

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
--------------------------	---------------	------	-------------

001. fax	Wendy Katz to Laura Schiller re: political (6 pages)	06/08/2000	Personal Misfile
----------	--	------------	------------------

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Ann O'Leary
OA/Box Number: 19585

FOLDER TITLE:

VAWA [Violence Against Women Act] [Folder 1] [1]

2013-0436-S

rc1292

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

Freedom of Information Act - [5 U.S.C. 552(b)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

NATIONAL ASSOCIATION OF ATTORNEYS GENERAL
INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE
NATIONAL SHERIFFS ASSOCIATION

June 22, 2000

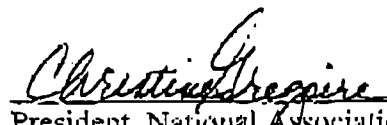
The Honorable Orrin Hatch
Chairman
Committee on the Judiciary
United States Senate
The Capitol
Washington, D.C. 20520

Dear Chairman Hatch:

We, on behalf of the undersigned organizations, support the Violence Against Women Act II, S. 51 as modified, and urge you to schedule this bill for Judiciary Committee action and vote this legislative session. Since VAWA was enacted in 1994, the resources it provided have allowed law enforcement organizations to combat gender-based violence in a more efficient and effective manner. VAWA II will enable us to continue and strengthen our efforts to prevent these crimes. We further urge the Congress to preserve and authorize the Violent Crime Reduction Trust Fund, that directs its revenues to the fight against violence against women, through fiscal year 2005. Congress recognized the importance of a dedicated source of revenue in 1994 when it enacted VAWA, and this should be continued.

We urge the Judiciary Committee to act on this matter promptly, so that there will be time for the full Senate to vote on the bill this session. We appreciate the opportunity to share our views on this critically important issue, and we stand ready to work with you on this bill to protect our women and children. Please feel free to contact any one of us directly if you have any comments or questions regarding the views expressed in this letter.

Sincerely,



President, National Association of
Attorneys General



President, National Sheriffs Association



President, International Association of Chiefs of Police

cc: The Honorable Trent Lott, Senate Majority Leader
The Honorable Tom Daschle, Senate Minority Leader

The Honorable Patrick Leahy, Ranking Member, Senate Judiciary Committee
Members of the Senate Judiciary Committee

File: VAWA

**FIRST LADY HILLARY RODHAM CLINTON
REMARKS AT VAWA REAUTHORIZATION
THE WHITE HOUSE
JUNE 12, 2000**

Thank you all and welcome to the White House. We are here today to send a clear message: If we want to stop violence against women, protect its victims, and prosecute those responsible, then we must reauthorize the Violence Against Women Act now.

There didn't used to be events like this. The words domestic violence used to be whispered by only a few brave activists and survivors. So, I am especially pleased to look around Presidential Hall today and see so many leaders from law enforcement, government, and non-profits who have worked tirelessly to ensure that no woman falls victim to violence.

I want to thank Secretary of Health and Human Services Donna Shalala and Bonnie Campbell, the Director of our Violence Against Women's Office, for helping to lead the Administration's efforts on this issue. And I want to thank all the Members of Congress who are here for speaking out on the Floor and in their communities to protect women from abuse and assault. We will hear later from Senator Barbara Boxer and Congresswoman Connie Morrell who, along with Joe Biden and John Conyers are working tirelessly in the Congress to reauthorize VAWA -- and I want to thank them for their leadership.

Violence against women is not just a women's issue. It's a family issue -- and it's a criminal issue. We are delighted to welcome so many members of the law enforcement community who are working on the frontlines to help victims of abuse and punish their offenders.

I want to welcome Sheriff Kathy Witt of Fayette County, Kentucky. She used VAWA funds to create a "zero tolerance" unit which serves emergency protective orders on batterers within 12 hours after they are issued -- when women are most vulnerable. We will also hear from Maryland State Attorney General Joseph Curran who has championed VAWA by creating a statewide Family Violence Council to improve the way Maryland responds to violence against women. And, finally, we will hear from Rose Pulliam, the Associate Director of the Alabama Coalition of Domestic Violence, who has teamed up with law enforcement to better serve victims of violence at the local level.

We know that violence against women is an equal opportunity destroyer, plaguing women of all ages and backgrounds, all races and religions, all communities and countries. Last week, I joined women from all over the world at the United Nations to celebrate the strides we have made since the Beijing Conference five years ago -- and recommit ourselves to the work that is still left undone. And an issue that kept being raised again and again was domestic violence.

Because of so many of you here, we were able to stand up as a country and talk about the real progress we've made. It wasn't so very long ago that survivors had to rely on friends and family to hide them from their abusers, give them a roof over their heads, food for their children, and tools to help them rebuild their lives. I remember the women who came to me when I was a young law student and then a lawyer. Bruised in body and spirit, ridiculed and ignored, they had nowhere to go for help. At that time neither the police nor the legal system really treated domestic violence as a crime.

But that has changed. When we met at the UN last week, we said that we are finally treating violence against women not as trivial, but as criminal. And it is finally going down. The Justice Department recently released a report showing that, from 1993 to 1998, domestic violence declined by 21 percent. In fact, intimate partners committed fewer murders in 1996, 1997, and 1998 than in any other year since 1976.

None of this would have been possible without the Violence Against Women Act. And today, I am releasing two new government reports that show how VAWA has helped us increase resources, change attitudes, and make critical strides to combat domestic violence.

VAWA has meant \$1.5 billion in more funding for local organizations and law enforcement offices all over the country. It has provided shelter to more than 300,000 battered women and children. It has given nearly 500,000 domestic violence victims a toll-free national hotline to call 24 hours a day, 365 days a year. And it has helped thousands of police officers, judges, and state prosecutors to better serve the domestic violence victims who turn to them for help.

I am pleased to be joined today by police officers from Domestic Violence Units in Maryland and Virginia who are standing behind me, as well as representatives of the International Association of Chiefs of Police, the Police Executive Research Forum, the National Association of Attorneys General, the National Sheriffs Association, and the National Organization of Black Law Enforcement Executives.

I know how hard you have worked to make VAWA's promises a reality for women and children everywhere. Today a police officer who receives a call from a woman being abused at home is more likely to know how to respond. A police department or D.A.'s office is more likely to have people specializing in domestic violence and sexual assault cases.

Law enforcement officers are more likely to forge partnerships with social service providers to serve victims more effectively. I heard, for example, about a community that created a mobile unit to provide direct assistance to victims in rural areas.

So, when we went to the UN last week, we talked about our progress, but we did not claim victory. Because every day, we see women walking down the aisles of the grocery store or driving along the street who are still going home scared to death of the loved ones they should trust the most.

When nearly one-third of women murdered each year in America are still killed by their intimate partners, our job is not done. When one million women are stalked each year...and when women were still raped and sexually assaulted more than 300,000 times in 1998 alone, our job is not done. And when law enforcement officers still don't have the resources they need to punish those who hurt women with the full force of the law, our job is not done.

For centuries, domestic violence victims suffered in silence, without anywhere to turn, without anyone to help. When we passed the Violence Against Women Act, we finally gave abused and assaulted women a lifeline. And we cannot take it away now.

Together, we can reauthorize VAWA so that all perpetrators of domestic violence are punished, and all battered women are protected. We know what needs to be done. But we need the will to do it.

If we have the will, we can say that no immigrant woman ever has to choose between seeking protection and being deported. We can do more to help Native American women in tribes. We can protect victims in dating relationships. We can make sure that protective orders are still actually protecting women, even when they move across state lines.

And we can guarantee that children in abusive homes, who have already suffered far too much, are able to remain with their non-abusive parent, instead of being sent away. I have seen too many children who have been traumatized by the violence they have witnessed, only to grow-up and repeat the same tragic cycle. In fact, for males, witnessing domestic violence is the single best predictor of juvenile delinquency and adult criminality.

The Vice President, a strong voice for abused women and children, is sending a letter to every Member of Congress today asking them to make reauthorizing VAWA a priority.

We know this is a priority for our law enforcement community. It is a priority for the Members here. It's a priority for this Administration. It's a priority for the U.S. Conference of Mayors. Most important, it is a priority for women and families. Now, it is time for Congress to act.

If we fail to reauthorize VAWA, we fail the women who are being hurt every day by loved ones and strangers. We cannot let them down. And I know we won't.

And now it is my great honor to introduce a Sheriff who is working tirelessly to stop violence against women in her own community, and setting an example for all of us to follow.

Please welcome Sheriff Kathy Witt of Fayette County, Kentucky...

YAHOO! NEWS[Home](#) - [Yahoo!](#) - [My Yahoo!](#) - [News Alerts](#) - [Help](#)**REUTERS**

Play Libertease at

**Grassroots.com**[Home](#) | [Top Stories](#) | [Business](#) | [Tech](#) | [Politics](#) | [World](#) | [Local](#) | [Entertainment](#) | [Sports](#) | [Science](#) | [Health](#)**Politics Headlines**

Add to My Yahoo!

Monday June 12 5:50 PM ET

First Lady Urges Action on Domestic Violence Bill



Reuters Photo

WASHINGTON (Reuters) - First Lady Hillary Rodham Clinton on Monday urged Congress to reauthorize legislation aimed at preventing violence against women and helping victims of domestic violence.

Clinton, flanked by domestic violence law enforcement officers at a White House event, said that since enacted in 1994 the Violence Against Women Act has provided \$1.5 billion to helped communities develop programs to protect victims of domestic violence and provide shelters. It also provided for a national toll-free hotline for victims and helped finance counseling and prevention programs, she said.

"We are here today to send a clear message that if we want to stop violence against women and protect the victims and prosecute those responsible then we must reauthorize the Violence Against Women Act now," said Clinton, who is running for the U.S. Senate from New York.

A bill sponsored by Rep. Constance Morella, a Maryland Republican, would authorize another \$2.6 billion for community programs over five years. The legislation has 195 co-sponsors, Morella said. The current program expires at the end of the fiscal year on September 31.

The bill has been approved by a House Judiciary subcommittee and is scheduled to go before the full Judiciary committee next week, Morella said. The International Association of Chiefs of Police, the National Association of Attorneys General, the National Sheriffs Association and the Police Executive Research Forum support reauthorization, the White House said.

While the number of women suffering violence from a husband or boyfriend declined 21 percent from 1993 to 1998, it remains a serious problem, according to a report from the Justice Department. Women are three times more likely than men to be murdered by a partner, the Department said.

Speak your mindDiscuss this story with
other people.[\[Start a Conversation\]](#)(Requires [Yahoo! Messenger](#))

About 307,000 sexual assaults against women were reported in 1998 and over one million women are stalked annually, it said.

A key provision of the 1994 Violence Against Women Act was struck down by the Supreme Court in May. The court ruled that Congress had exceeded its powers in enacting a measure that allowed rape and domestic violence victims to sue their attackers in federal court.

[E-mail this story](#) - [\(View most popular\)](#) | [Printer-friendly format](#)

JUNE 12, 2000

**RALLY FOR REAUTHORIZATION OF
THE VIOLENCE AGAINST WOMEN ACT**

Date: Monday, June 12, 2000
Time: 12:30 PM
Location: 450 OEOB
From: Ann O'Leary, Heather Howard and Eric Morse

I. PURPOSE

To demonstrate your commitment to combating violence against women by joining with law enforcement to call for reauthorization of the Violence Against Women Act (VAWA).

II. BACKGROUND

Overview

You will join with law enforcement to highlight the success of VAWA and the importance of VAWA funding to law enforcement efforts to combat violence against women. You will announce key law enforcement support for reauthorization, and you will release reports from the Departments of Justice and Health and Human Services detailing the progress of VAWA. You will also announce that, through May 31, 2000, the National Domestic Violence Hotline has received nearly 500,000 calls. Finally, you will also announce that Attorney General Reno and Secretary Shalala are calling on their Cabinet colleagues to do more with their agency resources to address the problem of domestic violence.

Background

In 1994, with your strong support, Congress passed the landmark Violence Against Women Act (VAWA), as part of the Administration's crime bill, to combat domestic violence, sexual assault, and stalking. The Act established new Federal criminal provisions and key grant programs that improve the criminal justice system's response to domestic violence, sexual assault and stalking, and direct critical services to victims. As the DOJ and HHS reports you are releasing detail, \$1.5 billion dollars in Federal grant funds have gone to the states to enable law enforcement agencies and communities across the nation to promote the safety of countless women and hold offenders accountable. These grants have supported the work of prosecutors, law enforcement officials, the courts, victim advocates, health care and social service professionals, and intervention and prevention programs.

Announcements

- You will be releasing reports from the Departments of Justice and Health and Human Services that describe the importance of the Violence Against Women Act and the accomplishments since it became law. The reports detail the different programs receiving support through VAWA. For example, HHS grants have helped to shelter more than 300,00 women and their dependents each year and the National Domestic violence Hotline has

responded to nearly 500,000 calls. The Department of Justice has issued over \$800 million in grants, \$549 million of which has gone to STOP grants ("Services-Training-Officers-Prosecutors"), which promote a coordinated approach to violence against women by encouraging the states to pool the expertise and resources of law enforcement, prosecutors, and victim advocates.

- You will announce key law enforcement support for VAWA reauthorization. The International Association of Chiefs of Police (IACP), has written a letter to the President endorsing reauthorization, and the National Association of Attorneys General (NAAG), has approved a resolution endorsing authorization. In addition, the National Sheriffs Association and the Police Executive Research Forum (PERF) are supporting reauthorization.
- The Vice President is joining the call for reauthorization, sending a letter to every Member of Congress asking them to make reauthorization a priority.
- Attorney General Reno and Health and Human Services Secretary Donna Shalala are calling on their Cabinet colleagues to use their agency resources to address the problem of domestic violence.

III. PARTICIPANTS

In addition to you, the speaking program includes:

Joseph Curran, Jr., Maryland Attorney General. Mr. Curran has been Maryland's Attorney General since 1986, and has seen the tremendous difference that VAWA has made in his state. VAWA has allowed for the creation of programs where sheriffs, police officers, judges, prosecutors, and service providers respond in a coordinated fashion so that victims' needs are addressed and offenders are prosecuted. Mr. Curran has helped to create a state-wide Family Violence Council which assembled judges, law enforcement, and other experts in order to improve responses to violence against women. In Maryland, VAWA funds have helped to train law enforcement and help them adopt preferred arrest policies; train prosecutors and provide for specially-trained prosecution units focusing on violence against women; and provide training to the judiciary. To date, Maryland has received over \$20 million in VAWA funding from the Department of Justice.

Rose Pulliam, Associate Director of the Alabama Coalition Against Domestic Violence. In addition to her current position, Ms. Pulliam has also served as the Program Director for the Family Service Center of Talladega, a local service program, and also as the Executive Director for Second Chance, Inc., a local battered women's shelter. Ms. Pulliam has worked in the domestic violence and sexual assault social services area in Alabama for over seven years, and has seen first-hand the impact that VAWA has had on both a programmatic level and a community-response level. Ms. Pulliam will describe the dramatic impact that the VAWA funding has had in Alabama, including helping to fund the creation of 42 Domestic Violence Response Councils across the state, which developed protocols for law enforcement, the criminal justice system, and social service providers. These protocols allow law enforcement and the

shelter system to work in a coordinated way in order to combat violence against women. For instance, in Huntsville, Alabama, domestic violence advocates accompany law enforcement officers in responding to domestic violence calls, and, therefore, are able to provide assistance immediately. Ms. Pulliam will call for reauthorization of VAWA, not only in order to continue to fund the VAWA grant programs but for the important message that it sends to each community that violence against women will not be tolerated.

Kathryn Witt, Sheriff of Fayette County, Kentucky (Lexington). Sheriff Witt has worked in law enforcement for over 15 years, and will describe the impact that VAWA has had from a law enforcement perspective. In Kentucky, protective orders are not effective until they are served; in Fayette County, VAWA funds have helped to fund the “zero tolerance” unit which serves emergency protective orders on batterers within 12 hours after they are issued – when women are the most vulnerable. VAWA funds have also been used to gather evidence for prosecutions such as photographs of injuries; and to provide cell phones to battered women so that they have immediate access to help in case their lives are endangered. Sheriff Witt’s office has also used VAWA funding to employ a law enforcement/victim advocate who travels to victims’ homes and helps them to implement safety plans which include changing locks and providing outside lighting. To date, Kentucky has received over \$13 million in VAWA funding from the Department of Justice.

Representative Connie Morella. Rep. Morella, who has a long history of work on domestic violence issues and who chairs the Women’s Caucus Violence Against Women Task Force, is the sponsor of H.R. 1248, legislation to reauthorize VAWA. Her bill is primary legislative vehicle in the House.

Representative John Conyers, Jr. Rep. Conyers, who is Ranking Member of the House Judiciary Committee, is the sponsor of H.R. 357, comprehensive legislation to reauthorize VAWA. Although his legislation is not moving, he is helping to move Rep. Morella’s bill through the Judiciary Committee.

Audience

The audience will consist of 17 members of Congress (Senator Barbara Boxer and Representatives Dale Kildee, Karen McCarthy, Eddie Bernice Johnson, Jo Ann Emerson, Corrine Brown, Grace Napolitano, Ken Bentsen, Sheila Jackson Lee, Julia Carson, Eni Faleomavaega, John Lewis, Mike Thompson, Earl Hilliard, Eliot Engel, Lucille Roybal-Allard); in addition, there will be representatives of law enforcement groups and groups in the National Task Force to End Sexual and Domestic Violence Against Women.

IV. SEQUENCE OF EVENTS

- **HRC**
- Sheriff Witt
- Representative John Conyers
- State AG Joe Curran
- Representative Connie Morella
- Rose Pulliam
- **HRC (close)**

V. PRESS PLAN

- Open press

VI. REMARKS

- To be provided by Laura Schiller

ATTACHMENTS

- Press paper
- Fact sheet on VAWA reauthorization
- DOJ Report: "The Clinton Administration's Crime Control Strategy: A Commitment to End Violence Against Women"
- HHS Report: "Violence Against Women: Progress Report"
- Vice-President letter
- Reno/Shalala letter

FIRST LADY HILLARY RODHAM CLINTON JOINS WITH LAW ENFORCEMENT TO CALL FOR REAUTHORIZATION OF THE VIOLENCE AGAINST WOMEN ACT

Today, First Lady Hillary Rodham Clinton will join with members of the law enforcement community and a bipartisan group of members of Congress to urge Congress to reauthorize the Violence Against Women Act (VAWA). She will announce key law enforcement support for reauthorization, and will highlight the success of VAWA, releasing reports from the Departments of Justice and Health and Human Services detailing the progress of VAWA. In addition, she will announce that, through May 31, 2000, the National Domestic Violence Hotline has received nearly 500,000 calls. Finally, she will announce that Attorney General Reno and Health and Human Services Secretary Donna Shalala are calling on their Cabinet colleagues to use their agency resources to address the problem of domestic violence. The Vice President is joining the call for reauthorization, sending a letter to every Member of Congress asking them to make reauthorization a priority.

The First Lady will be joined by Attorney General Joseph Curran, Jr. of Maryland, Sheriff Kathy Witt of Fayette County, Kentucky, Rose Pulliam, Associate Director of the Alabama Coalition Against Domestic Violence, and Representatives John Conyers, Jr. and Constance Morella.

VAWA'S SUCCESS IN COMBATING DOMESTIC VIOLENCE

Over the last seven years, this Administration has led an historic effort to reduce crime in our Nation's communities and, in particular, to recognize and respond to violence against women. In 1994, with the First Lady's strong support, Congress passed the landmark Violence Against Women Act (VAWA) as part of the Administration's crime bill to combat domestic violence, sexual assault, and stalking. The Act established new Federal criminal provisions and key grant programs that improve the criminal justice system's response to domestic violence, sexual assault and stalking, and direct critical services to victims. As the DOJ and HHS reports being released by the First Lady detail, through these programs, \$1.5 billion dollars in Federal grant funds have gone to the states to enable law enforcement agencies and communities across the nation to promote the safety of countless women and hold offenders accountable. These grants have supported the work of prosecutors, law enforcement officials, the courts, victim advocates, health care and social service professionals, and intervention and prevention programs.

A recent report by the Bureau of Justice Statistics demonstrated that domestic violence has declined since 1993 and that VAWA programs are working. In 1998, for example, women experienced 21 percent fewer violent offenses at the hands of an intimate partner than in 1993. In 1996, 1997, and 1998, intimate partners committed fewer murders than in any other years since 1976.

VAWA MUST BE REAUTHORIZED

Although we have made tremendous strides, violence still devastates the lives of many women and children. Nearly one-third of women murdered each year are killed by their intimate partners, violence by intimates accounts for over 20 percent of all violent crimes against women, and women were raped and sexually assaulted 307,000 times in 1998 alone. If VAWA is not reauthorized, authorizations for the critical programs will expire, and the programs may go

unfunded. Passage of reauthorization will be a vital step to sustain and increase Federal efforts to combat violence against women, ensuring that we not only maintain support of existing programs but also expand the investigation and prosecution of crimes, provide even greater numbers of victims with much-needed assistance, maintain and expand the domestic violence hotline, shelter, and rape prevention and education programs, and support the creative partnership between law enforcement, victim advocates and communities that have proven so effective.

LAW ENFORCEMENT RALLIES BEHIND REAUTHORIZATION

VAWA programs have provided tremendous support to law enforcement in their efforts to combat violence against women. DOJ has awarded more than \$800 million dollars in VAWA grants to law enforcement officials, prosecutors, victim advocates, and courts to address the problem of violence against women at the state, local, and tribal levels. These grants have enabled states to train personnel in handling cases of violence against women, increase prosecutions, assist victims, and build innovative partnerships between law enforcement, prosecutors, and victim services providers.

The First Lady will stand with law enforcement to recognize the importance of VAWA to the law enforcement community. She will highlight the strong support the International Association of Chiefs of Police (IACP), the National Association of Attorneys General (NAAG), the National Sheriffs Association, and the Police Executive Research Forum (PERF) have given to reauthorization. She will release a resolution from NAAG in support of reauthorization, and a letter from IACP to President Clinton supporting reauthorization.

Fact Sheet: Violence Against Women Act II — DRAFT

Background

In 1994, Congress passed and the President signed landmark legislation to fight violence against women. This legislation – the Violence Against Women Act (VAWA) – has been implemented by the Department of Justice and the Department of Health and Human Services. The Act established new criminal provisions and key grant programs that improve the criminal justice system's response to domestic violence, sexual assault and stalking, and direct critical services to victims. These provisions have enabled law enforcement agencies and communities across the nation to promote the safety of countless women and hold offenders accountable. Although we have made tremendous strides in the last six years, violence still devastates the lives of many women and children. In a nation where nearly one-third of women murdered each year are killed by their intimate partners, where violence by intimates accounts for over 20% of all violent crime against women, where women were raped and sexually assaulted 307,000 times in 1998 alone, and where approximately one million women are stalked each year, there is much work to be done.

Our next critical step is to pass the Violence Against Women Act II (VAWA II) in this Congress. VAWA II takes vital steps to sustain and increase our efforts to combat violence against women. Since the passage of VAWA, more than \$1.5 billion in VAWA grant funds have supported the work of prosecutors, law enforcement officials, the courts, victim advocates, health care and social service professionals, and intervention and prevention programs. Programs under VAWA administered by HHS include victim services, shelters, and hotline assistance for both domestic violence and sexual assault. The Department of Justice has administered the VAWA programs which support coordinated strategies by law enforcement, prosecution, victims services and the courts, and create centralized sexual assault and domestic violence units in police and prosecutors' offices. Unfortunately, the authorizations for all but one of these life-saving programs will expire this year. Passage of VAWA II will reauthorize these grants, ensuring that we maintain our support of current programs and bring these tools to new communities that are only now beginning to address violence against women. VAWA II also makes enhancements to other parts of VAWA that will strengthen our enforcement, intervention and prevention strategies.

VAWA II Priorities

The following provisions are essential to include in violence against women legislation:

1. **Reauthorize and enhance the VAWA grant programs.** The VAWA grant programs have improved the lives of countless victims across our nation. We must reauthorize these programs through fiscal year 2005 so that we can expand the investigation and prosecution of crimes, provide even greater numbers of victims with much-needed assistance, maintain and expand the domestic violence hotline, shelter, and rape prevention and education programs, and support the creative partnerships between law enforcement, victim advocates and communities that have proven so effective. The following enhancements will improve these programs and enable us to target resources where they are most needed.
 - ◆ **Direct critical resources toward traditionally underserved populations.** Certain victims, including those who are elderly or disabled, live in rural areas, speak little or no English, or come from certain cultural and religious backgrounds face particular difficulties when they try to access services or protections. By adding these populations to the "purposes" section of existing grant programs, we can reinforce our ability and our commitment to serving these victims.
 - ◆ **Support monitoring and stewardship of the shelter program.** A set-aside of 1.5% of shelter funding to extend the monitoring and stewardship activities related to emergency shelter and assistance activities in the grants for battered women's shelter program is essential. The additional staff resources and technical assistance capacity are critically needed to keep pace with the rapidly expanding services sector and allow the federal government to provide on-site technical assistance and program support to the grantees that operate these programs in states, territories, and tribal areas. This will result in enhanced sharing of information and best practices, and improved monitoring of federal resources.
 - ◆ **Ensure the continuation and expansion of support for the Shelters, National Domestic Violence Hotline, and rape prevention and education programs.** Expanding and providing services to currently underserved populations is the key next step in the shelter program. Striving to maintain the quality service, training, referrals, and real-time responses to the national community by maximizing the resources available for the Hotline is a key support to domestic violence services. Supplementing the state run rape crisis centers and State Sexual Assault Coalitions' with rape prevention and education

grants is needed, rather than having states supplant funds from other sources.

- ◆ **Set-aside 5% of DOJ grant funds for tribes.** A recent Bureau of Justice Statistics study found that rates of violent victimization were substantially higher among Native Americans. The rate of violent crime experienced by Native American women is estimated to be more than twice that experienced by women generally. It is critical that we direct resources to tribes so that they can provide focused, culturally appropriate assistance to victims in their communities.
 - ◆ **Allocate money for courts in the STOP Violence Against Women Formula Grant Program and reauthorize the State Judicial Institute grants for model judicial training programs.** These measures will provide training and resources for judges and court personnel to enhance their handling of domestic violence and sexual assault cases. Educated judges craft orders that improve victim safety and use graduated sanctions to hold offenders accountable.
 - ◆ **Amend VAWA to include a re-allotment provision in the STOP Program.** A re-allotment provision would ensure that any grant funds that are not obligated to a particular project within two years can be reallocated to support victim services projects. This provision would maximize the resources available for these important programs.
 - ◆ **Provide authorizing legislation for the Domestic Violence Victims' Civil Legal Assistance Program.** This grant program offers legal representation to victims in cases related to their safety and well-being. It currently operates only under appropriations acts. Legislation is needed to provide a framework and continuity for this vitally important program.
 - ◆ **Extend the authorization of the Grants to Combat Violent Crimes Against Women on Campuses Grant Program to fiscal year 2005.** This important program focuses on the safety of women at institutions of higher education. The tragic death of a young Columbia University student in February, 2000, at the hands of her boyfriend highlights the need to develop specialized approaches to violence against women on college campuses.
2. **Strengthen the VAWA criminal provisions.** VAWA and subsequent legislation authorized federal law enforcement officials to investigate and prosecute interstate domestic violence, stalking, and violations of protection orders. This sent the powerful message that violence against women is a crime and is treated seriously. Based on our experience implementing these provisions, we have identified ways to make the law even more effective, including changes that enhance our ability to protect Native American victims of violence and that close loopholes which now hamper our ability to most effectively prosecute these crimes.
 3. **Ensure that victims in dating relationships enjoy the protection of the federal criminal laws and all available grant programs.** Under current law, federal law enforcement officials are not authorized to apprehend and prosecute offenders who prey on victims who are in dating relationships with their abusers, and victims cannot receive VAWA-funded services in some jurisdictions. Data collected by the Bureau of Justice Statistics indicate that domestic violence occurs at the highest rates among young persons ages 16 - 24 and that more than four in ten incidents of domestic violence involve non-married partners. We must ensure that these vulnerable victims have access to services, and we must close this dangerous loophole in federal law by specifying that the VAWA criminal provisions cover these offenses.
 4. **Protect immigrant women and children from domestic violence.** VAWA included important protections for battered immigrant women that lessened the ability of abusers to use immigration laws to coerce, control, or intimidate them. Unfortunately, the complexities of our immigration laws have undermined these provisions. VAWA II amendments would restore these protections.
 5. **Enhance the full faith and credit provisions.** VAWA requires states and territories to give full faith and credit to protection orders issued by other jurisdictions. Two aspects of the current law need to be strengthened. First, some states currently require victims to register their protection orders in their courts before they will enforce them. VAWA II would remove this dangerous prerequisite to enforcement. Second, VAWA II would take important steps to protect Native American women by reinforcing that tribal protection orders are entitled to full faith and credit by states and that tribal courts have jurisdiction to enforce protection orders against both Indian and non-Indian offenders.
 6. **Facilitate filing and service of protection orders.** Many victims of domestic violence struggle with the fees associated with obtaining protection orders. Financial resources should not determine victim safety or access to

the protections of our legal system. VAWA II would clarify that all recipients of STOP grant funds must facilitate filing and service, without cost to the victim, in both civil and criminal cases.

7. **Ensure that children remain in the custody of non-abusive parents.** We can take two critical steps to reduce the impact of domestic violence on children. First, VAWA II will amend the Parental Kidnaping Prevention Act to enhance the ability of victims who flee abuse to obtain custody orders without returning to dangerous jurisdictions. Second, it will establish grants for supervised visitation centers. These centers protect victims and their children, and minimize the danger of parental abduction, by providing secure environments for visitation and exchange of children.



The Department of Justice
and
The Department of Health and Human Services



The Honorable Alexis M. Herman
Secretary of Labor
Washington, DC 20210

Dear Secretary Herman:

We are writing to you, and to other members of President Clinton's Cabinet, to encourage you to work with us to end violence against women. Over the past 7 years, this Administration has led an historic effort to reduce crime in our Nation's communities and, in particular, to recognize and respond to violence against women. In 1994, as part of President Clinton's crime bill, Congress passed the landmark Violence Against Women Act (VAWA) to combat domestic violence, sexual assault and stalking. The law takes a comprehensive approach to fighting violence against women--combining tough new criminal penalties with programs to prosecute offenders and aid victims. This groundbreaking law has made a difference in the lives of countless women and children.

But in a nation where nearly one-third of women murdered each year are killed by their intimate partners, where violence by intimates accounts for over 20 percent of all violent crime against women, where approximately one million women are stalked each year, and where women were raped and sexually assaulted 307,000 times in 1998 alone, our work is far from finished. To date, a number of legislators have introduced bills that would re-authorize and improve the Violence Against Women Act. We are extremely hopeful that Congress will seize this opportunity to build upon its strong record on violence against women and pass the re-authorization legislation this session.

The Departments of Justice and Health and Human Services have led the federal effort to end violence against women. As the end of this Administration approaches, we want to make sure that the entire Federal Government is doing everything possible to address this problem. We believe there is still more that we can do using our existing resources and executive authority. As Cabinet members, we oversee our Nation's public and private workplaces, our public housing system, our military installations, and our transportation systems, and we support

The Honorable Alexis M. Herman
Page 2

American veterans, Americans abroad, and Tribal nations. Consequently, we have an opportunity to make a lasting difference by taking steps to end domestic violence and help victims of this crime. At the Departments of Justice and Health and Human Services, we are working to ensure that our policies and practices on community policing, prosecutions, victim assistance, health care, research, and community outreach target violence against women. We hope that you will assess your own programs and policies to determine what steps your Department can take. The Department of Labor can, for example, publicize a model policy for addressing workplace violence and encourage all employers to ensure that they provide protections for victims of domestic violence and sexual assault.

We will be in touch with your office to discuss ways in which we can work together on the national problem of violence against women. Thank you for your thoughtful consideration of these issues and the contributions that you and your Department have made to keeping our communities safe for all Americans.

Sincerely,



Janet Reno
Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services



OFFICE OF THE VICE PRESIDENT
WASHINGTON

June 12, 2000

Dear Members of Congress:

Today, I am pleased to join the First Lady, Attorney General Reno, and Secretary Shalala, in asking for your full attention and advocacy for the reenactment of the Violence Against Women Act.

As we have seen in the recent report from the Department of Justice, this effort is working. The partnerships that have been forged between federal, state, and local levels of government, along with the historic alliance of the law enforcement community and the community that services victims of rape and domestic violence, are unprecedented. But, we cannot stop with the progress that has been made. There is still a great challenge before us.

As I have visited schools around the country, I've been shocked to hear school administrators and teachers report about the number of youngsters coming to school from homes where domestic violence is prevalent.

I am committed to doing all that I can to help reenact this valuable initiative. We were right to support this effort in the first enactment, and we are right to continue to fight. The women and children of America who live in these violent settings deserve our advocacy. Thank you for your assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Al Gore", written over the word "Sincerely".

Al Gore

File: MHA



Marie E. Burke

06/09/2000 10:47:43 AM

Record Type: Record

To: Heather H. Howard/OPD/EOP@EOP, Ann O'Leary/OPD/EOP@EOP

cc: Nicholas J. Lewin/OPD/EOP@EOP

Subject: Re: potential deliverable

I'm resending the message that Nick sent to yesterday with our draft of the fact sheet on children who witness domestic violence. Let me know your thoughts, and whether we need to present this in a different format. At the moment we have more information than we need, and part of the process will be narrowing the focus of the data we want to use.

Thanks.

----- Forwarded by Marie E. Burke/OPD/EOP on 06/09/2000 10:44 AM -----



Nicholas J. Lewin

06/08/2000 12:50:59 PM

Record Type: Record

To: Heather H. Howard/OPD/EOP@EOP

cc: marie.e.burke/opd/eop@eop, Sonia G. Chesson/OPD/EOP@EOP

bcc:

Subject: Re: potential deliverable 

Hi Heather.

I have attached a compilation of the statistics on the youth violence/delinquency implications of exposure to DV and child abuse and neglect. Clearly, this is no more than background information, as we need to develop language that brings coherency to this as a deliverable. I am not sure how helpful this will be though the statistics may have some utility for talking points or a speech.

In sum, the data illustrates some relationship between DV and youth aggression/delinquency/violence. What is even clearer is the overlap between child abuse/neglect and DV as a risk factor for violence among adolescent victims.

On a related topic, if you are still looking for a good DV - police partnership, you might want to consider Duluth, MN or Alexandria, VA. I have worked with both and while we definitely would need to vet them, they may be worth a look.

Nick



DV-YV Fact Sheet.d

Incidence of Children Exposed to Domestic Violence

- ❖ Research suggests that between 3.3 million and 10 million children in the United States are exposed to domestic violence each year. Carlson, B.E. Children's observations of interparental violence. In Battered women and their families. A.R. Roberts, ed. New York: Springer Publishing, 1984; Straus, M.A. Children as witnesses to marital violence: A risk factor for lifelong problems among a nationally representative sample of American men and women. Report of the 23rd Ross Roundtable. Columbus, OH: Ross Laboratories, 1992.
- ❖ Research shows that approximately 90 percent of children in homes where there is spouse abuse see or hear the abuse. National Center on Women and Family Law, Inc., The Effects of Woman Abuse on Children: Psychological and Legal Authority, 2nd ed., unpublished typescript, 1994: 7. **(NIJ Background paper: Child Abuse Intervention Strategic Planning Meeting)**

The Effect of Witnessing Domestic Violence on Children

- ❖ Witnessing domestic violence is the single best predictor of juvenile delinquency and adult criminality for males. (Domestic violence protocols for Child Protection Systems, Massachusetts Department of Social Services).
- ❖ Children who witness domestic violence have been found to exhibit more aggressive and antisocial behaviors as well as fearful and inhibited behaviors and to show lower social competence than other children. Children who witnessed violence were also found to show more anxiety, self-esteem, depression, anger and temperament problems than children who did not witness violence at home. Edleson, J. (1999). Problems Associated With Children's Witnessing of Domestic Violence. **(Edleson article)**
- ❖ A study by Head (1988) found that boys who witness spousal domestic violence are four times more likely to be physically abusive in their dating relationships than boys who do not witness domestic violence. Jaffe, (1991). *Child Witnesses of Woman Abuse: How Can Schools Respond?*. Response Issue 79 Vol 14 No. 2.
- ❖ Boys have been shown to exhibit more frequent problems than girls and ones that are categorized as external, such as hostility and aggression, while girls generally show evidence of more internalized problems, such as depression and somatic complaints. Carlson, B. E. (1991). Outcomes of physical abuse and observation of marital violence among adolescents in placement. Journal of Interpersonal Violence, 6, 526-534. **(Edleson article)**

Correlation Between Domestic Violence and Child Abuse and Neglect

- ❖ It is estimated that between 30% to 60% of families in which there is domestic violence also include children who are abused. Edleson, J., (1999). The Overlap Between Child Maltreatment and Woman Abuse. **(Edleson article)** *(Ann Rosewater supports)*
- ❖ Approximately 2.4 million children are abused by their parents each year. (DHHS, Administration for Children and Families, Fact Sheet, April, 2000)

- ❖ The most chronically violent husbands have a nearly 100% probability of also physically abusing their male children. Ross S. *Risk of Physical Abuse to Children of Spouse Abusing Parents*. Child Abuse and Neglect 1996;20:589-598.
- ❖ Domestic violence may be the single major precursor to child abuse and neglect fatalities in this country. U.S. Advisory Board on Child Abuse and Neglect. (1995). A nation's shame: Fatal child abuse and neglect in the United States: Fifth report. Washington, DC: Department of Health and Human Services, Administration for Children and Families, p. 253. **(Carter article)**
- ❖ In homes where domestic violence occurs, children are physically abuse and neglected at a rate 15 time higher than the national average. Osofsky, J.D. Children who witness domestic violence: The invisible victims. Social Policy Reports: Society for Research in Child Development (1995) 9:3. **(Osofsky article)** (Strauss M.A. and Gelles R.J. (eds). Physical Violence in American Families. New Brunswick, NJ, Transaction Publishers. 1990.)

The Effect of Child Abuse and Neglect on Children

- ❖ There is a significant link between victimization in childhood and later involvement in violent crimes – a cycle of violence. For some children, violence does, indeed, beget violence. Those individuals who are abused or neglected as children are more likely to be arrested as juveniles and as adults for a violent crime. On average, abused and neglected children begin committing crimes at a younger age, they commit nearly twice as many offenses as nonabused children, and they are arrested more frequently. USDOJ OVC (Spatz Widom, Cathy. *The Cycle of Violence*. National Institute of Justice, 1992.
- ❖ The study found that childhood maltreatment is a significant predictor of adult arrests for alcohol and/or drug-related offenses. NIJ (Ireland , Timothy, Spatz Widom, Cathy. The International Journal of the Addictions, volume 29, January 1994.)
- ❖ After controlling for demographic characteristics and juvenile contact with the criminal justice system, childhood abuse and/or neglect was found to be a statistically significant predictor of having at least one alcohol- or drug-related arrest in adulthood. The odds of being arrested for at least one such offense were 39 percent greater for maltreated children than for control subjects. NIJ (Ireland , Timothy, Spatz Widom, Cathy. The International Journal of the Addictions, volume 29, January 1994.)
- ❖ Neglected and abused children tend to become more violent juveniles and adults. Being abused or neglected as a child increases the likelihood of arrest as a juvenile by 53%, as an adult by 38%, and for violent crime by 38%. Cellini, H.R. (1995). "Understanding Violent Juvenile Offenders." Prepared for The National Violence Prevention Conference Program, Des Moines, IA, October 22-25, pg. 11.
- ❖ According to one retrospective study, CAN victims were 59 percent more likely to be arrested as juveniles and 27 percent more likely to be arrested as adults; CAN victims were 29 percent more likely to have committed violent crime than those who had not been maltreated. Maxfield, M.G., and C.S. Widom, The Cycle of Violence: Revisited Six Years Later, Archives of Pediatric and Adolescent Medicine, 150:390-395, cited in Office of Children's Administration Research,

Childhood Victimization and Delinquency, Adult Criminality and Violent Criminal Behavior: A Replication and Extension, unpublished program proposal, Olympia, Washington, n.d. **(NIJ Background paper: Child Abuse Intervention Strategic Planning Meeting)**

- ❖ Approximately 80% of abused and neglected children do not commit violent crimes. Widom, C.S., presentation of preliminary findings, NIJ Criminal Justice Research and Evaluation Conference, Washington, DC., July 21, 1997. **(NIJ Background paper: Child Abuse Intervention Strategic Planning Meeting)**



Department of Justice

ADVANCE FOR RELEASE AT 9:00 A.M. EDT
WEDNESDAY, MAY 17, 2000

BJS
202/307-0784

INTIMATE PARTNER VIOLENCE AGAINST WOMEN DECLINED FROM 1993 THROUGH 1998

One-Third of All Murdered Females Were Killed by Partner

WASHINGTON, D.C. – Violence against women by intimate partners fell by 21 percent from 1993 through 1998, the Justice Department's Bureau of Justice Statistics (BJS) announced today. An estimated 876,340 violent victimizations against women by intimate partners occurred during 1998—down from 1.1 million in 1993. In both 1993 and 1998 men were the victims of about 160,000 violent crimes by an intimate partner (current or former spouse, boyfriend or girlfriend).

On average each year from 1993-1998, 22 percent of all female victims of violence in the United States were attacked by an intimate partner, compared to 3 percent of all male violence victims.

The data are from BJS's National Crime Victimization Survey, in which a nationally representative sample of men and women age 12 years old and older are interviewed twice a year.

Intimate partners committed fewer murders in 1996, 1997 or 1998 than in any other year since 1976. Between 1976 and 1998 the number of male victims of intimate partner murder fell an average 4 percent per year, and the number of female victims fell an average 1 percent.

(MORE)

During 1998 women were the victims of intimate partner violence about five times more often than males. There were 767 female victims of intimate partner violence per 100,000 women that year, compared to 146 male victims.

According to data compiled by the Federal Bureau of Investigation, about 11 percent of all murders in 1998 (1,830 homicides) were the result of intimate partner violence, compared to about 3,000 such homicides in 1976. In 72 percent of the intimate partner homicides the victim was female (1,320 incidents) , compared to 50 percent in 1976.

The number of white female intimate partner homicide victims rose 3 percent between 1976 and 1998, while the number of black females killed by intimates fell 45 percent, black males fell 74 percent and white males fell 44 percent. Between 1997 and 1998, the number of white females murdered by an intimate partner increased 15 percent.

Between 1993 and 1998 women from 16 to 24 years old experienced the highest per capita rates of intimate victimization--19.6 per 1,000 women.

About half of the intimate partner violence against women was reported to police during the six-year period. Black women were more likely than other women to report such violence.

Among victims of violence by a domestic partner, the percentage of women who reported the violence to police was higher in 1998 (59 percent) than in 1993 (48 percent).

Half of the female intimate violence victims told the survey they were physically injured, and 37 percent of these victims sought professional medical treatment.

About 45 percent of the female intimate violence victims lived in households with children younger than 12 years old. Among all U.S. households, 27 percent were homes to children younger than

(MORE)

12 years. However, it is not known to what extent young children in households with intimate violence witnessed that violence.

The special report "Intimate Partner Violence" (NCJ-178247), was written by BJS statisticians Callie Marie Rennison and Sarah Welchans. Single copies may be obtained from the BJS fax-on-demand system by dialing 301/519-5550, listening to the complete menu and selecting document number 170. Or call the BJS clearinghouse number: 1-800-732-3277. Fax orders for mail delivery to 410/792-4358.

Additional information on intimate partner homicide trends may be found on the Internet at:

<http://www.ojp.usdoj.gov/bjs/homicide/intimates.htm>

The BJS Internet site is:

<http://www.ojp.usdoj.gov/bjs/>

Additional criminal justice materials can be obtained from the Office of Justice Programs homepage at:

<http://www.ojp.usdoj.gov>

###

BJS00123

After hours contact: Stu Smith at 301/983-9354

Fact Sheet: Violence Against Women Act II — DRAFT

Background

In 1994, Congress passed and the President signed landmark legislation to fight violence against women. This legislation – the Violence Against Women Act (VAWA) – has been implemented by the Department of Justice and the Department of Health and Human Services. The Act established new criminal provisions and key grant programs that improve the criminal justice system's response to domestic violence, sexual assault and stalking, and direct critical services to victims. These provisions have enabled law enforcement agencies and communities across the nation to promote the safety of countless women and hold offenders accountable. Although we have made tremendous strides in the last six years, violence still devastates the lives of many women and children. In a nation where nearly one-third of women murdered each year are killed by their intimate partners, where violence by intimates accounts for over 20% of all violent crime against women, where women were raped and sexually assaulted 307,000 times in 1998 alone, and where approximately one million women are stalked each year, there is much work to be done.

Our next critical step is to pass the Violence Against Women Act II (VAWA II) in this Congress. VAWA II takes vital steps to sustain and increase our efforts to combat violence against women. Since the passage of VAWA, more than \$1.5 billion in VAWA grant funds have supported the work of prosecutors, law enforcement officials, the courts, victim advocates, health care and social service professionals, and intervention and prevention programs. Programs under VAWA administered by HHS include victim services, shelters, and hotline assistance for both domestic violence and sexual assault. The Department of Justice has administered the VAWA programs which support coordinated strategies by law enforcement, prosecution, victims services and the courts, and create centralized sexual assault and domestic violence units in police and prosecutors' offices. Unfortunately, the authorizations for all but one of these life-saving programs will expire this year. Passage of VAWA II will reauthorize these grants, ensuring that we maintain our support of current programs and bring these tools to new communities that are only now beginning to address violence against women. VAWA II also makes enhancements to other parts of VAWA that will strengthen our enforcement, intervention and prevention strategies.

VAWA II Priorities

The following provisions are essential to include in violence against women legislation:

1. **Reauthorize and enhance the VAWA grant programs.** The VAWA grant programs have improved the lives of countless victims across our nation. We must reauthorize these programs through fiscal year 2005 so that we can expand the investigation and prosecution of crimes, provide even greater numbers of victims with much-needed assistance, maintain and expand the domestic violence hotline, shelter, and rape prevention and education programs, and support the creative partnerships between law enforcement, victim advocates and communities that have proven so effective. The following enhancements will improve these programs and enable us to target resources where they are most needed.
 - ◆ **Direct critical resources toward traditionally underserved populations.** Certain victims, including those who are elderly or disabled, live in rural areas, speak little or no English, or come from certain cultural and religious backgrounds face particular difficulties when they try to access services or protections. By adding these populations to the "purposes" section of existing grant programs, we can reinforce our ability and our commitment to serving these victims.
 - ◆ **Support monitoring and stewardship of the shelter program.** A set-aside of 1.5% of shelter funding to extend the monitoring and stewardship activities related to emergency shelter and assistance activities in the grants for battered women's shelter program is essential. The additional staff resources and technical assistance capacity are critically needed to keep pace with the rapidly expanding services sector and allow the federal government to provide on-site technical assistance and program support to the grantees that operate these programs in states, territories, and tribal areas. This will result in enhanced sharing of information and best practices, and improved monitoring of federal resources.
 - ◆ **Ensure the continuation and expansion of support for the Shelters, National Domestic Violence Hotline, and rape prevention and education programs.** Expanding and providing services to currently underserved populations is the key next step in the shelter program. Striving to maintain the quality service, training, referrals, and real-time responses to the national community by maximizing the resources available for the Hotline is a key support to domestic violence services. Supplementing the state run rape crisis centers and State Sexual Assault Coalitions' with rape prevention and education

grants is needed, rather than having states supplant funds from other sources.

- ◆ **Set-aside 5% of DOJ grant funds for tribes.** A recent Bureau of Justice Statistics study found that rates of violent victimization were substantially higher among Native Americans. The rate of violent crime experienced by Native American women is estimated to be more than twice that experienced by women generally. It is critical that we direct resources to tribes so that they can provide focused, culturally appropriate assistance to victims in their communities.
 - ◆ **Allocate money for courts in the STOP Violence Against Women Formula Grant Program and reauthorize the State Judicial Institute grants for model judicial training programs.** These measures will provide training and resources for judges and court personnel to enhance their handling of domestic violence and sexual assault cases. Educated judges craft orders that improve victim safety and use graduated sanctions to hold offenders accountable.
 - ◆ **Amend VAWA to include a re-allotment provision in the STOP Program.** A re-allotment provision would ensure that any grant funds that are not obligated to a particular project within two years can be reallocated to support victim services projects. This provision would maximize the resources available for these important programs.
 - ◆ **Provide authorizing legislation for the Domestic Violence Victims' Civil Legal Assistance Program.** This grant program offers legal representation to victims in cases related to their safety and well-being. It currently operates only under appropriations acts. Legislation is needed to provide a framework and continuity for this vitally important program.
 - ◆ **Extend the authorization of the Grants to Combat Violent Crimes Against Women on Campuses Grant Program to fiscal year 2005.** This important program focuses on the safety of women at institutions of higher education. The tragic death of a young Columbia University student in February, 2000, at the hands of her boyfriend highlights the need to develop specialized approaches to violence against women on college campuses.
2. **Strengthen the VAWA criminal provisions.** VAWA and subsequent legislation authorized federal law enforcement officials to investigate and prosecute interstate domestic violence, stalking, and violations of protection orders. This sent the powerful message that violence against women is a crime and is treated seriously. Based on our experience implementing these provisions, we have identified ways to make the law even more effective, including changes that enhance our ability to protect Native American victims of violence and that close loopholes which now hamper our ability to most effectively prosecute these crimes.
 3. **Ensure that victims in dating relationships enjoy the protection of the federal criminal laws and all available grant programs.** Under current law, federal law enforcement officials are not authorized to apprehend and prosecute offenders who prey on victims who are in dating relationships with their abusers, and victims cannot receive VAWA-funded services in some jurisdictions. Data collected by the Bureau of Justice Statistics indicate that domestic violence occurs at the highest rates among young persons ages 16 - 24 and that more than four in ten incidents of domestic violence involve non-married partners. We must ensure that these vulnerable victims have access to services, and we must close this dangerous loophole in federal law by specifying that the VAWA criminal provisions cover these offenses.
 4. **Protect immigrant women and children from domestic violence.** VAWA included important protections for battered immigrant women that lessened the ability of abusers to use immigration laws to coerce, control, or intimidate them. Unfortunately, the complexities of our immigration laws have undermined these provisions. VAWA II amendments would restore these protections.
 5. **Enhance the full faith and credit provisions.** VAWA requires states and territories to give full faith and credit to protection orders issued by other jurisdictions. Two aspects of the current law need to be strengthened. First, some states currently require victims to register their protection orders in their courts before they will enforce them. VAWA II would remove this dangerous prerequisite to enforcement. Second, VAWA II would take important steps to protect Native American women by reinforcing that tribal protection orders are entitled to full faith and credit by states and that tribal courts have jurisdiction to enforce protection orders against both Indian and non-Indian offenders.
 6. **Facilitate filing and service of protection orders.** Many victims of domestic violence struggle with the fees associated with obtaining protection orders. Financial resources should not determine victim safety or access to

the protections of our legal system. VAWA II would clarify that all recipients of STOP grant funds must facilitate filing and service, without cost to the victim, in both civil and criminal cases.

7. **Ensure that children remain in the custody of non-abusive parents.** We can take two critical steps to reduce the impact of domestic violence on children. First, VAWA II will amend the Parental Kidnaping Prevention Act to enhance the ability of victims who flee abuse to obtain custody orders without returning to dangerous jurisdictions. Second, it will establish grants for supervised visitation centers. These centers protect victims and their children, and minimize the danger of parental abduction, by providing secure environments for visitation and exchange of children.



The Department of Justice
and
The Department of Health and Human Services



May 15, 2000

The Honorable Orrin G. Hatch
Chairman
Committee on the Judiciary
United States Senate
Washington, DC 20510

Dear Mr. Chairman:

Six years ago, Congress passed, and the President signed, the landmark Violence Against Women Act (VAWA). Thanks to your leadership and that of Senator Biden, the Violence Against Women Act has become an important tool in this country's effort to combat domestic violence, stalking, and sexual assault. During the past 6 years, this law has made a critical difference in the lives of countless women and children. In implementing the Act, the Department of Justice (DOJ) and the Department of Health and Human Services (HHS) have forged a new partnership to expand our prevention efforts, ensure the safety of more victims, and hold perpetrators of violence accountable for their acts.

Overall, more than \$1.5 billion in VAWA grant funds have supported the work of prosecutors, law enforcement officials, the courts, victim advocates, and intervention and prevention programs to address violence against women at the federal, tribal, state, and local levels. Under five discretionary grant programs, DOJ has awarded more than 900 grants and has also awarded 280 STOP (Services, Training, Officers, Prosecutors) formula grants to the states and territories. More than 6,500 STOP subgrants have supported community partnerships to address violence against women. To date, DOJ has prosecuted 242 cases in the federal system involving interstate domestic violence, interstate stalking, interstate violation of a protection order, or possession of a firearm while under a protection order or after conviction for a misdemeanor crime of domestic violence. Through VAWA funding, HHS has provided grant funds to shelter more than 300,000 women and their dependents each year and the National Domestic Violence Hotline has responded to approximately 500,000 calls. VAWA resources for community-based domestic violence and sexual assault programs and the training of health care and social services professionals have ensured that more women seeking help after being sexually assaulted or battered can receive the assistance they need in their own communities.

The programs and initiatives that we have established are only the beginning of our struggle to end violence against women in our Nation. Violence still devastates the lives of many women and children. Our national statistics are sobering:

- Nearly one-third of women murdered each year are killed by their intimate partners.
- Violence by intimates accounts for over 20 percent of all violent crime against women.
- Approximately one million women are stalked each year.
- Women were raped and sexually assaulted 307,000 times in 1998 alone.

The Federal Government alone cannot solve the problem. But we can help provide to states and communities the tools they need to prevent and fight violence and to assist victims, and we can make certain that federal law enforcement is unhindered in its pursuit of those offenders who violate federal law. Congress and this Administration have an opportunity now to build on our strong record opposing violence against women. We therefore urge Congress to continue its unprecedented bipartisan leadership on this issue and both re-authorize the Violence Against Women Act and make critical improvements to the statute. We believe that the following provisions are essential to include in violence against women legislation.¹

- ✓ 1. Re-authorize and improve the Violence Against Women Act grant programs.

The Violence Against Women Act of 1994 authorized and funded critically important grant programs to forge partnerships among federal, state, tribal, and local governments, between the criminal justice system and victim advocates, and within communities. The VAWA grant programs assist state, tribal, and local governments and agencies in training personnel, enforcing laws, developing policies and procedures, assisting victims of violence, and holding perpetrators accountable. Over the past six years, victim services providers, including battered women's shelters and rape crisis programs, victim advocates, law enforcement, prosecutors, courts, health care providers, and community organizations have all received crucial VAWA funding.

¹ Today's decision by the Supreme Court in United States v. Morrison, which invalidated VAWA's federal civil remedy for victims of gender-motivated violence, does not implicate or affect Congress's ability to re-authorize and strengthen VAWA in the manner proposed in this letter.

These grant programs have proved to be an effective tool in our fight against violence against women. The following steps, which are included in the Administration's proposed crime bill, would help to continue and improve these programs:

- Re-authorize through fiscal year 2005 the critical DOJ and HHS programs so we can expand investigation and prosecution of crimes and provide greater numbers of victims with much needed assistance. It is particularly important to ensure that funding for domestic violence and sexual assault programs is adequate to respond to the increasing demand for their services as the criminal justice, medical and social services systems more regularly identify and refer victims to them.
- Re-authorize the Battered Women's Shelter program to expand and provide services to more of those who are currently underserved, such as women of color, older women, women with disabilities, and women in rural areas.
- Re-authorize the National Domestic Violence Hotline at a level adequate to continue the high quality services currently provided and to expand the training and knowledge of the staff to deal with related issues, such as sexual assault.
- Provide authorizing legislation for the Domestic Violence Victims' Civil Legal Assistance Program, which currently operates only under appropriations acts. This vital program offers victims legal representation in cases related to their safety and well-being.
- Continue to support research and evaluation in order to provide sound data for ongoing improvement of policies, practices and programs for reducing violence against women.
- Provide authorizing language to allow HHS to utilize funds for administrative purposes, such as monitoring and stewardship, to support the programs and services provided to victims of domestic violence.
- Extend to fiscal year 2005 the authorization of the Grants to Combat Violent Crimes Against Women on Campuses Grant Program, which focuses on the safety of women at institutions of higher education.
- Amend the definition of domestic violence under all VAWA grant programs to permit support of services for victims of dating violence in all funded jurisdictions.

The recent, tragic death of a young Columbia University student at the hands of her boyfriend in February 2000 underscores the need to protect young people trapped in violent relationships. || #

- Direct critical resources toward traditionally underserved populations. Adding these populations to the "purposes" sections of existing grant programs will reinforce our commitment to serve these victims.
 - Set aside 5 percent of Department of Justice grant funds for tribes. A recent study by the Bureau of Justice Statistics found the rates of violent victimization were substantially higher among Native Americans. The rate of violent crime experienced by Native American women is estimated to be more than twice that experienced by women generally. We can best combat this violence by helping tribes to provide focused, culturally appropriate assistance to victims in their communities.
 - Include a specific allocation for courts in the STOP Violence Against Women Formula Grant Program (STOP program) and re-authorize the State Justice Institute VAWA grants for model judicial training programs, so that judges and other court personnel can receive the training and resources they need to enhance their handling of domestic violence and sexual assault cases. Educated judges ensure that orders enhance victim safety and that offenders are held accountable through graduated sanctions.
 - Amend VAWA to include a re-allotment provision in the STOP program so that funds that remain unobligated after 2 years may be reallocated to support victim services projects.
 - Re-authorize through fiscal year 2005 rape prevention and education programs that help to supplement the rape crisis centers and state sexual assault coalitions.
 - Re-authorize through fiscal year 2005 the Community Coordinated Response programs that support the development and implementation of coordinated community intervention and prevention activities concerning violence against women.
2. Amend Title 18 to strengthen federal domestic violence laws and protect Native American and other women.

The Violence Against Women Act and subsequent legislation added criminal provisions to Title 18 that authorized federal law

enforcement officials to investigate and prosecute crimes of interstate domestic violence, stalking, and violations of protection orders. Based on our experience implementing the VAWA criminal provisions, we now have identified ways in which these provisions of Title 18 can be made more effective. To this end, we support a number of changes to the VAWA criminal provisions that would improve our ability to protect Native American victims of violence. Native American women are suffering from domestic violence and sexual assault at extraordinary rates. Minor statutory changes will clarify that victims who live in Indian Country enjoy the full protection of federal law and will enable us to apprehend and prosecute offenders who victimize Native American women or cross tribal boundaries to pursue or abuse their victims. We also advocate other technical amendments that are designed to clarify the elements of the VAWA offenses, ensure consistency in their statutory language, and close loopholes that hamper effective prosecution of these crimes.

- ✓ 3. Authorize federal law enforcement officials to protect victims in dating relationships with their abusers.

The Violence Against Women Act empowered federal law enforcement officials to bring certain dangerous offenders to justice. Data collected by the Bureau of Justice Statistics indicate that domestic violence occurs at the highest rates among young persons aged 16-19 and 20-24 and that more than four in ten incidents of domestic violence involve non-married persons. The Violence Against Women Act as enacted in 1994, however, does not authorize federal law enforcement personnel to apprehend and prosecute offenders who prey on these young victims. Just as it is essential to cover "dating relationships" in grants to all jurisdictions, we believe that it is critical to clarify specifically that the VAWA criminal provisions cover "dating relationships" in order to close a dangerous loophole in federal law. ✓

- | 4. Protect immigrant women and children from domestic violence.

The Violence Against Women Act included important provisions to protect battered immigrant women and children. The central premise of these protections was that no one should be forced to choose between deportation and abuse - that is, an abuser should not be able to use United States immigration laws as a means to coerce, control, or intimidate a spouse or child. Since the enactment of the immigration provisions of VAWA, more than 6,000 battered immigrants are now eligible for lawful permanent residence based on their approved self-petitions, enabling them to work and provide for a safe future for themselves and their families. However, the complexities of immigration law have undermined the relief created by VAWA. Consequently, many women

and children with approved self-petitions are unable to seek adjustment of status. It is essential to pass amendments that redress these undesired effects while ensuring that domestic abusers with immigrant victims are brought to justice and that the battered immigrants Congress sought to help under VAWA are able to escape the abuse.

5. Amend the full faith and credit provision of the Violence Against Women Act.

Enforcement of protection orders is a cornerstone of victim safety. To improve such enforcement, the Violence Against Women Act, 18 U.S.C. § 2265, requires states and territories to give full faith and credit to protection orders issued by the courts of other states, territories, or tribes. As we have worked with jurisdictions on implementing this provision, we have identified two aspects of the statute that should be clarified in order to enhance enforcement across all jurisdictions in our Nation.

Currently, a few states require victims with protection orders from other jurisdictions to register those orders in their courts, creating an unnecessary and dangerous prerequisite to enforcement. Some jurisdictions notify abusers that such orders have been registered, gravely endangering victims who have relocated to hide from their abusers. To secure the safety of these victims, we urge you to amend the full faith and credit provision of VAWA to prohibit registration as a prerequisite to enforcement of foreign orders and to prohibit notification of a batterer without the victim's consent when a foreign protection order is registered in a new jurisdiction.

We must reinforce that protection orders issued by tribes are entitled to full faith and credit by states. Tribal orders are essential to protecting Native American victims and deserve the same recognition as state orders. In addition, we must make it clear that Indian tribes have jurisdiction to enforce protection orders and hold offenders, both Indian and non-Indian, accountable.

6. Facilitate filing and service of protection orders for victims.

Recipients of STOP formula grant funds under the Violence Against Women Act should be required, as a condition of their grant, to facilitate filing and service without cost to the victim in both civil and criminal cases. Current federal law regarding eligibility criteria for states and tribes to receive grants under the STOP program does not clearly prohibit charging fees for all of these services, leaving many victims struggling with the cost of initiating protection order proceedings and serving the orders. We cannot permit financial resources to

The Honorable Orrin G. Hatch
Page 7

determine victim safety and access to the protections of our legal system.

7. **Ensure that children remain in the custody of non-abusive parents.**

We can reduce the impact of domestic violence on children by helping to ensure that children remain in the custody of non-abusive parents. We believe that the federal Parental Kidnaping Prevention Act should be amended to enhance the ability of victims fleeing from abuse with their children to obtain custody orders without returning to dangerous jurisdictions.

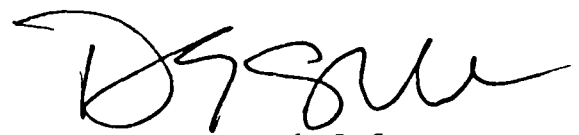
We also support establishing grants for supervised visitation centers to help preserve families and protect children from violence by creating safe places for visitation and exchange of children. These centers help protect victims of domestic violence and their children and minimize the danger of parental abduction.

These seven points are critical elements of a federal legislative plan to reduce violence against women. We also want to express our support for other programs that combat violence against women that do not fall under the authority of the Department of Justice or the Department of Health and Human Services. Members of Congress have introduced legislation that contains many important programs, including employment protections, housing assistance initiatives, and protection for victims of abuse who experience insurance discrimination, that will dramatically improve the lives of victims and their families.

Thank you again for your thoughtful consideration of these issues and for all the important work that you have done to safeguard lives and support victims of domestic violence, sexual assault and stalking. We cannot rest while so many women and children live in terror and experience violence. We have made great strides in the last 6 years, and we are proud of our joint accomplishments. But even that progress has demonstrated the need to do more. We look forward to working with you as we renew our efforts to free our Nation of violence against women.

Sincerely,


Janet Reno


Donna E. Shalala

Withdrawal/Redaction Marker

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
--------------------------	---------------	------	-------------

001. fax	Wendy Katz to Laura Schiller re: political (6 pages)	06/08/2000	Personal Misfile
----------	--	------------	------------------

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Ann O'Leary
OA/Box Number: 19585

FOLDER TITLE:

VAWA [Violence Against Women Act] [Folder 1] [1]

2013-0436-S
rc1292

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P1 National Security Classified Information [(a)(1) of the PRA]
P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P3 Release would violate a Federal statute [(a)(3) of the PRA]
P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

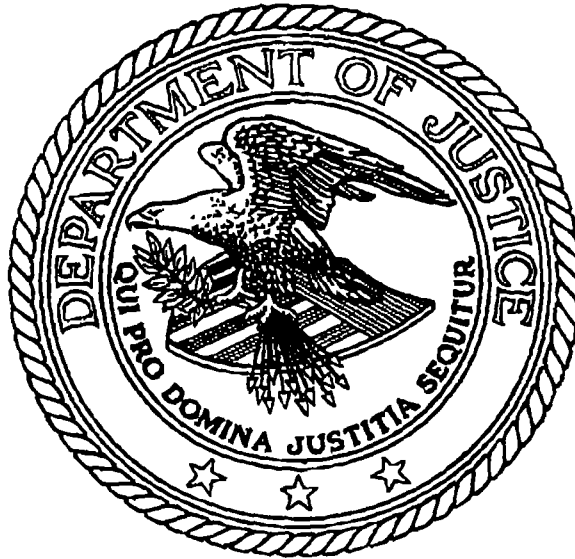
b(1) National security classified information [(b)(1) of the FOIA]
b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

**Speakers at Mrs. Clinton's VAWA Event
June 12, 2000**

Rose Pulliam, Associate Director of the Alabama Coalition Against Domestic Violence. In addition to her current position, Ms. Pulliam has also served as the Program Director for the Family Service Center of Talladega, a local service program, and also as the Executive Director for Second Chance, Inc., a local battered women's shelter. Ms. Pulliam has worked in the domestic violence and sexual assault social services area in Alabama for over seven years, and has seen first-hand the impact that the Violence Against Women Act (VAWA) has made on both a programmatic level and a community-response level. Ms. Pulliam will describe the dramatic impact that the VAWA funding has had in Alabama, including helping to fund the creation of 42 Domestic Violence Response Councils across the state which provide protocols involving law enforcement, the criminal justice system, and the social service providers. These protocols allow law enforcement and the shelter system to work in a coordinated way in order to combat violence against women. For instance, in Huntsville, Alabama, domestic violence advocates accompany law enforcement officers in responding to domestic violence calls, and, therefore, are able to provide assistance immediately. Ms. Pulliam will call for reauthorization of VAWA, not only in order to continue to fund the VAWA grant programs but for the important message that it sends to each community that violence against women will not be tolerated. To date, Alabama has received over \$10 million in VAWA funding.

Kathryn Witt, Sheriff of Fayette County, Kentucky. Sheriff Witt has worked in law enforcement for over 15 years, and will describe the impact that VAWA has had from a law enforcement perspective. In Kentucky, protective orders are not effective until they are served. In Fayette County, VAWA funds have helped to fund the "zero tolerance" unit which serves emergency protective orders on batterers within 12 hours after they are issued – when women are the most vulnerable. VAWA funds have also been used to gather evidence for prosecutions such as photographs of injuries; and to provide cell phones to battered women so that they have immediate access to help in case their lives are endangered. Sheriff Witt's office has also used VAWA funding to employ a law enforcement/victim advocate who travels to victims' homes and helps them to implement safety plans which include changing locks and providing outside lighting. Sheriff Witt will also call for passage of VAWA legislation this year. To date, Kentucky has received over \$13 million in VAWA funding.

Joseph Curran, Maryland Attorney General. Mr. Curran has been Maryland's Attorney General since 1986. He has seen the tremendous difference that VAWA has made in his state. VAWA has allowed for the creation of programs where sheriffs, police officers, judges, prosecutors, and service providers respond in a coordinated fashion so that victims' needs are addressed and offenders are prosecuted. Mr. Curran has helped to create a state-wide Family Violence Council which assembled judges, law enforcement, and other experts in order to improve responses to violence against women. In Maryland, VAWA funds have helped to train law enforcement and help them adopt preferred arrest policies; train prosecutors and provide for specially-trained prosecution units focusing on violence against women; and provide training to the judiciary. To date, Maryland has received over \$20 million in VAWA funding.



Office of Policy Development
United States Department of Justice
950 Pennsylvania Ave. NW, Room 4242
Washington, D. C. 20530-0001

TO: Eric Morse

FAX: 456-2878

FROM: Jessica Rosenbaum

VOICE: (202) 514 3737
FAX: (202) 514-5715

Total Pages (excluding this cover): 14

Additional Message:

**THE CLINTON ADMINISTRATION'S
CRIME CONTROL STRATEGY:**

**A COMMITMENT
TO END VIOLENCE AGAINST WOMEN**

JUNE 2000

Executive Summary

When the Congress and President Clinton teamed up to make the Violence Against Women Act become law in 1994, the nation took a giant step forward in its recognition of, and response to, violence against women, particularly domestic violence, sexual assault, and stalking. This law not only strengthened criminal laws and provided funding to enhance their enforcement, but also provided a foundation for a successful long term criminal justice effort to end violence against women. By encouraging collaboration

"The Violence Against Women Act provides us with a powerful tool with which to fight the scourge of domestic violence, sexual assault, and stalking. While we have made significant progress, we must continue to use all necessary means and available information to help reduce -- if not eliminate -- all types of violence against women." Attorney General Janet Reno

among police, prosecutors, and victim services providers, the Violence Against Women Act is building a comprehensive community response to violence against women all across America.

"This is not a women's issue, this is an issue for families and for children and for men as well. And it is an American challenge that we have to face. This issue has been swept under the rug for too long. We have tried to take it out into the daylight, to let people talk about it, to give people a chance to find courage in the efforts of others and to know that they can find help. That's what the Violence Against Women Act is all about." President Bill Clinton

Since the passage of the Violence Against Women Act (VAWA), the Department of Justice has launched a multifaceted initiative to combat domestic violence, stalking, and sexual assault. The Department's efforts have been guided by two key principles: ensuring the safety of victims and holding perpetrators of violence accountable for their acts. The Department has focused on issues of violence against women in three important ways: bringing prosecutions under the federal domestic violence, stalking, and firearms laws; raising awareness of the VAWA and the issues of domestic violence, stalking, and sexual assault in communities throughout the country; and forging partnerships among police, prosecutors, and victim services providers at the state, local, and tribal levels through the STOP Violence Against Women Formula Grant Program and other VAWA grant programs.

The Justice Department has awarded more than \$800 million dollars in VAWA grant funds to law enforcement officials, prosecutors, victim advocates, and courts to address the problem of violence against women at the state, local, and tribal levels. The Department, through the Offices of the United States Attorneys, has prosecuted over 250 cases involving interstate domestic violence, interstate stalking, interstate violation of a protection order, or possession of a firearm while under a protection order or after conviction for a misdemeanor crime of domestic violence.

Although progress has been made in recent years, domestic violence -- violence by intimates -- still accounts for over 20 percent of all violent crimes against women and about 30 percent of all murders of women in America. More than one million women are stalked each year, and 307,000 sexual assaults against women were perpetrated in 1998 alone. The Clinton Administration has laid the groundwork for a strong and effective strategy for building collaborative community partnerships to keep women safe and hold perpetrators accountable. Now, as the goal of a safer America is within reach, it is essential to continue this effort in order to bring an end to violence against women.

President Clinton, Attorney General Reno, and others have led an historic effort to reduce crime in our nation's communities. As part of that effort, President Clinton signed into law the Violence Against Women Act (VAWA), which was enacted as part of the Violent Crime Control and Law Enforcement Act of 1994. The law takes a comprehensive approach to fighting violence against women. It combines tough new penalties with programs to prosecute offenders and aid victims of such violence. This groundbreaking law has transformed the legal landscape, bringing these issues from behind closed doors into the center of public debate, and thereby helping to shift social attitudes toward violence against women.

The VAWA recognizes the devastating consequences that violence has on women, families, and society as a whole. For the first time, federal resources, federal law enforcement, and federal prosecutors joined the front lines in the struggle to end violence against women. The VAWA encourages federal, state, local, and tribal governments to collaborate -- to work together to figure out how to end the terrible scourge of domestic violence, sexual assault, and stalking that has shattered the lives of so many of our nation's women, children, and families. Today, law enforcement, prosecutors, judges, and victim advocates are working together, sharing information and ideas to keep women safe and hold offenders accountable.

There is no question that the VAWA is making a difference. Under the VAWA, communities across the country and all levels of government are creating coordinated, community-wide responses and are setting up the infrastructure needed to improve our response to violence against women:

- States and tribes are changing their laws to treat violence against women as a serious crime. Twenty-four states and the District of Columbia mandate arrest for most domestic violence offenses and forty-nine states now authorize law enforcement to make an arrest based on a probable cause determination that a protection order has been violated.¹
- Jurisdictions are changing the way they handle domestic violence cases to make sure these cases are given the attention they need. Court systems in thirty-six states have some type of special court jurisdiction, structure, or services to handle domestic violence cases.
- States are acting to lift some of the costs imposed on women who have been victimized by violence. As required by the VAWA, all states and the District of Columbia now have some provision for covering the cost of a forensic rape exam.
- States are increasingly recognizing that domestic violence hurts children too. Forty-seven states and the District of Columbia require courts to consider domestic violence in child custody decisions.
- United States Attorneys, at the Attorney General's request, have each appointed special VAWA points of contact in their offices to help coordinate prosecution of federal VAWA and VAWA-related crimes. Over 250 indictments on such crimes have been brought since the enactment of the law.

¹See Miller, N., *Domestic Violence: A Review of State Legislation Defining Police and Prosecution Duties and Powers*, Domestic Violence Legislative Review, Institute for Law and Justice, Alexandria, VA, August 1998.

- The Bureau of Justice Statistics (BJS) estimates that in 1999, approximately 13 percent of handgun sales blocked through pre-sale background checks (approximately 27,000 applications) were denied because of a domestic violence misdemeanor conviction or a valid restraining order.

Although we are making progress, violence still devastates the lives of many women:

- Although the number of women murdered by an intimate² has dropped, the percentage of women murdered by an intimate has remained constant at about 30 percent since 1976. Women are three times more likely than men to have been murdered by an intimate.
- Violence by intimates accounts for about 20 percent of all violent crimes against women. In 1998, about one million violent crimes were committed by an intimate. Among those, about 85 percent of victimizations by intimate partners were committed against women.
- 307,000 sexual assaults were perpetrated against women in 1998 alone.
- Over one million women are stalked annually, and fully eight percent of all women in this country have been stalked at some time in their life. Overall, most stalkers are men (87 percent) and most stalking victims are women (78 percent).

Simply put, violence against women remains a critical problem in this country, and continues to call all of us to action.

Federal Funds Are Making a Difference

The Violence Against Women Act (VAWA) established grant programs that are being used to forge focused and effective partnerships among federal, state, local and tribal governments, and between the criminal justice system and victim advocates. There are six VAWA-related grant programs. These programs assist state, local, and tribal governments and nonprofit agencies in training personnel, enforcing laws, assisting domestic violence, sexual assault, and stalking victims, and holding perpetrators accountable. The VAWA provides federal grants to help communities across America develop innovative strategies to combat violence against women.

The Department of Justice has awarded more than \$800 million through the VAWA grant programs since 1994, directing critical resources to communities' collaborative efforts to respond to violence against women. The VAWA grants finance community initiatives involving victim services providers, victim advocates, law enforcement officers, prosecutors, court staff, and health care providers.

Federal funds have reached across the nation -- from remote, rural, and tribal communities to large urban centers; from nonprofit domestic violence shelters and rape crisis centers to state prosecutors' offices. They are making a difference in the lives of women everywhere. And they have made a difference in how communities respond to violence against women -- by bringing together police, prosecutors, advocates, judges, and others to make America safer for women and families.

²The term "intimate" includes spouse, ex-spouse, common law spouse, same sex partner, boyfriend, and girlfriend. *Intimate Partner Violence*, U.S. Department of Justice, Bureau of Justice Statistics, Washington D.C., May 2000.

STOP Formula Grant Program

The Department's largest VAWA grant program is the STOP Violence Against Women Formula Grant Program. "STOP" stands for "Services•Training•Officers•Prosecutors" -- reflecting the collaborative goals of this program. It promotes a coordinated approach by encouraging the states to pool the expertise and resources of law enforcement, prosecutors, and victim advocates. Since 1994, the STOP Program has provided more than \$549 million to all 50 states, the District of Columbia, and 6 territories, including over \$138 million in Fiscal Year 1999. Under the VAWA, states have pulled together law enforcement representatives, prosecutors, and victim services providers to design a statewide plan for the use of these funds. States have awarded over 6,500 STOP sub-grants.

We are building from these initial successes. The Department is supporting the expanded involvement of courts in STOP grant partnerships.

In Cache County, Utah, STOP funds support a sexual assault prosecutor. In the seven years before this prosecutor was hired, the County had not charged a single sexual assault case. In 1997 alone, the prosecutor's office handled more than 60 sexual assault cases.

In California, STOP funds have been used to provide training on stalking investigations to more than 6,000 law enforcement officers.

In Delaware, STOP funds have trained police officers in domestic violence investigations, and two counties are focusing on the often neglected elderly victims of domestic violence.

In Alabama, STOP funds have helped establish mobile units that provide on-site assistance to domestic violence victims in rural areas.

Communities around the country are using STOP funds to set up programs that give women who are being stalked immediate contact with police in an emergency.

STOP Violence Against Indian Women Grant Program

Under the STOP program, the VAWA sets aside funds each year to combat domestic and sexual violence against women in Indian country. Data from the National Violence Against Women Survey show that Native American and Alaska Native women are more likely to be stalked and to disclose victimization by rape and physical assault than women of other racial/ethnic backgrounds.

The Department is committed to addressing and reducing domestic violence and sexual assault against Native women. A total of \$22.6 million has been awarded to tribes, including nearly \$6.5 million in Fiscal Year 1999. Tribes are using these funds to develop and strengthen the response of tribal justice systems to violent crimes against women. The activities of the STOP Violence Against Indian Women program also have raised awareness of domestic violence among tribal leaders and communities. Under all five VAWA discretionary programs, more than \$35.5 million has been awarded to 142 Indian tribal governments and organizations serving 281 Native communities.

On the Pine Ridge Indian Reservation in South Dakota, law enforcement officers were arresting both parties in 10 percent of all domestic violence cases in 1996. After VAWA funds helped train officers on how to identify the primary aggressor, the dual arrest rate dropped to less than 2 percent in 1997. Women are less likely to be arrested inappropriately for having defended themselves against abuse.

The White Mountain Apache Tribe of Arizona uses its prosecution allocation to support an advocate who works within its prosecutor's office to assist and support victims of domestic violence and sexual assault.

Grants to Encourage Arrest Policies Program

The Grants to Encourage Arrest Policies Program has enabled communities across the country to use the power of the criminal justice system to keep victims safe and hold offenders accountable. Since the program was first funded in 1996, the Department has awarded over \$137 million, including \$28.5 million in Fiscal Year 1999. To qualify for these funds, communities must demonstrate their community-wide collaboration to prevent and stop domestic violence. The result has been the development of new partnerships and a deeper understanding of violence against women.

In order to promote the effective preparation and prosecution of domestic violence cases, Milwaukee County, Wisconsin has used funding from the Grants to Encourage Arrest Policies Program to add three assistant district attorneys and three victim liaisons to the Office of the District Attorney's Domestic Violence Unit. Additionally, Milwaukee County has used grant funds to make the services of nonprofit, non-governmental victim advocacy agencies available on weekends.

With funding from the Grants to Encourage Arrest Policies Program, St. Tammany Parish, Louisiana has strengthened its ability to provide victims of domestic violence with support, advocacy, and safety while cases against their abusers proceed through the criminal justice system. Specifically, St. Tammany Parish has made training on the proper and effective treatment of domestic violence cases available to all law enforcement officers in the Parish, created domestic violence units within the sheriff's office and the prosecutor's office, and opened a satellite office of the local shelter, Safe Harbor, in order to serve women on the Parish's west end.

Rural Domestic Violence and Child Abuse Enforcement Program

The Rural Domestic Violence and Child Abuse Enforcement Program assists rural areas in the investigation and prosecution of cases involving domestic violence and child abuse and enhances the delivery of services to such victims. The Department has already awarded over \$52 million for these efforts and expects to award another \$20 million by the end of September. Rural community members often have to travel greater distances to address domestic violence and child abuse. As a result, Rural Program funds are important for identifying and securing technology, transportation, and other means to address the geographic isolation that has resulted in limited response and services. Rural Program grants also are helping communities develop partnerships between child protective services and domestic violence advocates to address the co-occurrence of domestic violence and child abuse, as well as to ensure the safety of battered women and their children.

In Bonner County, Idaho, where no domestic violence program existed prior to a 1997 Rural Program award, advocates respond with law enforcement to domestic violence calls and provide outreach and follow-up services to victims. VAWA funds also have supported the opening of a shelter for battered women and their children.

In rural Massachusetts, health and human services providers, law enforcement officials, clergy, and others are receiving training to address domestic violence and child victimization in their communities. The goals of the project include: prevention through community education and outreach, advocacy and counseling to children and non-offending parents, and coalition building to address victim safety and access to community resources.

Domestic Violence Victims' Civil Legal Assistance Grants Program

"These funds can help victims begin to pick up the pieces and take practical steps to bring order to their lives." Bonnie Campbell, Director, Violence Against Women Office

While the central goal of the VAWA is to improve the criminal justice system's response to violence against women, victims of domestic violence face related problems in civil matters such as custody and visitation, abuse and neglect, child support, divorce, or other civil cases where domestic violence is involved. Child custody cases involving domestic violence pose particularly difficult challenges for judges, battered women, and children. Since the creation of the Civil Legal Assistance Program in Fiscal Year 1998, the Department has awarded over \$33 million to legal services, battered women's shelters, law school clinics, and bar associations to strengthen civil legal assistance for victims of domestic violence. The Department expects to award another \$24 million later this summer.

Through the George Washington University Law School's Domestic Violence Advocacy Project in Washington, D.C., law students work with hospital emergency room personnel and are available 24 hours a day to respond to the legal needs of battered women.

In Eugene, Oregon, grant funds allow the Lane County Legal Aid Society to partner with shelters to provide representation for battered women in protection order hearings and other civil matters.

Grants to Combat Violent Crimes Against Women On Campuses

Under the newest program providing grants to combat violence against women on campuses, institutions of higher education receive support to develop comprehensive, coordinated responses to violent crimes against women on college campuses, including sexual assault, domestic violence, and stalking. This program was authorized under the Higher Education Amendments of 1998 and requires campuses to develop partnerships with nonprofit, non-governmental victim advocacy organizations and local criminal justice or civil legal agencies to enhance victim safety and offender accountability and to prevent these crimes. Congress appropriated \$10 million in each of Fiscal Years 1999 and 2000 to encourage institutions of higher education to adopt a coordinated community response to violence against women. Twenty-one institutions of higher education received grants totaling approximately \$8.1 million in Fiscal Year 1999.

COPS Domestic Violence Grants

The Department's Office of Community Oriented Policing Services (COPS) is the core component of the Clinton Administration's commitment to increase community policing as part of a community-wide response to crimes, including domestic violence. The COPS Domestic Violence Grants foster partnership and coordination between law enforcement and victim advocates at the community level. The Department's COPS office has dedicated over \$69.1 million to efforts designed to address domestic violence through community policing. Since 1996, under the Community Policing to Combat Domestic Violence program, COPS awarded over \$46 million to 394 law enforcement agencies for this purpose. Under this program, law enforcement agencies were asked to apply jointly with community service or victim advocacy organizations to execute well-planned, innovative strategies. In 1999, COPS expended \$11.3 million for training, research, evaluation, and test sites in communities where law enforcement established such partnerships to enhance coordinated responses to domestic violence.

The Bristol, Connecticut Police Department has held trainings for all officers on how to assist victims of domestic violence with safety planning and risk assessment. It also has developed a video on domestic violence for local cable television, and formed community policing partnerships with court personnel, educators, state social services officials, and the religious community to combat domestic violence.

The Colorado Springs, Colorado Police Department has created a 21-person domestic violence team representing a variety of community groups to train officers on dealing with domestic violence issues. Each officer works with the team for 100 hours to learn and develop strategies to combat domestic violence, to assist victims, and to use risk assessments to reduce future incidents.

Training and Technical Assistance Grants

Using funds drawn from each of the major VAWA grant programs, the Department also works to build the capacity of national criminal justice and victim advocacy organizations to foster community partnerships and to respond effectively to violence against women. The Department has awarded over \$36 million through Fiscal Year 1999 for this purpose. The Department also sponsors mentoring efforts and peer consultations, making it possible for those people who want to establish effective programs in their community to visit other communities and learn from experts in the field.

Technical assistance includes training, policy development, and information dissemination, for example:

- Development of Judicial Institutes, sponsored by the National Council of Juvenile and Family Court Judges and the Family Violence Prevention Fund, for assisting judges in handling civil and criminal cases involving domestic violence;
- Development by the International Association of Chiefs of Police of a model policy and procedures for handling domestic violence cases involving police officers;
- Development of a Promising Practices Manual by the STOP Violence Against Women Technical Assistance Project; and
- Development by the Washington Coalition of Sexual Assault Programs of a partnership with other state sexual assault coalitions (Minnesota, New York, Connecticut, and Illinois) for sharing resources, information, and strategies and mentoring newly-formed coalitions nationwide.

Keeping Victims Safe and Holding Offenders Accountable

The VAWA provides federal prosecutors with important tools to support and supplement state and local prosecution of domestic violence and stalking crimes. In some cases, a federal prosecution may carry a more severe and appropriate punishment for an offender than a prosecution under state law. Where a defendant has traveled from state to state, the resources of the Federal Bureau of Investigation are available to investigate and build a case for prosecution. In other cases, a state prosecutor may request that the case be referred to federal prosecution because, once detained by a federal court, a defendant is more likely to remain in custody prior to trial.

Criminal Prosecutions under the VAWA

The VAWA strengthens the penalties for sex offenders and domestic violence perpetrators -- doubling the maximum term of imprisonment for repeat sex offenders and authorizing severe sentences for abusers who cross state lines or tribal boundaries to commit acts of domestic violence. The VAWA and VAWA-related criminal provisions prohibit crossing state or tribal borders to commit domestic violence or violate a protection order, interstate stalking, and possessing a firearm while subject to a domestic violence protection order or if convicted of a misdemeanor crime of domestic violence.³ While the vast majority of domestic violence cases will continue to be prosecuted by states, localities, and tribes, these statutory tools enable federal law enforcement to prosecute and to obtain severe penalties in appropriate cases in cooperation with the state, local, and tribal authorities. Vigorous prosecution of federal domestic violence offenses is a top priority for the Department. These prosecution efforts have succeeded, and will continue to succeed, because the United States Attorneys Offices have prosecuted federal cases where appropriate and formed prosecution partnerships with their state, local, and tribal

counterparts in the nationwide fight against domestic violence.

The Department has prosecuted more than 250 cases under the VAWA and VAWA-related criminal provisions of federal law. The following cases exemplify successful federal prosecutions that resulted in convictions and lengthy sentences for defendants:

- ◆ The United States prosecuted a defendant who traveled from Alabama to Texas for interstate stalking. He had been released from federal custody in Alabama for making interstate threatening phone calls to one ex-wife. In Texas, he terrorized another ex-wife and his three grown children. The defendant was convicted. At sentencing, the court considered the defendant's lengthy history of domestic abuse against four stalking victims -- a history that included beatings, torture, abandonment, threats to kill, stabbing and burning -- and departed upward from the sentencing guidelines to impose a maximum sentence of 20 years in federal prison.
- ◆ The United States prosecuted a defendant for shooting at his estranged wife while she was working in a preschool playground. At the time of the shooting, the defendant was subject to a qualifying protection order. Although the case was initially presented to the district attorney's office, state prosecution of attempted murder would have required proof of the defendant's intent at the time of the shooting. Federal prosecution instead required only possession of the firearm while subject to a qualifying protection order. The district attorney's office referred the case for federal prosecution and the defendant pled guilty to the

³ There are five federal domestic violence offenses: (1) Interstate Domestic Violence, 18 U.S.C. §2261; (2) Interstate Violation of a Protection Order, 18 U.S.C. §2262; (3) Interstate Stalking, 18 U.S.C. §2261A; (4) Prohibition Against Possession of a Firearm While Subject to a Protection Order, 18 U.S.C. §922(g)(8); and (5) Prohibition Against Possession of a Firearm After Conviction of a Domestic Violence Misdemeanor, 18 U.S.C. §922(g)(9). 8

federal charge. At sentencing, the court granted the federal prosecutor's request for an upward departure, based upon the danger presented to the young children in the playground, and sentenced the defendant to a 66-month term of imprisonment.

Working to Make Nationwide Enforcement of Protection Orders a Reality

The VAWA requires states and territories to honor protection orders issued by other jurisdictions if certain statutory requirements are met. The Department has adopted a strategy for implementing this full faith and credit provision that focuses on providing training, technical assistance, and grants to law enforcement agencies, prosecutors, courts, and victim advocates. The Department funds the Full Faith and Credit Training and Technical Assistance Project of the Pennsylvania Coalition Against Domestic Violence, which provides nationwide assistance on a wide range of issues related to interstate and intertribal enforcement of protection orders. The Project also sponsored a national training conference in October 1997 that has led to several local and regional conferences. Tribes in Alaska, the southwest, and the midwest are also working to strengthen protection order enforcement between tribes, as well as between tribes and states.

The Department also has worked to develop, publish, and disseminate a series of brochures on interjurisdictional enforcement of protection orders for the different components of the criminal justice system. In October 1998, the Attorney General introduced a brochure for law enforcement that was developed with the International Association of the Chiefs of Police. A benchcard for judges was released in August 1999 at a meeting of the Conference of Chief Justices, and similar brochures for advocates, survivors, and prosecutors are being developed.

In order to help confirm the existence and terms of protection orders issued by jurisdictions nationwide, the FBI developed the National Crime Information Center Protection Order File, a national registry that came on line in May 1997. As of June 2, 2000, 29 states are

participating -- either by linking their existing state system to the national registry or by entering protection order information directly into it. The Department is assisting an ever-increasing number of states in developing their own protection order registries.

Addressing the Needs of Battered Immigrant Women

Prior to the enactment of the VAWA, many battered immigrants found themselves trapped between abuse and deportation because their abusers were authorized to act for them under the immigration law and refused to file immigration papers on their behalf. The VAWA responded to their plight by enabling the battered spouses and children of U.S. citizens and legal permanent residents to self-petition for permanent residency without depending on the help of their abusers. Since the enactment of the VAWA, the Immigration and Naturalization Service (INS) and the Violence Against Women Office have issued regulations to implement the self-petitioning provisions of the VAWA. In June 1997, INS centralized the filing of all VAWA self-petitions in the Vermont Service Center, where a specially-trained unit adjudicates these applications. To date, over 6,000 immigrant victims of domestic violence have been approved for lawful status under the VAWA.

Understanding Violence Against Women

The Department of Justice plays a unique role in collecting data on crime and increasing knowledge about the causes and consequences of crime and effective strategies for prevention and intervention. With the enactment of the VAWA, the Department has contributed to the expanding body of research on violence against women. The data and research make clear the gravity of the problem and demonstrate the need for our continuing efforts to end violence against women through the initiatives authorized by the VAWA.

The Department, through its National Institute of Justice (NIJ), a component of the Office of Justice Programs, continues to play a central role in supporting research to understand the nature, scope, causes, and consequences of violence against women. This research is used to develop strategies to prevent and respond effectively to violence against women. NIJ funds family violence research directly; it jointly conducts research with the Centers for Disease Control and Prevention; and it participates in the Interagency Consortium for Research on Violence Against Women and Family Violence. Moreover, NIJ is making special efforts to support community-driven evaluations that promote partnerships between researchers and practitioners.

The Bureau of Justice Statistics (BJS), a component of the Department's Office of Justice Programs, is the United States' primary source for criminal justice statistics. BJS collects, analyzes, publishes, and disseminates information on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of government.

A sampling of publications addressing violence against women include:

- *Intimate Partner Violence*, U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C., March 2000;
- Tjaden, P. and Thoennes, N., *Stalking in America: Findings from the National Violence Against Women Survey*, Research in Brief, U.S. Department of Justice, National Institute of Justice, Washington, D.C., April 1998;
- Tjaden, P. and Thoennes, N., *Findings from the National Violence Against Women Survey*, Research in Brief, U.S. Department of Justice, National Institute of Justice, Washington, D.C., November 1998;
- *Violence By Intimates*, U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C., March 1998;
- *American Indians and Crime*, U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C., February 1999; and
- American Bar Association Criminal Justice Section, *Legal Interventions in Family Violence: Research Findings and Policy Implications*, U.S. Department of Justice, National Institute of Justice, Washington, D.C., July 1998.

Providing National and International Leadership on Combating Violence Against Women

In 1995, President Clinton named former Iowa Attorney General Bonnie Campbell as the Director of the Violence Against Women Office at the Department of Justice. This office, housed in the Office of Justice Programs, administers the VAWA grant programs, coordinates Departmental efforts on violence against women, and provides national and international leadership to combat violence against women. Director Campbell works within the Federal government, representing the Department of Justice on the President's Interagency Council on Women and working to bring focus within the missions and jurisdictions of other agencies on issues of violence against women. Through the work of the Violence Against Women Office, the Department is collaborating with the Department of Health and Human Services, the Department of Housing and Urban Development, and other federal agencies on a wide variety of initiatives to address violence against women. Director Campbell has traveled to every region of the country and has, on over 250 occasions, met with and spoken to prosecutors, law enforcement groups, judges, domestic violence advocacy groups, women's centers, colleges, universities, health professionals, and many others.

As the issue of violence against women has taken on global importance, Director Campbell and other Department staff have represented the Department internationally as well. For example, in September 1998, Violence Against Women Office senior staff, together with the Department's Office for Victims of Crime, led a workshop at the World Conference on Family Violence in Singapore. In October 1998, Director Campbell led a delegation of United States experts to the United States - Russian Conference on Domestic Violence in Moscow, the first high-level meeting on this issue in Russia. Other countries look to the United States Department of Justice for our leadership and technical assistance on strategies to develop laws, change policies, and promote public discourse on violence against women within their own societies. Director Campbell has been a leader within

this country and internationally not only on the issues of domestic violence and sexual assault, but also on trafficking in women, which, with increasing globalization, appears to be a growing form of violence against women in which women and girls are taken from one country to another and forced to work in dehumanizing conditions stripped of their rights, safety, and dignity.

In addition to Director Campbell's work, the Department makes sure that everything the Department is learning about violence against women is in the hands of advocates, prosecutors, judges, and others who need it most. Through newsletters, reports, and an actively maintained and ever expanding Internet website, the Department ensures that information about violence against women research, programs, and intervention strategies is readily available and accessible.

The Justice Department's Violence Against Women Office Internet website address is
<www.ojp.usdoj.gov/vawo>.

The National Domestic Violence Hotline is a toll-free number that offers shelter referrals and assistance to anyone who is in need: 1-800-799-SAFE. Funded by the Department of Health and Human Services, the Hotline has answered 478,366 calls for help from February 21, 1996 to May 31, 2000.

Technical Assistance on the interjurisdictional enforcement of protection orders is available from the Full Faith and Credit Project, a project of the Pennsylvania Coalition Against Domestic Violence 1-800-256-5883 and from the Battered Women's Justice Project 1-800-903-0111, ext. 2.

The 43-member National Advisory Council on Violence Against Women advises the Attorney General and the Secretary of the Department of Health and Human Services on outreach strategies and implementation of the VAWA and issue-related reports. The Council's membership includes representation from law enforcement, business, health and human services, academia, the sports industry, victims service providers, advocates, and religious organizations.

The Advisory Council has produced two widely requested and disseminated pamphlets: "A Community Checklist: Important Steps to End Violence Against Women" and "Stop the Cycle of Violence: What You Can Do," handbooks on what individuals and communities can do to fight violence against women and assist victims. The National Advisory Council is currently developing an "Agenda for the Nation to End Violence Against Women in the 21st Century," which will guide communities in their efforts to address this problem in the new millennium.

PLANS FOR THE FUTURE

As we look to the future, the Department will focus not only on the need to continue and expand our current efforts but also on new and emerging issues such as cyberstalking and trafficking in women that we must address if we are to succeed in stopping violence against women. Our efforts will include the following:

◆ The Civil Justice System's Response to Violence Against Women

The Department is developing a strategy to raise awareness of domestic and sexual violence issues in civil matters, provide training to civil justice system personnel, and improve coordination among different civil courts hearing matters involving the same family and between criminal and civil courts where domestic and sexual violence issues are present.

◆ Underserved Populations

The Department has a responsibility to ensure that efforts to improve the justice system's response to violence against women work for everyone in our communities. Race, ethnicity, income, and other factors may affect the way victims respond to violence and the options available to them for dealing with it. We must ensure that efforts to build a coordinated community response to violence against women address the needs of diverse and underserved populations, including racial or ethnic minorities, Native Americans, religious minorities, immigrants, the elderly, individuals with disabilities, and gays and lesbians.

◆ Cyberstalking

At the request of Vice President Gore, the Department has studied the problem of cyberstalking and has reported back with recommendations on how to protect people from this threat.

◆ Trafficking In Women

The Department supports enacting anti-trafficking legislation that will strengthen and institutionalize advances made, as well as provide new and necessary tools in the fight against trafficking in persons and the protection of trafficking victims.

◆ Federal Legislation

The Administration strongly supports a five-year reauthorization of the VAWA grant programs and looks forward to working with members of Congress to improve and strengthen the VAWA and our nation's response to violence against women.

Thank you and welcome to the White House for this important gathering. We are here today to send a clear and resounding message that ending violence against women remains a critical priority of this country and a top priority of the Clinton-Gore Administration.

Thank you Secretary Shalala and Bonnie Campbell, the Director of our Violence Against Women's Office, for being here with me today to make this message clear.

It is energizing to see so many Members of Congress here ready to fight for the reauthorization of the Violence Against Women Act. Senator Barbara Boxer is here who was one of the early champions for ending violence against women while she was still in the House and, worked with Senator Joe Biden, to pass the Violence Against Women Act when she arrived in the Senate. We also have with us nearly 20 House Members who are working on the Floor and in their Districts to make sure that the gains we have made to protect women against domestic abuse and sexual assault continue to flourish. Joining me on the stage are Representative John Conyers and Representative Connie Morrell who are here to tell you about the tremendous effort they are leading in the House to pass this reauthorization and I thank them for their leadership.

I am also pleased that in the audience we have members of the [Women's Coalition] who have spearheaded the effort to make sure that we reauthorize the Violence Against Women Act this year.

In a moment you will also hear from leaders in the law enforcement community. They have been on the front lines – collaborating with victim service providers – to ensure that our police, our prosecutors, our judges, and others in the law enforcement community have the training and the tools they need both to serve victims of abuse and to more effectively prosecute their offenders. Sheriff Kathy Witt of Fayette County, Kentucky is with us – Sheriff Witt has used VAWA funds in her community to fund a “zero tolerance” unit which serves emergency protective orders on batterers within 12 hours after they are issued – when women are most vulnerable. And, Maryland State Attorney General Joseph Curran who has made VAWA a priority in his state through the creation of a state-wide Family Violence Council to improve responses to violence against women. You will also hear from Rose Pullian, the Associate Director of the Alabama Coalition of Domestic Violence, who has worked on the local level, partnering with law enforcement, to better protect and serve victims of violence.

It is clear that domestic violence and sexual assault are problems that are pervasive – they affect women of all countries, ages, religions, races, and economic standing. Last week, I was at the United Nations celebrating the strides we have made on improving women's lives around the world in the past five years since the Beijing Conference of Women held in 1995. We are seeing positive responses from the countries represented at the Beijing conference – like our country, many others are beginning to understand violence against women as a crime instead of an accepted cultural tradition.

This journey has not been easy – changing deep cultural traditions, habits, and behaviors is a hard task. It was not so long ago that there were still states in our own country where it was legal for a husband to beat his wife. And, of course, it wasn't so very long ago that survivors had to rely only on friends and family to take them in and hide them from their abuser. If they would

be willing to share their pain, to give them a roof over their head, some food for their children, some tools to help them rebuild their lives. I remember back when I was a young law student and then a lawyer, having people coming to me seeking help. Bruised in body and spirit, ridiculed and ignored, nowhere to go for help, because at that time neither police nor legal system really treated domestic violence as a crime. Victims did not know where to turn.

The Violence Against Women Act has worked not just to provide additional resources to states and communities, but it has helped to change behaviors and improved our understanding of domestic violence, stalking, and sexual assault. Now, a police officer confronted with a call for help from a woman being abused in her own home is more likely to have had training on how to respond to such a call. And, in the over 6,500 communities that have received collaborative STOP grants from the Justice Department, police officers can turn to the partnerships formed with victim service providers and with prosecutors to better serve the victim and to hold the offender accountable. The days when crimes against women were an acceptable or not-discussed part of our culture are over.

Ending violence against women is not just a silent call to action. Recently, the Justice Department's Bureau of Justice Statistics released a report showing some positive trends. Violence against women by intimate partners has declined by 21 percent from 1993 through 1998. And, in fact, intimate partners committed fewer murders in 1996, 1997, and 1998 than in any other year since 1976. While these signs are very promising, we still have a much work to do to end violence against women. Still, nearly one-third of women murdered each year are killed by their intimate partners, violence by intimates accounts for over 20 percent of all violent crime against women, and in 1998 alone women were raped and sexually assaulted 307,000 times; and, each year, about one million women are stalked.

Today, I am announcing two new reports – one from the Justice Department and the other from the Department of Health and Human Services – that describe the importance of the Violence Against Women Act and the accomplishments since it became law. Together, more than \$1.5 billion in VAWA grant funds have reached across the nation – from remote, rural and tribal communities to large urban centers – to support the work of various community organizations from nonprofit domestic violence shelters and rape crisis centers to state prosecutors office. Through their grants women in thousands of communities have received support and assistance. HHS grants have helped to shelter more than 300,00 women and their dependents each year and the National Domestic violence Hotline has responded to nearly 500,000 calls.

Thousands of police officers, judges, and state prosecutors have seen first hand the effects of these programs. VAWA funds have enabled them to receive training in domestic violence investigations; establish police personnel or prosecutors dedicated to working on domestic violence and sexual assault cases; and set-up partnerships with victims service providers to creatively serve victims, such as one community where they established a mobile unit to provide on-site assistance to domestic violence victims in rural areas.

The law enforcement community has done a tremendous amount to make sure VAWA is working in our communities throughout the country. And, today I am pleased to be joined by representatives from the International Association of Chiefs of Police, the Police Executive

Research Forum, the National Association of Attorneys General, and the National Sheriffs Association who are all calling for the reauthorization of VAWA.

Lets act together today to reauthorize the Violence Against Women Act and to make critical changes to better serve all women. We must reauthorize the VAWA grant programs and increase the funding available to punish the perpetrators of domestic violence and heal it victims. We must ensure that all women are served by not making immigrant women choose between their own protection and deportation from this country; by increasing funding available for tribes where victimization is substantially higher among Native Americans; by authorizing federal law enforcement officials to protect victims in dating relationships; and, by amending the full faith and credit provisions to ensure that women who have protective orders in other states or territories are protected when they move. We also must ensure that children remain in the custody of their non-abusive parent. I have seen too many children that have been traumatized by the abusive violence they have witnessed and know that too many children grow-up to repeat the actions that they saw as a child. We should amend the federal Parental Kidnapping Prevention Act to make it easier for victims fleeing from abuse with their children to obtain custody orders without returning to dangerous jurisdictions.

This Administration is taking a stand to get this done. The Vice President, a strong voice for abused women and children, is joining me in the call for reauthorization by sending a letter to every Member of Congress asking them to make this a priority. The Attorney General and Secretary Shalala are sending letters are leading the efforts in the Cabinet and asking their fellow Cabinet Members to join them to make ending violence against women a priority. Now, it is time for Congress to act and get the Violence Against Women Act reauthorized.

Now let me turn to

file: BWS

FIRST LADY HILLARY RODHAM CLINTON
REMARKS AT VAWA REAUTHORIZATION
THE WHITE HOUSE
JUNE 12, 2000

Thank you all and welcome to the White House. We are here today to send a clear message: If we want to stop violence against women, protect its victims, and prosecute those responsible, then we must reauthorize the Violence Against Women Act now.

There didn't used to be events like this. The words domestic violence used to be whispered by only a few brave activists and survivors. So, I am especially pleased to look around Presidential Hall today and see so many leaders from law enforcement, government, and non-profits who have worked tirelessly to ensure that no woman falls victim to violence.

I want to thank Secretary of Health and Human Services Donna Shalala and Bonnie Campbell, the Director of our Violence Against Women's Office, for leading the Administration's efforts on this issue. I want to thank all the Members of Congress who are here for speaking out on the Floor and in their communities to protect women from abuse and assault. I am pleased to see Senator Barbara Boxer, who teamed up with Senator Joe Biden, to pass the Violence Against Women Act. ^{in 1994}. And I'm delighted to be joined on the stage today by Congressman John Conyers and Congresswoman Connie Morrell who will talk about their extraordinary work in the House to reauthorize VAWA -- and I want to thank them for their leadership.

Violence against women is not just a women's issue. It's a family issue -- and it's a criminal issue. We are delighted to welcome so many members of the law enforcement community who are working on the frontlines to help victims of abuse and punish their offenders.

I want to welcome Sheriff Kathy Witt of Fayette County, Kentucky. She used VAWA funds to create a "zero tolerance" unit which serves emergency protective orders on batterers within 12 hours after they are issued -- when women are most vulnerable. We will also hear from Maryland State Attorney General Joseph Curran who has championed VAWA by creating a statewide Family Violence Council to improve the way Maryland responds to violence against women. And, finally, we will hear from Rose Pulliam, the Associate Director of the Alabama Coalition of Domestic Violence, who has teamed up with law enforcement to better serve victims of violence at the local level.

We know that violence against women is an equal opportunity destroyer, plaguing women of all ages and backgrounds, all races and religions, all communities and countries. Last week, I joined women from all over the world at the United Nations to celebrate the strides we have made since the Beijing Conference five years ago -- and recommit ourselves to the work that is still left undone. And an issue that kept being raised again and again was domestic violence.

Because of so many of you here, we were able to stand up as a country and talk about the real progress we've made. It wasn't so very long ago that survivors had to rely on friends and family to hide them from their abusers, give them a roof over their heads, food for their children, and tools to help them rebuild their lives. I remember the women who came to me when I was a young law student and then a lawyer. Bruised in body and spirit, ridiculed and ignored, they had nowhere to go for help. At that time neither the police nor the legal system really treated domestic violence as a crime.

But that has changed. When we met at the UN last week, we said that we are finally treating violence against women not as trivial, but as criminal. And it is finally going down. The Justice Department recently released a report showing that, from 1993 to 1998, domestic violence declined by 21 percent. In fact, intimate partners committed fewer murders in 1996, 1997, and 1998 than in any other year since 1976.

None of this would have been possible without the Violence Against Women Act. And today, I am releasing two new government reports that show how VAWA has helped us increase resources, change attitudes, and make critical strides to combat domestic violence.

VAWA has meant \$1.5 billion in more funding for local organizations and law enforcement offices all over the country. It has provided shelter to more than 300,000 battered women and children. It has given ~~more than~~ ^{now} 500,000 domestic violence victims a toll-free national hotline to call 24 hours a day, 365 days a year. And it has helped thousands of police officers, judges, and state prosecutors to better serve the domestic violence victims who turn to them for help.

I am pleased to be joined today by police officers from ^{Domestic violence} Maryland and Virginia who are standing behind me, as well as representatives of the International Association of Chiefs of Police, the Police Executive Research Forum, the National Association of Attorneys General, and the National Sheriffs Association, ^{who are going to be with us today. I am}
^{also pleased that today is the day that we are all here to support}
^{every VAWA representative.}

I know how hard you have worked to make VAWA's promises a reality for women and children everywhere. Today a police officer who receives a call from a woman being abused at home is more likely to know how to respond. A police department or D.A.'s office is more likely to have people specializing in domestic violence and sexual assault cases. Law enforcement officers are more likely to forge partnerships with social service providers to serve victims more effectively. I heard, for example, about a community that created a mobile unit to provide direct assistance to victims in rural areas.

So, when we went to the UN last week, we talked about our progress, but we did not claim victory. Because every day, we see women walking down the aisles of the grocery store or driving along the street who are still going home scared to death of the loved ones they should trust the most.

When nearly one-third of women murdered each year in America are still killed by their intimate partners, our job is not done. When one million women are stalked each year...and when women were still raped and sexually assaulted more than 300,000 times in 1998 alone, our job is not done. And when law enforcement officers still don't have the resources they need to punish those who hurt women with the full force of the law, our job is not done.

For centuries, domestic violence victims suffered in silence, without anywhere to turn, without anyone to help. When we passed the Violence Against Women Act, we finally gave abused and assaulted women a lifeline. And we cannot take it away now.

Together, we can reauthorize VAWA so that all perpetrators of domestic violence are punished, and all battered women are protected. We know what needs to be done. But we need the will to do it.

If we have the will, we can say that no immigrant woman ever has to choose between seeking protection and being deported. We can do more to help Native American women in tribes. We can protect victims in dating relationships. We can make sure that protective orders are still actually protecting women, even when they move across state lines. And we can guarantee that children in abusive homes, who have already suffered far too much, are able to remain with their non-abusive parent, instead of being sent away. I have seen too many children who have been traumatized by the violence they have witnessed, only to grow-up and repeat the same tragic cycle. In fact, for males, witnessing domestic violence is the single best predictor of juvenile delinquency and adult criminality.

The Vice President, a strong voice for abused women and children, is sending a letter to every Member of Congress today asking them to make reauthorizing VAWA a priority. We know this is a priority for our law enforcement community. It is a priority for the Members here. It's a priority for this Administration. Most important, it is a priority for women and families. Now, it is time for Congress to act.

If we fail to reauthorize VAWA, we fail the women who are being hurt every day by loved ones and strangers. We cannot let them down. And I know we won't.

And now it is my great honor to introduce a Sheriff who is working tirelessly to stop violence against women in her own community, and setting an example for all of us to follow.

Please welcome Sheriff Kathy Witt of Fayette County, Kentucky...

File: VAWA

NATIONAL ASSOCIATION OF ATTORNEYS GENERAL**Adopted****Spring Meeting
March 11-13, 1998
Washington, DC****RESOLUTION****VIOLENCE AGAINST WOMEN AND CHILDREN**

WHEREAS, each year violence against women continues to be a major cause of injury to women:

- * more than 1,000 women, about four every day, die as a result of domestic violence,
- * domestic violence continues to be a leading cause of homicide in our states,
- * 50 percent of the men who abuse their female partners also abuse their children, and

WHEREAS, more than half the female children who witness violence in the home become victims of domestic violence as adults; and

WHEREAS, one of the highest predictors of a child's future as a juvenile criminal is whether there was abuse or violence in the home of that child before age five; and

WHEREAS, the Congress will be considering reauthorization of the Violence Against Women Act, which has enabled the states to establish programs to help victims and to provide police training programs; and

WHEREAS, the experience of state Attorneys General indicates flexibility in use of Violence Against Women Act funds for programs assisting adult victims and children affected by domestic violence is needed to maximize the effectiveness of state programs to combat domestic violence.

WHEREAS, the Violence Against Women Act has been of critical assistance to state attorneys general because all funding has gone *directly to the states*;

NOW, THEREFORE, be it Resolved that the National Association of Attorneys General:

1. Supports reauthorization of and funding for the Violence Against Women Act, including a significant role for state Attorneys General, and stands ready to provide technical assistance to members of Congress as they reexamine this area;
2. Supports a change in the Violence Against Women Act to permit states to use Violence Against Women Act funds for programs which assist adult victims and children affected by domestic violence.
3. Encourages states to strengthen policies and regulations to protect women from violence including, but not limited to, the following:
 - provide orders of protection that are uniform throughout each state and ensure maximum protection for victims of intimate partner violence;
 - adopt uniform statewide orders of protection that are consistent with state and federal law;
 - inform parties that the order is entitled to full faith and credit in all 50 states;
 - inform parties that crossing state lines to violate a protective order is a federal crime;
 - develop system to flag protective orders that have been violated;
 - develop statewide registries for protective orders;
 - convene law enforcement review teams to review deaths of women victims of intimate partner violence, identifying gaps in the system that may have contributed to the homicide, and consider lethality assessment protocols to determine offender danger levels;
 - provide for pretrial detention of batterers;
 - strengthen and enforce stalking laws;
 - allow evidence of previous battering in domestic violence cases;
 - establish a separate crime or penalty enhancement for battering a woman in front of a child or children;

- adopt the uniform child custody jurisdiction and enforcement act;
 - establish a rebuttable presumption against joint custody for parents who have been convicted of domestic violence;
 - develop continuing education for judges and court personnel;
 - develop innovative approaches to ensure safety for domestic violence victims;
 - support multi-disciplinary response teams for domestic violence incidents;
4. Encourages the membership to focus on issues relating to violence against women, using the NAAG project as a clearinghouse, and holding an in-depth session at a future meeting, highlighting initiatives to help children who witness violence in the home; and
 5. Urges the membership to work with the public health community, educators and others within communities to focus attention on children who witness violence and to find ways to address these concerns; and
 6. Directs the Executive Director and General Counsel to transmit these views to members of the Administration, Congress, interested individuals, and associations.

VIOLENCE AGAINST WOMEN OFFICE
U.S. Department of Justice
Office of Justice Programs
810 7th St., N.W.
Washington, D.C. 20531
(202) 307-6026
FAX (202) 305-2589
<http://www.ojp.usdoj.gov/VAWGO>

FAX TRANSMITTAL COVER SHEET

DATE: 6/9/00
FROM: D. Goelman
TO: Ann O'Leary
ORGANIZATION: First Lady's Office
FAX: 456-2878
NUMBER OF PAGES FOLLOWING: 1
COMMENTS: Information requested
regarding Ms. Pulliam

Rose Pulliam is the Associate Director of the Alabama Coalition Against Domestic Violence. Previously, she served as the Program Director for the Family Service Center of Talladega (a local service program) and the Executive Director for Second Chance, Inc. (a local battered women's shelter). She has an extensive history of service to the community in the domestic violence prevention field and the medical field. She holds a Bachelor of Science in Psychology and a Masters in Social Work. Awards and affiliations include: Distinguished military graduate, Retired Officer Association Award, Army ROTC scholarship, Russell Foundation Scholarship, Expert Field Medical Badge, Overseas Medal, Alabama Coalition Against Domestic Violence: Secretary 1994-5 and President 1995-6.

Ms. Pulliam will be able to address the impact of VAWA funds on local programs in Alabama, including domestic violence and sexual assault programs, and to describe successful partnerships between victim services programs and law enforcement. While she directed Second Chance, Inc. in Aniston, AL, the domestic violence shelter partnered closely with local law enforcement in three counties. Shelter staff assisted in training law enforcement about domestic violence issues, and police officers conducted increased patrols near the shelter. As a result of this close partnership, police officers provided exemplary service to victims, transporting them across county lines to the shelter, and providing them with cell phones for their safety. Ms. Pulliam also will be able to describe emerging partnerships between local law enforcement departments and victim advocacy organizations across the state. In Huntsville, AL, for example, when law enforcement officers respond to domestic violence calls, they contact the local victim services program immediately, and advocates come directly to victims' homes to provide assistance.

FDCH TRANSCRIPTS

Federal Agency

May 17, 2000

Attorney General Janet Reno Holds News Conference with Senator
Biden on The Violence against Women Act
LIST OF SPEAKERS

BIDEN:

We're all pleased to be here today because we have some good news to announce. And in a moment I'm going to ask the attorney general to give you that news.

One of the things that is clear is that the collective efforts of the House and Senate, over the last several years, in passage of the Violence Against Women Act has had a very positive impact on the lives of women in this country, and it has had an impact on bringing violence against women down, violence perpetrated by those who are -- what most people refer to as significant others -- former boyfriends, boyfriends, husbands, former husbands, et cetera, and it's good news.

But as you'll hear from the statistics, there is also a lot more to be done. And we have a secondary purpose in being here and that is to push for the reauthorization of not only the Violence Against Women Act, but the so-called Violence Against Women II Act. We have strengthened the Violence Against Women Act based on the knowledge we've had of its functioning for the last five years in several significant ways.

One, we provide for civil legal assistance grants that would create a grant program to help victims of domestic violence and stalking and sexual assault, who need legal assistance in the courts. Secondly, we provide, in this improved Violence Against Women Act, improvements in what they call -- we call the full faith and credit enforcement of protection orders. That's an order that a man is given to stay away from the woman he has abused or has been harassing. And we strengthened the ability of the courts to hold men accountable who violate those orders.

We also provide for -- we found that although we provided for shelter for tens of thousands of women in the last five years, emergency shelter, that there's need for help in transition to housing. So that they're only able to stay in the shelters, which are now some beautiful and safe and accommodating their children as well as the women who is fleeing the abusive circumstance, but now we've realized that we should do more and provide for assistance in getting apartments, assistance in getting better living conditions in housing once they transition from the shelter.

And we also provide in this legislation -- the new legislation, a safe haven for children which is one of the reasons why women continue to place themselves at risk because they find themselves in an environment where they either don't have the financial wherewithal or the physical wherewithal to leave and adequately take care of their children.

But there's much more that can be said about that. The bottom line is this: What we did in the Violence Against Women Act worked. It must be continued, and it must be strengthened.

Now, I'd like to give you the attorney general of the United States, who will give you more detail on the statistics that demonstrate the progress we have made.

General?

RENO:

Thank you, Senator Biden. Senator Schumer, Representatives Conyers, Morella and Baldwin, thank you for your leadership in combating violence against women. I'd also like to thank Bonnie Campbell (ph) for the important work she has done as the director of the Violence Against Women Office.

We're here today to express our support for legislation that will re-authorize the Violence Against Women Act and make improvements to the statute that Senator Biden has described. In 1994, Congress sent a very clear message to this nation that violence against women is not just wrong, it is a crime. Today, we must fortify that message by reauthorizing the act.

This morning, the Bureau of Statistics released a special report on intimate partner violence that tells us that we have made real progress. Intimate partner violence has decreased. Violence against women by intimate partners fell by 21 percent from 1993 to 1998. However, the study tells us that violence still devastates too many lives, too many women, families, children.

For example, intimate partner violence made up 22 percent of violent crime against women between 1993 and 1998. That is too much. In 1998, women made up nearly 75 percent of the 1,830 intimate partner murder victims. The percentage of female murder victims killed by intimate partners has remained constant at about 30 percent since 1976.

We must continue our efforts by police, by prosecutors, by physicians, by judges, by advocates, by community leaders. And here in Washington, we must work together to keep victims safe and hold offenders accountable. With the authorization for VAWA funding set to expire this year, we cannot fail to act when so many women in this country are still victims of domestic violence, sexual assault or stalking.

As Secretary Shalala and I outlined in a letter delivered this morning to Chairmen Hatch and Hyde, we need this legislation that continues to support the community-based efforts that have been so instrumental in turning the tide; that strengthens federal criminal enforcement, and protects all victims, including battered immigrant women, Native American women, and those in dating relationships.

RENO:

Now, as you know, on Monday, the Supreme Court, in the United States versus Morrison, invalidated one aspect of the act: the federal civil suit remedy for victims of gender motivated violence. I'm deeply disappointed by the court's ruling, but that decision does not affect the other important aspects of the Violence Against Women Act, including our responsibility to implement the criminal provisions of the act. Nor does it affect Congress' authority to reauthorize and improve VAWA.

I urge Congress to take prompt action to get this act passed, to end violence against women, and more importantly, as I have said on a number of occasions, unless we end violence in the home, unless we end violence that destroys families, we will never end it on the streets and in the schools of our communities.

We have a chance, with crime down eight years in a row, with this record in terms of violence against women, to turn this nation around. And for once and for all to end the culture of violence. But it is going to require renewed determination, the renewal of this act, and all of us working together across the country to make this difference. I think we can.

BIDEN:

What I'd like to do is -- and this is a dangerous thing for a senator to do, and that is allocate who speaks and not next. So, I'm not going to pretend to do that. I am going to recognize the first person and let who ever is up here recognize the next person. So, I don't have the responsibility.

But let me -- and let me say, I'm going to introduce next, a former House member, not just because he's in the Senate now, but because when I wrote this legislation, eight years ago, the fellow who -- actually, now it's 13 years ago -- the fellow who carried it is the principal sponsor on the Senate side, when Barbara Boxer got elected -- she was the original sponsor of it on the House side -- was Chuck Schumer.

And I expect Chuck and Chuck expects me to make sure that we get this second Violence Against Women Act passed in the Senate side. And then, I suggest we probably would go to the chairman of the -- hopefully, the next chairman of the Judiciary Committee,

John Conyers. And then, hear from the rest of the House members as well.

But Chuck, do you want to say anything?

SCHUMER:

Thank you. Thank you, Joe, and I want to thank you for your leadership and the attorney general for her great leadership and all of my colleagues as we've worked together on this.

You know, we're here today because we have new crime statistics that show that domestic violence has declined, but that among young women, domestic violence continues to rise and menace society, and that's a terribly disturbing trend.

We're not just here to complain about it. We're also here to make a push to quickly pass VAWA II so we can continue to build on the progress we have made thus far to reduce domestic violence.

As recently as 1994, domestic violence against women was treated as second-class crime, if it was treated as a crime at all. It was hidden behind closed doors. It was swept under the rug. Women would arrive at police stations, bloodied, black and blue, and the police officer, not through any malice, but because the issue had not been given any teeth or any prominence, would say, Go home, this is a domestic matter, work this out with your husband, with your family.

Well, all that changed, frankly, due to the persistence of one man, Joe Biden. And we passed the Violence Against Women Act and the crime bill. Joe stood firm. It was a revolutionary bill at the time. And many in Congress -- you may remember those of us who were there, John and Nita and everybody, argued that it was unnecessary.

SCHUMER:

They said violence in the home was over-blown. But in conference, Joe Biden in the House -- Joe Biden, and in the House, Pat Schroeder, in particular, who's not here anymore -- she's a New Yorker, I'm proud to say -- refused to back down and VAWA made it into the final bill over strenuous objections.

It did many important things, VAWA did. I, every week, meet somebody who knows of a shelter that's been built due to VAWA, or police education and law enforcement education that's occurred that has made their lives better. This is a quiet act that's done so much good, and over there in the Supreme Court they can try to overturn it bit by bit. Fortunately, the part that they knocked out this time isn't essential to all of VAWA. We worry about the precedent, but we will be back and back and back again.

I just want to mention one little provision in the bill that I think shows you the need for the bill. It was the hotline. We put in an 800 number -- I remember discussing this with Joe -- that battered women could call to get confidential advice, and, if need be, a referral to the closest shelter or the name of a lawyer who specializes in domestic violence cases. We didn't even have that much money to advertise the phone number.

And so we thought that the hotline would receive maybe 100 calls a week at most. It had an immediate impact. So far, half a million women have called this hotline. It receives not a 100 calls a week but 250 calls a day from women, many in urgent and desperate need of help. And now, nobody says violence in the home is over-blown.

Today's numbers show we've made progress. Domestic violence, though, is still an epidemic that plagues America. And for those who still face terror in their own homes, VAWA gives women a place to turn, a number to call, a shelter to find sanctuary, a justice system more attuned to the crime of domestic violence.

I'm proud to join Senator Biden, Attorney General Reno, Ranking Member, soon to be Chairman, we hope, Conyers and all of my colleagues who have done such a great job on this issue. We're going to keep fighting till VAWA II passes.

CONYERS:

Thank you very much. Thank you very much, Chuck and Joe.

CONYERS:

The attorney general, I think, deserves a lot of credit, along with all of my colleagues, that are here, because we're not letting the success that we enjoyed in this matter stop.

You know, last month in Detroit, I had a town hall meeting on violence against women and children, and I had no idea how this network has grown to include prosecutors, judges, police, service delivers, people that ran shelters, the hotline people were all there, including the people who were the victims. And it was an inspiring three-hour town hall meeting in which we really agreed that we have to continue the funding for violence against women, which runs out in October, and that we have to begin to reap the experience that we know that we can even do better.

There's a couple of statistics that I need to share with you: one, that there is an incredibly higher rate of violence that is being suffered by women of color, namely 35 percent more.

And that, two, the violence that is the highest in age category is between 16 and 24. And that's why leaving out -- explicitly leaving out, in the House version that's going to the full committee, the references to dating and related activity is

a serious, serious omission. We want to keep the bill strong; we don't want to start weakening it ahead of time.

And also, we need to make sure that we have the support for those programs across the state that give full faith and credit to out-of-state decrees. There are some states that have a practice of requiring that it be registered in the court before the case is brought, which of course tips off the batterer. We want to have a full faith and credit provision in Violence Against Women that makes it clear that we will not give any advance signals to anybody.

Let's try to keep this bipartisan. We're hoping that our Republican colleagues will follow Connie Morella and others in making sure that this is a real success story in the criminal justice system.

We've done well. We celebrate the 21 percent reduction. But we know that there are more things that we need to do.

CONYERS:

Thank you very much.

I mentioned Connie Morella, so that's the proof.

MORELLA:

Thank you, I appreciate that.

Actually, I'm delighted to be here with our attorney general and our two august senators and John Conyers, the ranking member, my colleagues: Lowey, Weiner, Baldwin, our woman who is always there for us in terms of domestic violence issues, and all of you here.

For many American women, being -- more dangerous than being out in the dark street alone at night, is being home alone. Home alone with a partner, an intimate partner, spouse, a significant other. And we all know the statistics. We all know that, in 1994, when we passed that Violence Against Women Act and we had strong support, bipartisan support, and over on the Senate, helping Senator Biden was Senator Hatch. I remember he came over and spoke to the Republican conference at the time about the need for this bill. It has worked.

As has been mentioned, we now have about 13,000 calls a month for the hotline, which is 139 languages, around the clock, and toll free. And we have other hotlines throughout the nation that are connected to it, too. We've had judicial training. We've had some health parts of it, safety, education, certainly shelters, where we've had more shelters for animals than we've had for battered women and their children. It has made a difference.

This is the time now for the reauthorization. We had a hearing on the Subcommittee of Judiciary, and it did pass the first round. It will go to the full committee and then to the floor, and then to the Senate where there may be a couple of points that have been mentioned that will be added.

I am pleased to see that the statistics that are being released today by the Department of Justice, the statistical analysis says that the intimate partner attacks have been reduced by 21 percent over that five year period. I think that is encouraging. And 22 percent of the attacks have been by intimate partners. So, it shows that domestic violence is still there.

Also, as has been mentioned, the prevalence of young women from 16 to 24 that have been victims of domestic violence is something we need to look at.

I hope that we will present some strategies at some point to be able to include, as was in the bill that I introduced, 1248 -- to include the dating partners as part of that definition.

And again, as I say, I hope that we're going to move even beyond this with the Violence Against Women Act II, but right now, first things first. It works, it needs to be reauthorized. We can't let funding run out. We need to increase the amount of funding. And I think together we can make a difference.

So, I'm pleased to be here. And I don't know who the next in line would be -- whether we do it in terms of the time they come or seniority.

I think I should let John decide.

CONYERS:

OK, I'm happy to present...

MORELLA:

Since I'm the one who makes it bipartisan.

(LAUGHTER)

CONYERS:

I'm happy to present a distinguished member of our committee, from the Judiciary, who is in her first term, has done a wonderful job. She works on the subcommittee, from Wisconsin.

Please.

BALDWIN:

Thank you, Mr. Conyers.

I'm Tammy Baldwin, I come from the state of Wisconsin, and I am delighted to have an opportunity to work on both the reauthorization of the Violence Against Women Act, as well as the longer effort to expand the protections for women across the United States.

I'm also a veteran of public service, having started out in county politics and then state-level politics. And I remember the days in the early '80s, the mid-'80s, the late '80s when domestic abuse shelters and agencies and sexual assault service agencies were holding bake sales and potluck fund-raisers to do the vitally important work that they do.

BALDWIN:

And I am so delighted that this Congress, in 1994, had the vision to do something that sent -- has had very far-reaching consequences. The Bureau of Justice Statistics report that was released today contains some of that encouraging news, that overall violence against women has declined in the recent years.

I credit VAWA for that, and the local and state groups across this country that have supported programs over the last six years.

But we also can't ignore the ominous news that came out of that Bureau of Justice Statistics report. Of particular concern, as you've heard, is that women between the ages of 16 and 24 experience the highest rates of violence committed by intimate partners.

As someone who represents a highly populated university community, 40,000 students at my largest university, all between these ages, we recognized how important this is.

Youthful bullies, many of whom experience domestic violence as children in their own homes, are growing up to batter their girlfriends and going on to beat their wives. We must reauthorize VAWA this year, and it must include provisions to combat dating violence. It would be unconscionable to turn our backs on young women in need by only allowing VAWA programs to assist live-in or married partners. We have the best chance to stop the cycle of violence if we help women before they live with their abuser and if we help men before violence is ingrained into their behavior.

We can end the cycle of domestic violence that plagues America, and we must make real efforts to combat sexual assault. Reauthorizing a strong version of VAWA, that includes all aspects of domestic violence and sexual assault, is our best hope to do so.

And I would now like to turn it back to the chairman -- or the future chairman, Mr. Conyers.

(CROSSTALK)

CONYERS:

All right, Nita Lowey.

LOWEY:

Thank you, Mr. Future Chairman.

I am honored and privileged to be here with our great attorney general, Janet Reno; with Senator Schumer, Senator Biden, who've been such leaders on this issue; my colleagues.

And I remember, Connie, the battles we had when Connie and I were the bipartisan head of the congressional caucus on women's issues. I remember walking into the Committee on Labor, Health, Human Services, Education, and I looked at that budget. And we thought we were getting \$60 million for those programs, for battered shelters, and I saw \$1 million in the budget. And I remember saying to the then chairman, Oh, that's interesting. We're going to fund the hotline, which was the only thing that was funded, and then when the women would call, we'd say, Sorry, there's no room at the shelters. There's no room for any help, but you've gotten the hotline. Well, it didn't work.

And the caucus went to work and in a bipartisan way, we got money there, and we got money in Commerce, Justice, State for these programs. And frankly, Connie, I think the next year they didn't even challenge us, because they knew there was strong support on both sides of the aisle and strong support in the Senate and the House for the dollars.

And we understand and the women who are out there understand that there's so much more work to do.

I also remember in the '70s, when I was working at the state level, and we were doing hearings around the state on these issues. And I remember so clearly, a woman coming before our committee, telling a story about how the police came to her house and she was clearly abused, with a black eye and bruised all over, and they kind of looked at the husband and looked at her, and said, What's the matter? You're not making dinner for your spouse?

It -- the ignorance was clear. And we know this may have been the exception, but the education programs that are in place now do make a difference. And I think law enforcement does understand what domestic violence is all about.

LOWEY:

And that probably is one of our greatest strengths and one

our greatest successes is the education that has been done by the Department of Justice and other institutions and other non-for-profit groups that are really helping.

I also remember very well my trips to the hospitals. When you look at the emergency room, the majority of the women that were being treated there were victims of domestic violence. It is real.

I also can recall at the beginning, our meetings with business groups who've become our partners who have funded programs to assist women, who are there to make sure women have escorts.

And I also remember visits to many battered women shelters. And I kept saying to myself, Why are the women there? We have to do better at locking these guys up and making clear that they are the perpetrators and the women shouldn't have to leave the home.

So, let us just say this: that we all understand the seriousness of gender-based violence, but especially given the shame and sounds of many victims, there is so much more we have to do.

And I look forward to working with my colleagues, working with our outstanding chairs and members of the committee and all the committees that are involved to continue our fight this year, for the reauthorization, the appropriations process, to make sure that we are continuing to educate, continuing to fund battered women shelters, continuing to realize how very serious and pervasive this problem is.

And I want to thank you again, for your leadership, Senator.

CONYERS:

Thank you.

Anthony Weiner, New York.

WEINER:

Thank you.

I'm Anthony Weiner, W-E-I-N-E-R, and I just want to join in thanking my colleagues for their leadership.

You know, this is often characterized as a bill that is helpful to victims, and it is.

There was a time in New York City that it was easier to find a shelter for battered animals than it was to find one for battered women.

But this is also an issue that is pro-law enforcement. One of things that the funding for the Violence Against Women Act went to fund is sensitivity training and evidence collection training for police officers, for judges, for prosecutors, that has led to an increase in the number of successful prosecutions that we've had in New York City.

We've also seen an amendment that I offered to this year's bill, which would allow the funding to be used for sexual abuse nurse examiners in hospital emergency rooms, so evidence collection is done more carefully, so women are made to be at ease, they aren't put through the normal triage in an emergency room.

This is an opportunity for us to take a bill that is an unqualified success and extend it for a greater period of time.

There are many issues that, on Capitol Hill, emerge as partisan issues. I would hope that caring for women who are victims of domestic violence, especially in the construct of a bill that has been so overwhelmingly successful, that this year we can push through some of that smoke and see the light to get this bill reauthorized.

And I want to thank the sponsors of the bill, and particularly Congresswoman Morella, who has been such a leader in her party on this issue -- on this effort.

Thank you.

BIDEN:

Thank you.

Let me -- we'll open to questions, but I want you to keep your eye on the ball here. Nobody, nobody in the United States Senate today will stand up on the floor and say they're against this bill. I challenge anyone in the United States Senate to say on the floor they're against this bill, but many still are against this bill. So keep your eye on the ball.

You know, that old joke they told about Willie Sutton, they said, Why'd you rob banks? He said, Because that's where the money is.

Keep your eye on the ball: money.

The so-called -- the trust fund which I set up when this was put together, this bill, a trust fund that says, that people who formerly work for the federal government who we didn't rehire, their pay check goes into a trust fund.

The reason why all this got funded, is not because of the prowess of me or anyone standing back here as appropriators, they

can't get it done, I can't get it done. Is because there's a pot of money there that can't be spent for anything else, other than the crime bill.

And my friends who are telling me, they're for this legislation, I'm not talking about my colleagues behind me, thus far are refusing to reauthorize the trust fund. So keep your eye on the ball.

Anybody tells you they are for this legislation -- not that I should tell a reporter their job -- but ask them next, Will you support reauthorization of the trust fund? If they tell you no, then you know they are not for this legislation.

BIDEN:

It is hollow without the money.

And the second point that I want to make clear, that we may have unintentionally mislead you, violence against young women is up, but we do not -- we need special attention brought to that, but the operative feature in the implementation of the law is the nature of the crime, not the age of the victim.

So if you are 18 years old and you are battered or beaten, you are subject to and have an opportunity to all the benefits that flow from this legislation; if you are 40, 60 or 12. But focusing on the need to focus on date rape and its associated violence is important, it's very important.

But, again, keep your eye on the ball, follow the money. If they do not give us the money it is a hollow, hollow promise. That's why it's worked.

Now, we'll be happy to answer any questions.

QUESTION:

Senator, what's the actual linkage between provisions in the bill and the decrease in the kinds of crimes that you talked about? Couldn't it just be the economy is working so well that there's less pressure in...

BIDEN:

I'll have the attorney general join me, but let me give you my view and my understanding, and the person who probably knows more about it than any of us is this woman here who has headed up the office.

I want you to focus on two things. The reason why crime is down is we had a little provision in the law that I got, quite frankly, from a county in the state of Washington nine years ago, and that is arrest on information.

The story that Nita told you about the woman being battered and the cop saying, "Why didn't you make dinner?" -- whoever told that story, now, in order to get any money for more policemen in their jurisdiction under the crime bill, they have to arrest on information. And that is, if it's obvious that you have been beaten and the man is in the proximity of that beaten woman, you must arrest.

For example, if you and I got in a fight right now, these cops wouldn't walk up and ask you, Do you want to press charges? They'd arrest us both. Yet, 10 years ago, if I turned around or a man turned around and smacked a woman on the corner over here and a cop saw, he'd walk up and say, Do you want to press charges? I'm 6'1", 182 pounds, and she looks at me and looks at the cop and goes, I don't know, I may -- I may want to think about that.

So arrest on information, more men are arrested, number one.

Number two, women are willing to come forward now, because in my state and many other states there's someone sitting in that emergency room, there is a public advocate sitting there, and there's doctors who have been trained.

My hospitals, I got them to take the money and train every single doctor in the emergency room what to look for. And what happens is, in my state and many others, the woman walks in and says, No, I ran into a doorjamb, that's all it was. And you have somebody walk up and say, No, Jane, you didn't run into a doorjamb and we can help you. I don't want to do anything. Here's an officer, I'm going to call right now.

Officer John Smith, a specific officer, not generically, specific officer, special unit, John Smith comes. And the John Smith says, We'll get Attorney General Shmedlap and a specific person in the DA's office, the attorney general's office, who will immediately go to court and get a stay-away order for you. We will put you in a car with a cop and take you to your home and protect you and get -- that's why it's down. That's why it's down. Men don't have as many places to hide and women have other options. That's why it's down.

This is a thousand little pieces that make the difference. As these women can tell you better than I can, when a woman walks into a family court or a court to have a charge, say, I want to have so-and-so arrested for beating me, what used to happen is you'd have an intake officer say, What, he did what to you? Huh? Tell me, speak up, lady, speak up. In my state we require every single person to go through training, and if anybody does that in my state they get their rear ends fired.

We also trained our attorneys general -- in our state we don't have DAs, attorneys general -- that when you're questioning a person in court and you have the woman on the stand, interpose

yourself between that woman and the defendant so the defendant can't glare at her.

BIDEN:

It used to be, as these women can tell you, you'd go into court and you're waiting for your day in court. And you're sitting there outside the courtroom and the guy's sitting right across from you. And he's not even looking at you, but he's looking at your sister and he's looking at your mother and he's communicating, You testify and I will have you.

Little tiny things. This is not rocket science. This is not rocket science.

So the reason crime's down is our states have done the little tiny things beyond the big things. And if they don't authorize it -- this takes money, this takes money -- and if they don't give us the money, it's a hollow promise.

MORELLA (?):

I just wanted to add and give you a specific instance. I am so proud of the office that's been set up by our Queens district attorney, Dick Brown. And you visit that unit that has been funded by these programs from the Department of Justice, and you see the support network that he has put in place; there's a play area for the children, the women can come in, they're getting the counseling, they're getting the legal support, and there isn't really enough money for that. We have do more.

I invite anyone to come to Queens County, see a really wonderful situation where the women can feel comfortable coming -- because you are absolutely right -- and they're getting the guidance, the support and the DAs are prosecuting and that's why it is down and I thank you again.

BIDEN:

For you guys who wonder about this step -- for you guys who wonder about this, you say, Why didn't the women report it? I want to remind you, I wasn't a bad athlete. I can handle myself. How many of you, though, when you were in grade school and high school knew when the bully had you down on the ground, your old man or your mother said, All you've got to do is hit him right square in the nose. He'll back off. How many of you did it? How many of you did it? And if you didn't do it, why didn't you do it? Because it'd really make him mad. You'd really make him mad.

It is beyond me why men can't figure this out; the reason women don't pursue without significant assistance and a safety net behind them is the same reason all you guys who are listening to me didn't nail the bully square in the nose. That's why. That's why this matters. It matters. Support. To know they're not

going to be left alone to face the bully.

Any more questions?

QUESTION:

Yes. Ms. Reno, do you think -- we'd like on what you think the important provisions of the bill are and also if I could follow up with just what your reaction was to the (OFF-MIKE)?

RENO:

This bill has so many pieces to it in terms of, interrupting the cycle of violence by getting the person out of the home, of providing shelter to the victim and to her children, that interrupts and calms the situation, that lets the person know who's responsible for it, that he's going to be held accountable.

Before this bill, it was very difficult for a prosecutor's office to put together a good unit with people trained in domestic violence or for police departments to do the same. We have seen not only that happen but we have seen prosecutors and others work together to develop one-stop shopping centers, if you will, so that a person is not sent first to one place for a protective order, then to another place to file charges and then to another place for counseling. In many instances, with monies from the act, we have been able to see centers established that make such a significant difference.

I first got involved in prosecuting domestic violence cases in 1978. The difference between now and then is the difference between night and day and it has been very gratifying.

With respect to the indictments in Birmingham, I talked to the U.S. attorney today. It has been a collaborative effort. State and federal officials have been involved. It reflects a tragic situation of the civil rights era and we want to work together to see that justice is done.

QUESTION:

Ms. Reno, with the Supreme Court decision this week, do you think that the criminal measures in (OFF-MIKE)

RENO:

No, I don't think so. I think there is a clear distinction because it relates -- I think the act clearly distinguishes it and I think we can have confidence that we will have the remedy available.

QUESTION:

Attorney General, in 1997 you said that new information had

led you to reopen the Alabama case.

QUESTION:

Did that new information lead to the indictment (OFF- MIKE) today?

RENO:

I can't comment on it. It's better that it be commented on in Birmingham.

QUESTION:

Senator, is there any recourse on -- that you have for the provision of VAWA that was struck down?

BIDEN:

Yes, two new justices. And you think I'm being facetious, I'm not.

I'm not one of those who thinks that the United States Congress should react by trying to overrule a constitutional ruling or strip courts of jurisdiction. I don't think that's a good idea. But I do, and I respectfully suggest that much is at stake in this next election. It's a five-to-four decision. And not only was VAWA's provision relating for a civil rights cause of action struck down, but a whole lot more is in jeopardy. This is an imperial court that's made a judgment that it would substitute its wisdom on matters that have historically been -- the last 60 years, been left to the United States Congress.

And so, I don't know of any way in which we could legislatively "fix," quote, a constitutional judgment made by the United States Supreme Court. Nor, in my view, should we attempt to do that.

But I -- two people I'd like to see nominated for the court right here. I mean, I'm being a bit facetious, but seriously they're going to be -- the next president is going to name one to three new justices. And much, much, more is at stake than merely whether or not there is a judgment about the ability to sue, in federal court, your attacker under a civil rights cause of action.

And it's not just me. Ask any constitutional scholar. They will tell you that what is happening now is much more reminiscent of the jurisprudence of the 1920s than the 21st century.

QUESTION:

Is there any way to fix the language so that it would pass muster and it would give...

BIDEN:

Not that I'm aware of. I've spent a lot of time. As a matter of fact, there is nothing I've spent more time on, in my entire career, than this issue. And I cannot think of anything that would lead us to arrive -- lead the court, in the five-to-four decision, to arrive at a different decision on whether or not there is a federal cause of action for domestic -- for violence.

The bottom line is they said, "Hey, look, in order for there to be a significant impact on commerce" -- that's the standard they used to use, is Well, is the commerce clause applicable? They said, "It has to be an economic activity that has a significant impact upon the economy of the nation, not a non-economic activity." I'd recommend Justice Souter and Justice Breyer's dissent, which I think accurately portrays how fundamental the dilemma is in the split in the court.

Thank you all very much.

The FDCH Transcript Service May 17, 2000

List of Speakers

JANET RENO, U.S. ATTORNEY GENERAL

U.S. SENATOR JOE BIDEN (D-CT)

U.S. SENATOR CHARLES SCHUMER (D-NY)

U.S. REPRESENTATIVE JOHN CONYERS (D-MI)

U.S. REPRESENTATIVE CONSTANCE A. MORELLA (R-MD)

U.S. REPRESENTATIVE TAMMY BALDWIN (D-WI)

[Image] [Back to the top](#)

Source: Federal Document Clearing House, Inc.
From CQ Transcript Service
No portion of this transcription may be copied, sold or
retransmitted without
the express written authority of Federal Document Clearing House,
Inc.
209 Pennsylvania Avenue, S.E.
Washington, D.C. 20003
Tel. (202) 547-4512 · Fax: (202) 546-4194
(c)2000 Federal Document Clearing House, Inc. All Rights Reserved.

[Image] [Image] [Image]

Copyright 1983-2000
[Image] Congressional Quarterly Inc.
All Rights Reserved.

JUN-07-2000 14:43

CFC LEGIS. AFFAIRS&BUDGET

202 401 4552 P.02/02

Kle. VAWA



NATIONAL DOMESTIC VIOLENCE HOTLINE

1-800-799-SAFE (7233)
1-800-787-3224 (TTY FOR THE DEAF)

Fact Sheet

More than 478,366 Calls In Almost Four Years!

- Hotline Advocates answer more than 11,000 calls per month
- There were 142,242 calls answered in 1999
- Hotline Advocates have answered 478,366 calls since the Hotline's inception in February 1996 (As of May 31, 2000)

Who is calling the Hotline?

- A young pregnant woman in Boston says her husband hit her last night and her three year-old son tried to stop him. She asks if we know someone in her area who can help her. Referrals are provided.
- A Spanish-speaking victim in Arizona needs shelter for herself and her three children and wants to return to her hometown. A Hotline advocate calls a shelter in Phoenix, connects with a Spanish-speaking counselor and provides the caller with the counselor's name and directions to the shelter.
- A father in San Francisco calls to talk about his daughter, who moved to New Jersey and who hasn't called him in three months. He knows her boyfriend is abusive, and he wants to tell her how to get help in New Jersey when he calls her. A Hotline advocate gives him the names and numbers of several programs in New Jersey and the name of San Francisco programs in case she returns home.

Services available

- Hotline staff and volunteers provide victims of domestic violence and those calling on their behalf with crisis intervention, information about domestic violence and referrals to local service providers.
- Hotline services are available 24 hours-a-day, 7 days-a-week, toll-free from anywhere in the United States, District of Columbia, Puerto Rico or the U.S. Virgin Islands.
- One call to the Hotline at 1-800-799-SAFE or 1-800-787-3224 (TTY for the Deaf) summons help in English or Spanish. Hotline staff and volunteers also have access to translators in 139 languages.
- The Hotline Data Collection Program collects, analyzes and disseminates national data on the nature, scope and impact of family violence on the United States for use by professionals and policy makers at the local, state and national levels. This data has never before been available.

6/6/00

P.O. BOX 161810 AUSTIN, TX 78716 - (512) 453-8117 (ADMIN.) - (512) 453-8541 FAX
A PROJECT OF THE TEXAS COUNCIL ON FAMILY VIOLENCE

TOTAL P.02

DATE:

6/7/00



U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES
200 INDEPENDENCE AVE., SW
WASHINGTON, D.C. 20201

PHONE: (202) 690-6311

FAX: (202) 690-8425

OFFICE OF THE ASSISTANT SECRETARY FOR LEGISLATION
HUMAN SERVICES LEGISLATION
ROOM 413 H HUMPHREY BUILDING

TO : Heather Howard
Eric Morse
OFFICE : _____
ROOM NO : _____
PHONE NO : _____

FROM:

[] MARY M. BOURDETTE
[] BARBARA CLARK
[] LAUREN HIGGINS
[] AMY LOCKHART
[] LULA BARNES
[✓] CHRISTY GALLAGHER

FAX NO : 456 - 2878TOTAL PAGES
INCLUDING COVER) : 2

REMARKS:

Let me go over this w/ our
Public Affairs office before we
decide whether it's "announceable"
for Monday's event.
Thanks.

Suggested Changes to Conyers' Draft

Version one:

(d) CIRCUMSTANCES.—For purposes of subsection (c), the circumstances described in this subsection are that—

- (1) in connection with the offense—
 - (i) the defendant or the victim travels in interstate or foreign commerce;
 - (ii) the defendant or the victim uses a facility or instrumentality of interstate or foreign commerce; or
 - (iii) the defendant employs a firearm, explosive, incendiary device, or other weapon, or a narcotic or drug listed pursuant to 21 U.S.C. § 812,¹ or other noxious or dangerous substance, that has traveled in interstate commerce;
- (2) the offense interferes with commercial or other economic activity in which the victim is engaged at the time of the conduct; or
- (3) the offense was committed with the intent to interfere with the victim's commercial or other economic activity.

Version two:

(d) CIRCUMSTANCES.—For purposes of subsection (c), the circumstances described in this subsection are that—

- (1) in connection with the offense—
 - (i) the defendant or the victim travels in interstate or foreign commerce;
 - (ii) the defendant or the victim uses a facility or instrumentality of interstate or foreign commerce;
 - (iii) the defendant or the victim engages in activity substantially affecting interstate or foreign commerce; or
 - (iv) the defendant employs a firearm, explosive, incendiary device, or

¹ Although this is the correct statutory citation for the Controlled Substances Act, we require technical assistance in determining whether to cover all substances listed under section 812, or only certain identified substances, or only substances listed under certain of the five "Schedules" established under section 812. The drug gamma-hydroxybutyrate (GHB) is currently listed on Schedule II, but President Clinton is expected to move it to Schedule I in the near future. Two other common date rape drugs, flunitrazepam (Rohypnol is the brand name) and midazolam, are both on Schedule III, although there are efforts to move it to Schedule II. We are uncertain whether to include only drugs listed on Schedules I, II and III, or all drugs listed under section 812.

other weapon, or a narcotic or drug listed pursuant to 21 U.S.C. § 812,² or other noxious or dangerous substance, that has traveled in interstate commerce;

(2) the offense interferes with commercial or other economic activity in which the victim is engaged at the time of the conduct; or

(3) the offense was committed with the intent to interfere with the victim's commercial or other economic activity.

Version three:

(d) CIRCUMSTANCES.—For purposes of subsection (c), the circumstances described in this subsection are that—

(1) in connection with the offense—

(i) the defendant or the victim travels in interstate or foreign commerce;

(ii) the defendant or the victim uses a facility or instrumentality of interstate or foreign commerce; or

(iv) the defendant employs a firearm, explosive, incendiary device, or other weapon, or a narcotic or drug listed pursuant to 21 U.S.C. § 812,³ or other noxious or dangerous substance, that has traveled in interstate commerce;

(2) the offense interferes with commercial or other economic activity in which the victim is engaged at the time of the conduct;

(3) the offense was committed with the intent to interfere with the victim's commercial or other economic activity; or

→ (4) the offense otherwise affects interstate or foreign commerce.⁴

² See note 1.

³ See note 1.

⁴ If this language is included, we would recommend that the legislative history of this bill explain that although Congress intends to invoke the full extent of its authority, it recognizes that this authority is necessarily limited by the Constitution. The language “affects . . . commerce” has long been regarded as the appropriate means for Congress to invoke the full extent of its authority. See *Jones v. United States*, 120 S. Ct. 1904, 1909 (2000). Of course, that this element goes to the extent of Congress's constitutional powers does not mean that it is unlimited. Interpretation of the “affects . . . commerce” provision would be addressed on a case-by-case basis, within the limits established by the Court's doctrine.

The Clinton Administration's Crime Control Strategy:

A Commitment to End Violence Against Women



**Taking Back Our Neighborhoods
One Block at a Time**

September 1999

Executive Summary

When the Congress and President Clinton teamed up to make the Violence Against Women Act become law in 1994, the nation took a giant step forward in its recognition of, and response to violence against women, particularly domestic violence, sexual assault, and stalking. This law not only strengthened criminal laws and provided funding to enhance their enforcement, but also provided a foundation for a successful long term criminal justice effort to end violence against women. By encouraging collaboration among police, prosecutors, and victim service providers, the Violence Against Women Act is building a comprehensive community response to violence against women all across America.

"The Violence Against Women Act provides us with a powerful tool with which to fight the scourge of domestic violence, sexual assault and stalking. While we have made significant progress, we must continue to use all necessary means and available information to help reduce -- if not eliminate -- all types of violence against women." Attorney General Janet Reno

"This is not a women's issue. This is an issue for families and for children and for men as well. And it is an American challenge that we have to face. This issue has been swept under the rug for too long. We have tried to take it out into the daylight, to let people talk about it, to give people a chance to find courage in the efforts of others and to know that they can find help. That's what the Violence Against Women Act is all about." President Bill Clinton

Since the passage of the Violence Against Women Act (VAWA), the Department of Justice has launched a multifaceted initiative to combat domestic violence, stalking, and sexual assault. The Department's efforts have been guided by two key principles: ensuring the safety of victims and holding perpetrators of violence accountable for their acts. The Department has made issues of violence against women central to our work in three important ways: bringing prosecutions under the federal domestic violence, stalking, and firearms laws; raising awareness of the VAWA and the issues of domestic violence, stalking, and sexual assault in communities throughout the country; and forging partnerships among police, prosecutors, and victim service providers at the state, tribal, and local levels through the STOP Violence Against Women Formula Grant Program and other VAWA grant programs. The Department has also worked closely on this initiative with state, local, and tribal judges.

The Justice Department has awarded more than \$700 million dollars in VAWA grant funds to law enforcement officials, prosecutors, victim advocates and courts to address the problem of violence against women at the state, tribal, and local levels. The Department, through the Offices of the United States Attorneys, has prosecuted over 179 cases involving interstate domestic violence, interstate stalking, interstate violation of a protection order, or possession of a firearm while under a protection order or after conviction for a misdemeanor crime of domestic violence.

Although progress has been made in recent years, domestic violence -- violence by intimates -- still accounts for about 20 percent of all violent crimes against women and about 30 percent of all murders of women in America. More than one million women are stalked each year, and a quarter million were sexually assaulted in 1996 alone. The Clinton Administration has laid the groundwork for a strong and effective strategy for building collaborative community partnerships to keep women safe and hold perpetrators accountable. Now, as the goal of a safer America is within reach, it is essential to continue this effort in order to bring an end to violence against women.

President Clinton, Attorney General Reno, and others have led a historic effort to reduce crime in our nation's communities. As part of that effort, President Clinton signed into law the Violence Against Women Act (VAWA), which was enacted as part of the Violent Crime Control and Law Enforcement Act of 1994. The law takes a comprehensive approach to fighting violence against women. It combines tough new penalties with programs to prosecute offenders and aid victims of such violence. This groundbreaking law has transformed the legal landscape, by bringing these issues from behind closed doors into the center of public debate, thereby helping to shift social attitudes toward violence against women.

The VAWA recognized the devastating consequences that violence has on women, families, and society as a whole. For the first time, federal resources, federal law enforcement, and federal prosecutors joined the front lines of the struggle to end violence against women. The VAWA encourages federal, state, tribal, and local governments to collaborate -- to work together to figure out how to end the terrible scourge of domestic violence, sexual assault, and stalking that has shattered the lives of so many of this nation's women, children, and families. Today, law enforcement, prosecutors, judges, and women's advocates are working together, sharing information and ideas to keep women safe and hold offenders accountable.

There is no question that the VAWA is making a difference. Under the VAWA, communities across the country and all levels of government are creating coordinated, community-wide responses and are setting up infrastructure needed to improve our response to violence against women:

- States and tribes are changing their laws to treat violence against women as a serious crime. Twenty-four states and the District of Columbia mandate arrest for most domestic violence offenses and forty-nine states now authorize law enforcement to make an arrest based on a probable cause determination that a protection order has been violated.¹
- Jurisdictions are changing the way they handle domestic violence cases to make sure these cases are given the attention they need. Thirty-six court systems have some type of special court jurisdiction, structure, or services to handle domestic violence cases.
- States are acting to lift some of the costs from women who were victimized by violence. As required by the VAWA, all states and the District of Columbia now have some provision for covering the cost of a forensic rape exam. All states and the District of Columbia mandate or authorize that convicted or charged sex offenders be tested for HIV.²
- States are increasingly recognizing that domestic violence hurts children, too. Forty-two states, and the District of Columbia, include domestic violence as a factor for a court to consider in child custody decisions.
- United States Attorneys, at the Attorney General's request, have each appointed special VAWA points of contact in their offices to help coordinate prosecution of federal VAWA crimes. Over 179 indictments on such crimes have been brought since the enactment of the law.

¹See Miller, N., *Domestic Violence: A Review of State Legislation Defining Police and Prosecution Duties and Powers*, Domestic Violence Legislative Review, Institute for Law and Justice, August 1998.

²National Conference of State Legislatures, "HIV/AIDS Facts to Consider", January 1999.

-
- The Bureau of Justice Statistics (BJS) estimates that in 1997, more than 7,700 of the 69,000 handgun sales blocked through presale background checks were denied because of a domestic violence misdemeanor conviction or a valid restraining order. From January 1, 1998 to November 29, 1998, 9,310 of the 70,000 blocked handgun sales were denied for these reasons as well.

Although we are making progress, violence still devastates the lives of many women:

- Although the overall number of women murdered by an intimate³ has dropped since 1976, intimates are still responsible for 30 percent of all homicides of women. Women are much more likely than men to have been murdered by an intimate.
- Violence by intimates accounts for about 20 percent of all violent crimes against women.
- More than 250,000 women were sexually assaulted in 1996 alone.
- Over one million women are stalked annually, and fully eight percent of all women in this country have been stalked at some time in their life. Overall, most stalkers are men (87 percent) and most stalking victims are women (78 percent).

Simply put, violence against women remains a critical problem in this country, and continues to call all of us to action.

Federal Funds Are Making a Difference

The Violence Against Women Act (VAWA) established grant programs that are being used to forge focused and effective partnerships among federal, state, and local governments, and between the criminal justice system and victim advocates. There are six VAWA-related grant programs. These programs assist state and local governments and agencies in training personnel, enforcing laws, assisting victims of violence, and holding perpetrators accountable. The VAWA provides federal grants to help communities across America develop innovative strategies to combat violence against women.

The Department of Justice has awarded more than \$700 million through the VAWA grant programs since 1994, directing critical resources to communities' collaborative efforts to respond to violence against women. The VAWA grants finance community initiatives involving victim service providers, victims' advocates, law enforcement, prosecutors, courts, health care providers, and community organizations.

Federal funds have reached across the nation -- from remote, rural and tribal communities, to large urban centers; from nonprofit domestic violence shelters to State prosecutors' offices. They are making a difference in the lives of women everywhere. And they have made a difference in how communities respond to violence against women -- by bringing together police, prosecutors, advocates, judges, and others to make America safer for women and families.

³The term "intimate" includes spouse, ex-spouse, common law spouse, same sex partner, boyfriend, and girlfriend. Violence By Intimates, U.S. Department of Justice, Bureau of Justice Statistics, Washington D.C. March 1998.

STOP Formula Grant Program

The Department's largest VAWA grant program is the STOP Violence Against Women Formula Grant Program. "STOP" stands for "Services•Training•Officers•Prosecutors" -- reflecting the collaborative goals of this program. It promotes a coordinated approach by encouraging the States to pool the expertise and resources of law enforcement, prosecutors, courts, and victims advocates. Since 1994, the STOP Program has provided \$549 million to all 50 states, the District of Columbia, and 6 territories, including over \$138 million in fiscal year 1999. Under the VAWA, states have pulled together law enforcement representatives, prosecutors, and victim services providers to design a statewide plan for the use of these funds. States have awarded over 5,000 STOP subgrants.

We are building from these initial successes. The Department is supporting the expanded involvement of courts in STOP grant partnerships, and also continues its emphasis on sexual assault and stalking prevention and prosecution.

In Cache County, Utah, STOP funds support a sexual assault prosecutor. In the seven years before this prosecutor was hired, the County had not charged a single sexual assault case. In 1997 alone, the prosecutor's office handled more than 60 sexual assault cases.

In California, STOP funds have been used to provide training on stalking investigations to more than 6,000 law enforcement officers.

In Delaware, STOP funds have trained police officers on domestic violence, and two counties are focusing on the often neglected elderly victims of domestic violence.

Communities around the country are using STOP funds to set up programs that give women who are stalked immediate contact with police in an emergency.

In Alabama, STOP funds have helped establish mobile units that provide on-site assistance to domestic violence victims in rural areas.

STOP Violence Against Indian Women Grant Programs

Under the STOP program, the VAWA sets aside funds each year to combat domestic and sexual violence against women in Indian country. Data from the National Violence Against Women Survey show that Native American and Alaska Native women are more likely to be stalked and to disclose victimization by rape and physical assault than women of other racial/ethnic backgrounds.

The Department is committed to addressing and reducing domestic violence and sexual assault against Indian women. A total of \$21.1 million has been awarded to tribes, including nearly \$5 million in Fiscal Year 1999. Tribes are using the funds to develop and strengthen the response of tribal justice systems to violent crimes against women. The activities of the STOP program have also raised awareness of domestic violence among tribal leaders and communities. Under all five VAWA discretionary programs, more than \$34 million has been awarded to 142 Indian tribal governments and organizations serving 281 Native communities.

On the Pine Ridge Indian Reservation in South Dakota, law enforcement officers were arresting both parties in 10 percent of all domestic violence cases in 1996, which is a high percentage. After VAWA funds helped train officers on how to identify the predominate aggressor, the dual arrest rate dropped to less than 2 percent in 1997. Women are no longer arrested for having defended themselves against abuse.

The White Mountain Apache Tribe of Arizona uses its prosecution allocation to support an advocate who works within its prosecutor's office to assist and support victims of domestic violence and sexual assault.

Grants to Encourage Arrest Policies Program

The Grants to Encourage Arrest Policies Program has enabled communities across the country to use the power of the criminal justice system to keep victims safe and hold offenders accountable. Through this program, the Department awarded over \$105 million in Fiscal Year 1998 and expects to award another \$28 million by October 1999. To qualify for these funds, communities must demonstrate their community-wide collaboration of efforts to prevent and stop domestic violence. The result has been the development of new partnerships and a deeper understanding of violence against women.

In order to promote the effective preparation and prosecution of domestic violence cases, Milwaukee County, Wisconsin has used funding from the Grants To Encourage Arrest Policies Program to add three assistant district attorneys and three victim liaisons to the Office of the District Attorney's Domestic Violence Unit. Additionally, Milwaukee County has used grant funds to make available on weekends the services of nonprofit, nongovernmental victim advocacy agencies.

With funding from the Grants To Encourage Arrest Policies Program, St. Tammany Parish, Louisiana has strengthened its ability to provide victims of domestic violence with support, advocacy and safety as cases against their abusers proceed through the criminal justice system. Specifically, St. Tammany Parish has made training on the proper and effective treatment of domestic violence cases available to all law enforcement officers in the Parish, created domestic violence units within the Sheriff's Office and the prosecutor's office, and opened a satellite office of the local shelter, Safe Harbor, in order to serve women on the Parish's west end.

Rural Domestic Violence and Child Abuse Enforcement Program

The Rural Domestic Violence and Child Abuse Enforcement Program assists rural areas in the investigation and prosecution of cases involving domestic violence and child abuse, as well as enhances the delivery of services to such victims. The Department has already awarded over \$30 million for these efforts and expects to award another \$20.9 million by the end of September. Rural communities often have to reach farther to respond to domestic violence and child abuse, and thus, Rural funds are important to identifying and securing technology and other means to address the geographic isolation that has limited response and services. Rural grants are also helping communities develop partnerships between child protective services and domestic violence advocates to address the co-occurrence of domestic violence and child abuse, as well as to ensure the safety of battered women and their children.

In Bonner County, Idaho, where no domestic violence program existed prior to a 1997 Rural award, advocates respond with law enforcement to domestic violence calls and provide outreach and follow-up services to victims. VAWA funds have also supported the opening of a shelter for battered women and their children.

In rural Massachusetts, health and human services providers, law enforcement officials, clergy, and others are receiving training to address domestic violence and child victimization in their communities. The goals of the project include prevention through community education and outreach, advocacy and counseling to children and non-offending parents, and coalition building to address victims' safety and access to community resources.

Domestic Violence Victims' Civil Legal Assistance Grants Program

*"These funds can help victims begin to pick up the pieces and take practical steps to bring order to their lives."
Bonnie Campbell, Director, Violence Against Women Office*

While the central goal of the VAWA is to improve the criminal justice system's response to violence against women, victims of domestic violence face related problems in civil matters such as custody and visitation, abuse and neglect, child support, divorce, or other civil cases where domestic violence is involved. Child custody cases involving domestic violence pose particularly difficult challenges for judges, battered women, and children. In October 1998, the Department awarded \$11.5 million to legal services and victims organizations, battered women's shelters, law school clinics, and bar associations to strengthen civil legal assistance for victims of domestic violence. The Department awarded another \$21.9 million in June of this year.

Through the George Washington University Law School's Domestic Violence Advocacy Project in Washington, D.C., law students work with hospital emergency room personnel and are available 24 hours a day to respond to the legal needs of battered women.

In Eugene, Oregon, the grant funds will allow the Lane County Legal Aid Society to partner with shelters to provide representation to battered women in protection order hearings and other civil matters.

Grants to Combat Violent Crimes Against Women On Campuses

Under the newest program providing grants to combat violence against women on campuses, the Department has recently received over 100 applications to develop comprehensive, coordinated responses to violent crimes against women on campuses, including sexual assault, domestic violence, and stalking. This program was authorized under the Higher Education Amendments of 1998 and requires campuses to develop partnerships with nonprofit, nongovernmental victim advocacy organizations, and local criminal justice or civil legal agencies to enhance victim safety and offender accountability and to prevent these crimes. Congress appropriated \$10 million in fiscal year 1999 to encourage institutions of higher education to adopt a coordinated community response to violence against women. The Department expects to make approximately 20 awards to institutions of higher education under this program by the end of September.

COPS Domestic Violence Grants

The Department's Office of Community Oriented Policing Services (COPS) is the core component of the Clinton Administration's commitment to increase community policing as part of a community-wide response to crimes, including domestic violence. The COPS Domestic Violence Grants foster partnership and coordination between law enforcement and victims advocates at the community level. The Department's COPS office has dedicated over \$58.5 million to efforts designed to address domestic violence through community policing. In 1996, under the Community Policing to Combat Domestic Violence program, COPS awarded over \$46 million to 336 law enforcement agencies for this purpose. Under this program, law enforcement agencies were asked to apply jointly with community service or victim advocate organizations to execute well-planned, innovative strategies. In 1998, COPS expended \$10 million for training, research and evaluation, and test sites in communities where law enforcement established such partnerships to enhance coordinated responses to domestic violence.

The Bristol, Connecticut Police Department has held trainings for all officers on how to assist victims of domestic violence with safety planning and risk assessment. It has also developed a video for local cable television on domestic violence, and formed community policing partnerships with court personnel, educators, state social services officials, and the religious community to combat domestic violence.

The Colorado Springs, Colorado Police Department created a 21-person domestic violence team representing a variety of community groups to train officers on dealing with domestic violence issues. Each officer works with the team for 100 hours to learn and develop strategies to combat domestic violence, assist victims, and to use risk assessments to reduce future incidents.

Training and Technical Assistance Grants

Using funds drawn from each of the major VAWA grant programs, the Department also works to build the capacity of national criminal justice and victim advocacy organizations to foster community partnerships and to respond effectively to violence against women. The Department plans to award over \$36 million through Fiscal Year 1999 for this purpose. The Department also sponsors mentoring efforts and peer-to-peer consultations, making it possible for people who want to establish effective programs in their community to visit other communities and learn from experts in the field.

Technical assistance includes training, policy development, and information, for example:

- Holding Judicial Institutes, sponsored by the National Council of Juvenile and Family Court Judges and the Family Violence Prevention Fund, for assisting judges in handling civil and criminal cases involving domestic violence;
- Development by the International Association of Chiefs of Police of a model policy and procedures for handling domestic violence and abuse cases involving police officers;
- Development of a Promising Practices Manual by the STOP Violence Against Women Technical Assistance Project; and
- Development by the Washington Coalition of Sexual Assault Programs of a partnership with other state sexual assault coalitions (Minnesota, New York, Connecticut, and Illinois) for sharing resources, information, and strategies and mentoring newly formed coalitions nationwide.

Keeping Victims Safe and Holding Offenders Accountable

The VAWA provides federal prosecutors important tools to support and supplement state and local prosecution of domestic violence and stalking crimes. In some cases, a federal prosecution may carry a more severe and appropriate punishment for an offender than a prosecution under a state law. Where a defendant has traveled from state to state, the resources of the Federal Bureau of Investigation are available to investigate and build a case for prosecution. In other cases, a state prosecutor may request that the case be referred for federal prosecution because, once detained by a federal court, a defendant is more likely to remain in custody prior to trial.

Criminal Prosecutions under the VAWA

The VAWA strengthens the penalties for sex offenders and domestic violence perpetrators -- doubling the maximum term of imprisonment for repeat sex offenders and authorizing severe sentences for abusers who cross state lines and tribal boundaries to stalk or to commit acts of domestic violence. The VAWA and VAWA-related criminal provisions prohibit crossing state or tribal borders to commit domestic violence, interstate stalking, crossing state or tribal lines to violate a protection order, and possessing a firearm while subject to a domestic violence protection order or if convicted of a misdemeanor crime of domestic violence.⁴ While the vast majority of domestic violence cases will continue to be prosecuted by states, localities, and tribes, these statutory tools enable federal law enforcement to prosecute and to obtain severe penalties in appropriate cases in cooperation with the state, local and tribal authorities. Vigorous prosecution of federal domestic violence offenses is a top priority for the

Department. These prosecution efforts have succeeded, and will continue to succeed, because the United States Attorneys Offices have prosecuted federal cases where appropriate and formed prosecution partnerships with their state, local, and tribal counterparts in the nationwide fight against domestic violence.

The Department has prosecuted more than 179 cases under the VAWA and VAWA-related criminal provisions of federal law. The following cases exemplify successful federal prosecutions that resulted in convictions and lengthy sentences for the defendants:

- The United States prosecuted a defendant who traveled from Alabama to Texas for interstate stalking. He had been released from federal custody in Alabama for making interstate threatening phone calls to one ex-wife. In Texas, he terrorized another ex-wife and his three grown children. The defendant was convicted. At sentencing, the court considered the defendant's lengthy history of domestic abuse of the four stalking victims -- a history that included beatings, torture, abandonment, threats to kill, stabbing and burning -- and departed upward from the sentencing guidelines to impose a maximum sentence of 20 years in federal prison.
- The United States prosecuted the defendant for shooting at his estranged wife while she was working in a pre-school playground. At the time of the shooting, the defendant was subject to a qualifying protection order. Although the case was initially presented to the district attorney's office, state prosecution of attempted murder would have required proof of the defendant's intent at the time of the shooting. Federal prosecution instead required only possession of the firearm while subject to a

⁴There are five federal domestic violence offenses: (1) Interstate Domestic Violence, 18 U.S.C. §2261; (2) Interstate Violation of a Protection Order, 18 U.S.C. §2262; (3) Interstate Stalking, 18 U.S.C. §2261A; (4) Prohibition against Possession of a Firearm while Subject to a Protection Order, 18 U.S.C. §922(g)(8); and (5) Prohibition against Possession of a Firearm after Conviction of a Domestic Violence Misdemeanor, 18 U.S.C. §922(g)(9).

qualifying protection order. The district attorney's office referred the case for federal prosecution and the defendant pled guilty to the federal charge. At sentencing, the court granted the federal prosecutor's request for an upward departure, based upon the danger presented to the young children in the playground, and sentenced the defendant to a 66-month term of imprisonment.

Working to Make Nationwide Enforcement of Protection Orders a Reality

The VAWA requires states and tribes to honor protection orders issued by other jurisdictions if certain statutory requirements are met. The Department has adopted a strategy for implementing this full faith and credit provision that focuses on providing training, technical assistance, and grants to law enforcement agencies, prosecutors, courts, and victim advocates. The Department funds the Full Faith and Credit Technical Assistance Project of the Pennsylvania Coalition Against Domestic Violence, which provides nationwide assistance on a wide range of issues related to interstate and intertribal enforcement of protection orders and sponsored a national training conference in October 1997 that has led to several local and regional conferences. Tribes in Alaska, the southwest and the midwest are also working to strengthen protection order enforcement between tribes as well as between tribes and states.

The Department has also worked to develop, produce, and disseminate a series of brochures on interjurisdictional enforcement of protection orders for the different components in the criminal justice system. For instance, in October 1998, the Attorney General introduced a brochure for law enforcement that was developed with the International Association of the Chiefs of Police. A benchcard for judges was released in August 1999 at a meeting of the Conference of Chief Justices and similar brochures for advocates, survivors, and prosecutors are in development.

In order to help confirm the existence and terms of protection orders issued by jurisdictions nationwide, the FBI developed the National Crime Information Center Protection Order File, a national registry that came on line in May 1997. As of June 22, 1999, 25 states are participating -- either by linking their existing state system to the national registry or by entering protection order information directly into it. The Department is assisting an ever-increasing number of states in developing their own protection order registries.

Addressing the Needs of Battered Immigrant Women

Prior to the enactment of the VAWA, many battered immigrants found themselves trapped between abuse and deportation because those individuals, who were authorized to act for them under the immigration law and also were their abusers, refused to file immigration papers on their behalf. The VAWA responded to their plight by enabling the battered spouses and children of U.S. citizens and legal permanent residents to self-petition for permanent residency, without depending on the help of their abusers. Since the enactment of VAWA, the Immigration and Naturalization Service and the Violence Against Women Office have issued regulations to implement the self-petitioning provisions of the VAWA. In June 1997, INS centralized the filing of all VAWA self-petitions in the Vermont Service Center, where a specially-trained unit adjudicates the applications. To date, over 4,300 immigrant victims of domestic violence have been approved for lawful status under the VAWA.

Understanding Violence Against Women

The Department of Justice plays a unique role in collecting data on crime and increasing knowledge about the causes and consequences of crime and effective strategies for prevention and intervention. With the enactment of the VAWA, the Department has

contributed to the expanding body of research on violence against women. This data and research make clear the gravity of the problem and demonstrate the need for our continuing efforts to end violence against women through the initiatives authorized by the VAWA.

The Department, through its National Institute of Justice (NIJ), a component of the Office of Justice Programs, continues to play a central role in supporting research to understand the nature, scope, causes, and consequences of violence against women. This research is used to develop strategies to prevent and respond effectively to violence against women. NIJ funds family violence research directly; it jointly conducts research with the Centers for Disease Control and Prevention; and it participates in the Interagency Consortium for Research on Violence Against Women and Family Violence. Moreover, NIJ is making special efforts to support community-driven evaluations that promote partnerships between researchers and practitioners.

The Bureau of Justice Statistics (BJS), a component of the Department's Office of Justice Programs, is the United States' primary source for criminal justice statistics. BJS collects, analyzes, publishes, and disseminates information on crime, criminal offenders, victims of crime, and the operation of justice systems at all levels of government.

A sampling of publications addressing violence against women include:

- Tjaden, P. and Thoennes, N., Stalking in America: Findings from the National Violence Against Women Survey Research in Brief. U.S. Department of Justice, National Institute of Justice, Washington, D.C., April 1998;
- Tjaden, P. and Thoennes, N., Findings from the National Violence Against Women Survey Research in Brief. U.S. Department of Justice, National Institute of Justice, Washington, D.C., November 1998;
- Violence By Intimates, U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C., March 1998;
- American Indians and Crime, U.S. Department of Justice, Bureau of Justice Statistics, Washington, D.C., February 1999; and
- American Bar Association Criminal Justice Section, Legal Interventions in Family Violence: Research Findings and Policy Implications, U.S. Department of Justice, National Institute of Justice, Washington, D.C., 1988.

Providing National and International Leadership on Combating Violence Against Women

In 1995, President Clinton named former Iowa Attorney General Bonnie Campbell as the Director of the Violence Against Women Office at the Department of Justice. This office, which is housed in the Office of Justice Programs, administers the VAWA grant programs, coordinates Departmental efforts on violence against women, and provides national and international leadership to combat violence against women. Director Campbell works within the Federal government representing the Department of Justice on the President's Interagency Council on Women and works to bring focus within the missions and jurisdictions of other agencies on issues of violence against women. Through the work of the Violence Against Women Office, the Department is collaborating with the Departments of Health and Human Services and Housing and Urban Development and other federal agencies on a wide variety of initiatives to address violence against women. Director Campbell has traveled to every region of the country and has, on almost 250 occasions, met with and spoken to prosecutors, law enforcement groups, judges, domestic violence advocacy groups, women's centers, colleges, universities, health professionals, and many others.

As the issue of violence against women has taken on global importance, Director Campbell and other Department staff have represented the Department internationally as well. For example, in October 1998, Director Campbell led a delegation of United States experts to the United States - Russian Conference on Domestic Violence in Moscow, the first high-level meeting on this issue in Russia. In September 1998, Violence Against Women Office senior staff, together with the Department's Office for Victims of Crime, led a workshop at the World Conference on Family

Violence in Singapore. Other countries look to the United States Department of Justice for our leadership and technical assistance on strategies to develop laws, change policies and promote public discourse on violence against women within their own societies. Director Campbell has been a leader within this country and internationally not only on the issues of domestic violence and sexual assault, but also on trafficking in women, which, with increasing globalization, appears to be a growing form of violence against women in which women and girls are taken from one country to another and forced to work in dehumanizing conditions stripped of their rights, safety and dignity.

In addition to Director Campbell's work, the Department makes sure that everything the Department is learning about violence against women is in the hands of advocates, prosecutors, judges, and others who need it most. Through newsletters, reports, and an actively maintained and ever expanding Internet website, the Department ensures that information about violence against women research, programs, and intervention strategies is readily available and accessible.

The Justice Department's Violence Against Women Office Internet website address is www.usdoj.gov/vawo

The National Domestic Violence Hotline is a toll-free number that offers shelter referrals and assistance to anyone who is in need: 1-800-799-SAFE. Funded by HHS, the Hotline has answered 346,611 calls for help from February 21, 1996 to July 14, 1999.

Technical Assistance on the interjurisdictional enforcement of protection orders is available from the Full Faith and Credit Project, a project of the Pennsylvania Coalition Against Domestic Violence (800) 256-5883 and from the Battered Women's Justice Project (800) 903-0111, ext. 2.

The 43-member National Advisory Council on Violence Against Women advises the Attorney General and the Secretary of the Department of Health and Human Services on outreach strategies and implementation of the VAWA and issues related reports. The Council's membership includes representation from law enforcement, business, health and human services, academia, the sports industry, victims service providers, advocates, and religious organizations.

The Advisory Council has produced two widely requested and disseminated pamphlets: "A Community Checklist: Important Steps to End Violence Against Women" and "Stop the Cycle of Violence: What You Can Do," handbooks on what individuals and communities can do to fight violence against women and assist victims. The National Advisory Council is currently developing an "Agenda for the Nation to End Violence Against Women in the 21st Century," which will guide communities in their efforts to address this problem as we enter the new millennium.

PLANS FOR THE FUTURE

As we look to the future, the Department will focus not only on the need to continue and expand our current efforts but also on new and emerging issues, such as cyberstalking and trafficking in women, that we must address if we are to succeed in stopping violence against women. Our efforts will include the following:

- **The Civil Justice System's Response to Violence Against Women**

The Department is developing a strategy to raise awareness of domestic and sexual violence issues in civil matters, provide training to civil justice system personnel, and improve coordination among different civil courts hearing matters involving the same family and

between criminal and civil courts where domestic and sexual violence issues are present.

- **Underserved Populations**

The Department has a responsibility to ensure that efforts to improve the justice system's response to violence against women work for everyone in our communities. Race, ethnicity, income, and other factors may affect the way victims respond to violence and the options available to them for dealing with it. We must ensure that efforts to build a coordinated community response to violence against women address the needs of diverse and underserved populations, including racial or ethnic minorities, Native Americans, immigrants, the elderly, women with disabilities, and gays and lesbians.

- **Cyberstalking**

At the request of Vice President Gore, the Department has studied the problem of cyberstalking and will be reporting back with recommendations on how to protect people from this threat.

- **Trafficking In Women**

In response to a directive from President Clinton, the Department has reviewed laws and victim programs relating to trafficking in women and children and will be reporting back to the President.

- **Federal Legislation**

The Administration strongly supports a five-year reauthorization for the VAWA grant programs and looks forward to working with members of Congress to improve and strengthen the VAWA and our nation's response to these crimes.