey of high school counselors revealed that 81.3% of their schools did not have a policy or procedure in place to respond to or report incidences of dating violence. Moreover, 70% of counselors surveyed reported that they had no formal training on dating violence and cited that as a primary barrier to supporting survivors. A survey of 2,500 colleges found that only 40% offered campus-wide sexual assault training and only half trained faculty and staff on policies and procedures.

Due to the high incidence of sexual assault, it is critical that survivors have access to health and contraceptive services. For minors, meeting this need is often problematic. Adolescents who have health coverage through their parents may be forced to disclose abuse to access services. Some parental notification laws may require the disclosure of information, such as diagnosis and treatment sexual transmitted infections, which can deter survivors from pursuing treatment.

In terms of contraceptive services, while no state explicitly required parental consent or notification, only 21 states and the District of Columbia expressly allow minors to obtain services without their parent’s involvement. A majority of adolescents therefore must turn to publicly supported family planning centers for reproductive and sexual health services.

In addition to counseling and health needs, survivors often need legal assistance to seek justice or legal options that can help them recover economic losses related to abuse. However, few schools refer survivors to legal counselors. Only three percent of schools connect survivors with legal services.

Strategies and Solutions

Economic Security

Whether a one-time act of violence or a cycle of abusive behavior, the actions of perpetrators often have life-long impacts on the ability of survivors to be safe and independent. It is important to respond to the economic harm abusers cause to ensure that survivors can fully recover, be safe and economically secure in the future.

Education The law requires schools that receive federal funds to minimize the impact of violence and abuse on the ability of survivors to fully engage in academic life. When survivors can participate in classes and activities without fear of confronting their abusers, they are more likely to continue their academic progress. It is critical that schools make accommodations for students who need time to recover from violence or participate in criminal justice proceedings. Extending deadlines to submit assignments and allowing for makeup exams can help reduce academic disruptions and can support a survivor’s ability to complete school.

Responsibilities outlined in Title IX provide schools with guidance on how they can help survivors recover from the full range of harm they experienced. The Department of Education’s Office for Civil Rights issued a “Dear Colleague Letter” in 2011 that offered the following guidelines for institutions of education:

- Ensuring that the survivor and alleged perpetrator do not attend the same classes;
- Moving the survivor or alleged perpetrator to a different residence hall or, in the case of an elementary or secondary school student, to another school within the district;
- Providing counseling services;
- Providing medical services;
- Providing academic support services, such as tutoring;
- Arranging for the complainant to re-take a course or withdraw from a class without penalty, including ensuring that any changes do not adversely affect the complainant’s academic record.
Considerations for Campus Administrators

- Make campus policies and procedures easily accessible
- Waive fees for retaking courses
- Refund tuition for courses survivors failed or dropped as a result of violence or abuse
- Make accommodations so that the survivor can continue their education
- Assist survivors who live off-campus to break leases or terminating utility contracts without incurring fees
- Identify scholarship and loan options for survivors who need to reduce their course load to part-time status
- Certify student health service staff as Sexual Assault Nurse Examiners
- Recognize the prevalence of serial rapists and permanently remove offenders from campus to ensure the safety of others
- Consider how peers-led campus adjudication processes can result in further harassment, trauma and retaliation which may ultimately cause the survivor to fail academically or drop out

Survivors who reduce their course load while recovering from violence may jeopardize their grants, scholarships or student loans. Identifying financial resources to keep post-secondary education affordable is critical. Exploring financial aid options, assisting with federal aid forms or scholarship applications can help reduce the cost of education.

If survivors drop out of school or training programs to ensure their safety, advocates can help them enroll in GED programs or part-time study to complete the necessary credits to graduate from college. Such steps can significantly improve survivors’ future employment opportunities.

**Economic Justice** As a result of violence, survivors may need to retake classes, change housing or transfer to a new school. Each of these consequences presents a significant financial burden. It is important to counsel survivors about all their options – both in the criminal justice system and campus adjudication process – to recover economic losses. If survivors choose to pursue a criminal case, it is important to consider these costs when requesting restitution. If survivors choose not to file criminal charges, schools can play an important role in reducing the cost of violence by allowing survivors to withdraw from courses without penalty, refunding the cost of dropped or failed classes, or waiving enrollment fees at a new institution. In many states, survivors can request economic relief through protection orders, another opportunity to recover economic loses.51

**Employment** Employment counseling and career planning is critical for adolescents. Employment advocates can help connect survivors to education, training or job opportunities that will enable them to achieve security and independence. WOW’s Connections to Careers curriculum can serve as a model for how to educate teens about budgeting, identifying economically secure career paths, training and education needs, writing resumes and interviewing.

Furthermore, employers should be educated about dating and sexual violence and have workplace policies that recognize and respond to the violence and abuse that adolescents experience. Workplaces Respond, a national resource center on workplace violence policies, offers resources and tools so that employers can effectively respond to intimate partner violence, sexual assault and stalking.

**Criminal Justice System and Institutional Adjudication**

Title IX, the Campus Sexual Assault Victim’s Bill of Rights and the Campus SaVE Act provide important guidance on how schools should respond to violence.

**Institutional Policy** Research has found that many students and staff are unfamiliar with school sexual assault policies and procedures. Clarifying a school’s intimate partner and sexual violence policies, making these policies readily accessible to students, explaining how to report assaults and what the disciplinary procedures are, and identifying appropriate support services are necessary for survivors seeking safety, justice and recovery. The University of Michigan’s Sexual Assault Prevention and Awareness Center serves as a good model for what other schools could create. The Center provides a number of resources online that outline how to file a police report.

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Key Recommendations: Direct Service Providers

- Cross-train criminal justice professionals and school disciplinary boards members about teen dating violence and sexual assault.
- Partner with schools to help supplement available services and to offer alternatives to the campus services.
- Ensure that services are accessible and responsive to the needs of adolescents.
- Educate survivors about the various ways in which they can recover the financial and economic costs of abuse.
Key Recommendations: **State Coalitions**

- Provide trainings to school nurses, counselors and others in the school setting about intimate partner violence and sexual assault.
- Educate prosecutors about the legal threshold of incapacitation and how perpetrators use alcohol and drugs to victimize.
- Support model-by-stander intervention programs on campus which can help reduce the incidence of violence and increase the likelihood of reporting.
- Support the dissemination of model policies and practices among campuses.

report as well as how to access medical attention, protection orders, crime victim’s compensation, justice system procedures and other resources that help to educate survivors about their rights and options.

**Campus Adjudication** Participation in justice proceedings can help ensure the safety and economic recovery of a survivor. It is important to educate survivors on the different roles played by the campus disciplinary system and the civil and criminal justice systems. Including information in resources on the differences in what the campus and the justice system can do, and educating practitioners about those differences, will provide survivors with a range of options. For example, many schools use binding administrative actions that serve as no-contact orders for perpetrators. However, that protection is limited in scope and enforcement when compared to a civil protection order, which provides stronger protections for survivors both on and beyond campus and is enforceable by law enforcement.52

**Training** Training is necessary to ensure an effective response to incidences of intimate partner violence, sexual assault and stalking. Any person a survivor may reach out to for support should have basic knowledge of available resources and reporting procedures. Persons in positions of authority – including administrators, teachers, staff, security officers, coaches, counselors, resident advisors and peer leaders – should be trained to recognize and respond to incidents of violence they may witness or disclosures of abuse. They should understand their obligations to maintain confidentiality or to disclose reports and should be prepared to support survivors as they seek safety and justice.

For justice system professionals and campus disciplinary bodies, training is needed to educate individuals about the violence adolescents experience. Each should understand trauma response, legal levels of drug and alcohol incapacitation, and legal and institutional definitions of assault and abuse.

**Partnerships and Outreach** Confidentiality is a concern among adolescents who need support but worry about peers, parents and other individuals that they interact with on a daily basis knowing about their experience. Many schools and campuses partner with local service providers to meet the needs of survivors. Linkages with local domestic violence and rape crisis centers can help provide survivors with an alternative to campus-based services. Such organizations may have more capacity, resources and training to respond to survivor needs.

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**Key Recommendations: STOP Grant Program**

- Include school representatives on coordinated community response teams.
- Educate the justice system on the unique needs of adolescent survivors.
- Consider the growing needs of young survivors as an underserved population in grant making.
- Educate justice system professionals about perpetrators’ use of alcohol to incapacitate victims and legal levels of incapacitation.
These partners should be educated about campus policies and procedures so that they can best counsel survivors about their options and available resources.

Educational institutions, both secondary and post-secondary, should also be engaged in local Coordinated Community Response (CCR) teams. This can help to enhance services, increase understanding of need and improve response through collective action.

Policy

When establishing federal, state and institutional policies, regulations and programs, it is important to consider the distinctive impacts intimate partner and sexual violence has on underserved groups, including adolescent survivors.

Even though adolescents experience intimate partner violence and sexual assault at higher rates than the general population, they are not guaranteed the same protections as adults. Access to protection orders – without parental involvement, which can serve as a deterrent for accessing safety and services – can ensure that minor adolescents can complete their education, work and/or engage in extracurricular activities without fear of their abuser and retaliation. Access to protection orders can also help adolescents secure economic relief from the financial costs associated with abuse that may include course and tuition fees, the cost of transferring schools or residents, and mental and physical health care costs.

When minors are unable to petition for protections, it suggests that the violence they are experiencing is not as dangerous as what adults experience, or that minors cannot be held accountable for violent acts. As a result, adolescent survivors may not believe that they are experiencing abuse or that the violence is not serious. Expanding access to these protections may increase reporting rates and ensure survivors seek out the support they need.

School drug and alcohol policies are also potential barriers to reporting because survivors may fear the consequences of violating these policies if they were impaired at the time of the assault. Clarifying institutional policies and making exceptions for survivors of violence and abuse can help to ease the concerns of survivors and increase reporting and access to safety and justice.

Finally, access to no- or low-cost health and counseling services through public health clinics and other service providers, and reducing barriers that deter individuals from using those services can help to reduce the long-term health and economic consequences of violence.

Conclusion

Adolescent survivors experience some of the highest rates of intimate partner violence and sexual assault. The consequences of an abuser’s actions can undermine a survivor’s immediate and future safety and economic security. Because adolescents are in school or are minors, they are governed by different systems and laws than adult survivors, which can sometimes provide them with fewer protections and opportunities to achieve economic justice than their adult counterparts. Adolescent survivors face many of the same economic impacts as adult survivors but may have longer-term consequences due to the lifelong harm of not completing high school, dropping out of college, early unemployment and teen pregnancy. Addressing these economic harms as part of efforts to support adolescent survivors is necessary to promote full recovery from violence and abuse and ensure future safety and security.
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