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Prevention of Abusive Intimate Relationships Among Adolescents

Volume 1: Summary of Study Findings

Final Report

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Introduction

The issue of abusive intimate relationships among adolescents is a relatively new field of inquiry, with published articles dating back only to the early 1980s.

Building on a foundation of prior research that addresses the topic of violence among acquaintances, including families and adult intimate partners, researchers have recently begun to address key issues concerning teen dating violence.

However, progress in this field has been both slow and sporadic, and despite growing public interest, there are no reliable estimates of the nature and prevalence of this phenomenon nationwide. ASPE commissioned this research project in the fall of 1997 in order to review existing research and data relevant to this topic, identify gaps in our knowledge, and stimulate a discussion concerning research, practice, and policy.

A necessary precursor to any informed discussion of adolescent dating violence is a definition of concepts that have driven the research. The key words describing the issue in the literature are “adolescent” and “dating violence.” The definition of “adolescent” varies widely across the literature and research community. We defined adolescents for this study as young people of middle and high school age. For those respondents currently enrolled in school, we defined adolescents as youth in grades 6 through 12. For those not in school, the age group on which we focused was approximately 11 through 19. Dating violence research on college students was excluded from this study because the university environment differs

so much from that of middle and high schools that the results of studies of the two populations are difficult to compare.

After considering a number of researchers' usage of the term "dating violence," we defined it as either the perpetration or threat of physical, sexual, or emotional abuse by one individual toward another, when both are initiating, engaging in, or terminating a dating relationship. In seeking to define dating violence, we found this phrase to be used interchangeably with courtship violence, premarital violence, and intimate partner violence. We also found that "abuse" and "violence" were used as if they were synonymous. However, there was considerable variation among definitions of "dating violence." Many researchers and commentators have limited their focus to physical abuse, and at least one group further restricted the definition to physical abuse that might result in "bodily harm or injury." However, others widened the definition to include the threat of violence as well as its perpetration. Other researchers also have considered emotional and sexual abuse to be within the realm of violence between dating partners or even between individuals attempting to initiate a dating relationship. Most of the literature focusing on the three types of violence, however, tended to group physical and sexual violence together (or to consider the latter behavior a subset of the former), while treating emotional abuse as a discrete category.

Concerning the gender of the partners involved, we recognize that the perpetrators and victims of adolescent dating violence may be either male or female. In addition, adolescent dating violence can occur in both homosexual and heterosexual relationships. However, because we found no empirical studies and only one discussion in the literature regarding violence among adolescents in same-sex dating relationships, our literature review focused primarily on male-female relationships. Within this context, we made an effort to learn about both female- and male-perpetrated violence.

1 Organization of Summary

This summary constitutes the first volume of a two-volume report to the Assistant Secretary for Planning and Evaluation on the subject of adolescent dating violence. Volume 1 contains a summary of the reports in the second volume, together with a series of recommendations designed for policymakers, practitioners, and researchers. The reader is referred to the second volume, *Sources of Data*, for a detailed discussion of our data sources, which include:

- a review of the literature on this topic;
- the results of secondary analyses of three large, nationally representative data sets that contain questions relevant to dating violence;
- findings from a series of semi-structured interviews with expert practitioners and researchers, as well as focus groups with adolescents; and

- a complete report on key data needs (summarized in Volume 1) to inform the field.

2 Study Findings

We begin this section with the results of our literature review, followed by our findings from the secondary analysis of three data sets. We conclude with key information provided to us by our interviews with expert practitioners and researchers in the field, as well as our focus groups with adolescents.

2.1 Findings from the Literature Review

In this section we summarize the results of our efforts to examine, assess, and synthesize the published and fugitive literature bearing on the issue of adolescent dating violence. While this issue represents a relatively new field of inquiry, with published articles dating back only to the early 1980s, it builds on a foundation of research that addresses violence between acquaintances, family members, and adult intimate partners.

2.1.1 Introduction

As part of the literature review, we searched a number of large periodical databases to identify articles, dissertations, manuscripts, and books that addressed dating violence of adolescents in middle and high school. We found and reviewed 27 relevant published documents as well as a number of unpublished manuscripts.

For the purpose of developing national estimates, we identified a number of methodological problems in the literature reviewed. For example, the majority of research on adolescent dating violence has been conducted on convenience samples: that is, samples that can make no claim to be representative of a given population. In addition, many studies had a very small number of respondents, increasing the likelihood that findings may not be generalizable. Most of the studies surveyed youth in school settings instead of a more general population of youth both in and out of school, thus limiting our ability to generalize the results to the entire adolescent population. In addition, most studies were limited to one geographic area or school district and tended to cluster in the Midwestern region of the nation, which further limits the generalizability of their results. Almost all the studies were cross-sectional in nature, and thus cannot be used to assess with confidence either the precursors or sequelae of adolescent dating violence.

Another major weakness of the studies is that the majority relied on adolescents' self-reports of violence within intimate relationships. In any survey, the veracity of self-reports may be biased by the context and mode in which surveys are administered (e.g., whether they are anonymous) and the degree to which they are conducted in conditions of perceived privacy. However, there appears to be no method to studying adolescent (or adult) dating violence that is preferable to self-report (V.A. Foshee, personal communication), since reports solicited from

collaterals in whom affected adolescents might confide (e.g., parents, friends, or law enforcement officials) are likely to be tainted by a variety of biases.

Because little research has been conducted examining the prevalence, correlates, and outcomes of adolescent dating violence, we included in our literature review all empirical studies that addressed these issues. As discussed above, this review summarizes findings from studies whose methodologies and generalizability vary considerably. For this reason, we have attempted to assess the extent to which each study's methodology is useful for this review, giving it credence in proportion to the soundness of its design and execution. Studies that we considered methodologically sound were those with a sample size greater than 250, those in which the investigators used a subsample (e.g., of dating violence victims) extracted from a 250-person sample, those with a sample that is reasonably representative¹ of the population from which it was drawn, and those with a response rate of at least 70%.

Table 1.1 displays our assessment of each study. Only 8 of the 27 studies met all our key criteria (i.e., sample size, generalizability, and response rate), and two more satisfied the first two. The studies we deemed methodologically sound for the purposes of this review are shaded in the exhibit. We should stress, however,

¹ "Representative" means that the results or findings derived from the sample used in these analyses can be generalized to some specified larger population.

that all the studies summarized here are of value. By including them, we avoid the possibility of ignoring suggestive or exploratory findings that merit further scrutiny in future studies that use more rigorous methods or larger samples. Our review also covered articles of a nonempirical nature that are not summarized in this table.

Table 1: Criteria for Assessing Methodology of Empirical Studies

Author(s)	Adequate Sample Size for Study Design ^a	Generalizable ^b	High Response Rate ^c
Bergman (1992)	✓	✓	
Burcky, Reuterman, & Kopsky (1988)			
Connolly, McMaster, Craig, & Pepler (1997)	✓		
Deal & Wampler (1986)	✓		
Foshee (1996)	✓	✓	✓
Foshee et al. (in press)	✓	✓	✓
Foshee et al. (1996)	✓	✓	✓
Gaertner and Foshee (in press)	✓	✓	✓
Gagné and Lavoie (1993)			
Gray and Foshee (1997)			
Henton, Cate, Koval, Lloyd, & Christopher (1983)	✓		
Jaffe, Sudermann, Reitzel, & Killip (1992)	✓	✓	
Jezl, Molitor, & Wright (1996)	✓	✓	✓
Johnson, Jackson, & Gatto (1995)			
Larkin & Popaleni (1994)			
Lavoie, Vézina, Piché, & Boivin (1995)	✓		
Molitor (1995)	✓		
O'Keeffe, Brockopp, & Chew (1986)	✓		
Plass & Gessner (1983)			
Poitras & Lavoie (1995)	✓		
Reuterman & Burcky (1989)			
Rhynard, Krebs, & Glover (1997)	✓	✓	✓
Roscoe & Callahan (1985)	✓		
Roscoe & Kelsey (1986)			
Smith & Williams (1992)	✓	✓	✓
Vicary, Klingaman, & Harkness (1995)	✓		
Walsh & Foshee (in press)	✓	✓	✓

The absence of a check mark (✓) indicates either that the study was deficient in this area or that no information was provided to assess the criterion.

Shaded studies are those considered methodologically sound.

^aEither N > 250 or sample nested within a larger study of N > 250.

^bCensus or random assignment.

^cResponse rate is at least 70%.

2.1.2 Prevalence

In the literature we reviewed, prevalence rates of adolescents who had personally experienced physical and/or sexual dating violence, as either victims or perpetrators or both, ranged from just over 10% (Henton et al., 1983) to nearly 60% (Jezl et al., 1996). Among the studies identified above as methodologically sound, however, estimates ranged from about 20% (Bergman, 1992; Jaffe et al., 1992) to about 60% (Jezl et al., 1996).

Findings were mixed as to the frequency of violence that was reciprocal or mutual in nature; that is, violence that was perpetrated and sustained by both partners (Gray and Foshee, 1997). Some studies indicated reciprocal violence rates of between 4% and 12% of adolescents who reported ever having experienced dating violence (Roscoe and Callahan, 1985; Roscoe and Kelsey, 1986; and O'Keeffe et al., 1986), while other studies reported that between 66% and 71% of adolescent violent relationships were mutually violent (Gray and Foshee, 1997; Henton et al., 1983). Though relatively few studies reported rates of psychological abuse, studies that investigated psychological abuse showed prevalence rates varying from as low as 15% to as high as 96%.

2.1.3 Characteristics and Correlates of Dating Violence

While we found a number of articles that dealt with the characteristics of dating violence, caution should be used in interpreting such characteristics as causative,

since the few studies upon which they were based used cross-sectional—as opposed to longitudinal—survey data. In terms of the respondents' ages at the time of the onset of dating violence, most studies found no significant correlation between age and experience of dating violence (Bergman, 1992; Burcky et al., 1988; Foshee, 1996; Henton et al., 1983; Reuterman and Burcky, 1989). Very few studies reported age of onset of dating violence, although the range in one study was from 13 years to 17 years old (Reuterman & Burcky, 1989).

Ethnicity was also examined as a correlate of adolescent dating violence. Most studies that identified racial differences indicated that African American adolescents reported the highest incidence of dating violence, while Asians reported the lowest (Foshee, 1996; O'Keeffe, 1997; O'Keeffe et al., 1986). Some factors that may affect prevalence rates of different racial or ethnic groups include the adequacy of their representation in samples studied and their willingness to report incidences of dating violence (O'Keeffe, 1997; Sugarman & Hotaling, 1989).²

Two studies demonstrated an association between dating frequency and dating violence (Bergman, 1992; Reuterman and Burcky, 1989). In terms of seriousness of relationships, two studies showed that level of commitment was negatively

² The prevalence rates reported in the summary volume and other related items are based on using the total of adolescents as the denominator.

correlated with experience of dating violence (Gray and Foshee, 1997; Gaertner and Foshee, in press), while many more demonstrated a positive correlation (Bergman, 1992; Cate, Henton, Koval, Christopher, & Lloyd, 1982; Henton, et al., 1983; Laner and Thompson, 1982; O'Keefe, 1997; Reuterman and Burcky, 1989; Stets and Pirog-Good, 1987).

Several studies investigated the relationship between respondents' reports of violence in their families of origin and violence in their dating relationships (O'Keefe, 1997; O'Keefe et al., 1986; Reuterman and Burcky, 1989; Roscoe and Callahan, 1985; Symons, Gröer, Kepler-Youngblood, & Slater, 1994). In all of these studies, adolescents reporting violent dating relationships were more likely to indicate that they had witnessed or experienced violence in their homes. Only one study reported finding no association between dating and familial violence (Carlson, 1987).

2.1.4 Perceived Motives for Dating Violence

A number of studies we reviewed investigated adolescents' motivations for dating violence. Nearly all of the relevant research suggested that jealousy was most often the precipitating factor in dating violence, a motive that was cited almost twice as often as any other (Burcky et al., 1988; Gagné and Lavoie, 1993; Henton et al., 1983; Roscoe and Callahan, 1985; Roscoe and Kelsey, 1986). Only one study (O'Keefe, 1997) found that anger was a more frequent response than

jealousy, although anger and jealousy may be difficult to distinguish. Other perpetrator-related motives reported included vengeance, provocation, love, confusion, sexual denial, the desire to dominate or intimidate, loss of control, stress, sadness, and self-defense.

2.1.5 Consequences of Violence

Several studies examined the emotional and physical consequences of dating violence (Bergman, 1992; Henton et al., 1983; Jezl et al., 1996; O'Keeffe et al., 1986; Roscoe and Callahan, 1985; Roscoe and Kelsey, 1986). One study that focused on the emotional aspects showed that over a third of the respondents felt their relationship improved in spite of the violence, while half felt it deteriorated (Henton et al., 1983). Another study found that 21% of victims said that the violence improved their relationship, 33% said it hurt their relationship, 12% said it ended the relationship, and 30% said it had no effect (O'Keeffe et al., 1986). Jezl et al. (1996) found that 13.4% of their sample of adolescents stayed in physically abusive relationships.

Although these statistics indicate that abusive behavior per se is not enough to end a relationship, it is also true that the severity of the abuse is a factor that may affect a person's willingness to remain in or terminate a relationship. Jezl et al. (1996) also found that the psychological abuse of females in a dating relationship may have a negative impact on their self-esteem, although the same was not found

for young women who are physically abused. In terms of physical consequences, one study of the prevalence of reciprocal versus unilateral violence found that adolescents in mutually violent relationships received more physical injuries such as bruising, bleeding, cuts, and broken bones than those in relationships whose violence was not reciprocated (Gray and Foshee, 1997). Another study found that 70% of females and 52% of males sustained physical injuries (e.g., bruises, burns, cuts, broken bones) from dating violence, and females received more injuries than males (Foshee, 1996).

2.1.6 Help-Seeking Behaviors

While studies showed that adolescents who had experienced dating violence found emotional support and advice from their friends and family members, a substantial proportion—between one-fifth and one-third—did not turn to anyone for help (Burcky et al., 1988; Henton et al., 1983; Roscoe and Kelsey, 1986). One researcher concluded that adolescents may choose to keep dating violence private because they perceive such incidents to be a major embarrassment (Henton et al., 1983). Some teens do not tell anyone about the abuse because they are afraid they will not be taken seriously by parents, teachers, or others in authority (Levy, 1991).

2.1.7 Review of Legal Issues

We reviewed two published manuscripts concerning legal responses to adolescent dating violence (Brustin, 1995; Suarez, 1994). These manuscripts both suggested that laws designed to address domestic violence should be broadened to protect adolescent victims in dating situations and to facilitate their access to legal remedies. For example, state statutes tend to define “intimate relationships” in ways that exclude most juveniles in dating situations. The authors of the manuscripts suggested that states revisit and modify their existing civil and criminal statutes relating to domestic violence to extend their provisions to dating adolescents. Among other suggestions, the authors asserted that the law should afford adolescents who are subjected to physical abuse by their partners the same recourse and protection that it offers adults.

2.1.8 Review of Adolescent Dating Violence Curricula

We also reviewed a draft report of a Congressionally mandated inquiry concerning the content and quality of curricula on dating violence (W. Riley, Family Violence Prevention and Services Program, Administration for Children and Families, Office of Community Services, personal communication, November 1997). Of the curricula that were found to have sufficient merit to be highlighted in the report to Congress, the review showed that most were based on issues concerning motivations for dating violence, self-esteem, and teen parenting skills. Many of the curricula at the elementary, middle, and high school levels

emphasized peer leadership, advocacy, prevention, intervention, training, and community collaboration. The most common method of disseminating information was through class presentations, and in most cases the dating violence materials were a component of a larger curriculum encompassing a variety of violent or related behaviors.

2.2 Secondary Analyses of Existing Data Sets

In this section we summarize findings from analyses we conducted of three nationally representative surveys to generate prevalence estimates, identify correlates, and examine the co-occurrence of adolescent dating violence with other risk behaviors. These data sets are as follows.³

- The *National School-Based Youth Risk Behavior Survey* (YRBS), conducted in 1993.⁴ The biennial YRBS is administered nationally by the Division of Adolescent School Health (DASH) of the Centers for Disease Control and Prevention (CDC). The 1993 YRBS used a three-stage cluster sample

³ To the best of our ability, we identified data sets that were in the public domain and that we believed to be both representative and appropriate. Based on careful examination and consultation with staff from the U.S. Census Bureau and Bureau of Justice Statistics, we excluded the National Crime Victimization Survey (NCVS) because we believed that it would not yield useful estimates of the prevalence of dating violence among adolescents. Preliminary analysis of the data set indicated that only 68 adolescents reported being victimized by a current or former intimate partner. Because the sample size for this population was large ($N = 40,854$), the prevalence rate for dating violence in this population was 0.2%, which seemed incommensurate with the rates yielded by other studies. Furthermore, the small sample size prohibited further analysis because stratification resulted in extremely limited cell sizes.

⁴ We used YRBS 1993 because its data collection time frame was similar to that of NHIS–Y 1992–93. It thus represented an opportunity to compare the data sets as well as the differences that might have resulted from using different methodologies. The YRBS was school based and the NHIS–Y was household based.

designed to produce a nationally representative sample of students in grades 9 through 12. The sampling frame comprised all public and private school students in these grades in the 50 states and the District of Columbia. In 1993, the final stage of sampling resulted in 16,253 students in grades 9 through 12 who were randomly selected from 199 schools.

- The *National Health Interview Survey–Youth Supplement* (NHIS–Y), conducted in 1992-93 by the National Center for Health Statistics of CDC. The Youth Risk Behavior Survey was added as a supplement to the National Health Interview Survey (NHIS–Y). This household-based administration of the YRBS differed slightly from the school-based survey in that it targeted youth ages 12–19 who were both in and out of school. The sampling procedure for NHIS–Y included the civilian, noninstitutionalized population in the 50 states and the District of Columbia. Adolescents were randomly sampled from each household in the NHIS. Within each family, one adolescent who was attending school, and up to two adolescents who were not in school or whose educational status was unknown, were selected.

- The *National Longitudinal Study of Adolescent Health* (AddHealth), conducted in 1995 and 1996 and sponsored by the National Institute for Child Health and Human Development (NICHD) and a consortium of 17 other federal agencies. AddHealth was a study of health-related behaviors of

adolescents in grades 7 through 12. Mandated by Congress, AddHealth's primary purpose was to measure the impact of the social environment on adolescent health. In addition to assessing adolescent health status, AddHealth explored the context of adolescent health-related behavior. The survey comprised a core sample of 12,105 adolescents that included an oversample of African Americans from well-educated families, as well as Chinese, Cubans, and Puerto Ricans.

Information concerning our rationale for selecting these data sets, as well as their relative strengths and limitations, may be found in the second volume. We summarize below our findings concerning the behavioral and sociodemographic characteristics that are associated with adolescent dating violence, the co-occurrence of adolescent dating violence with other adolescent risk behaviors, and the demographic characteristics of dating violence perpetrators.

2.2.1 Prevalence and Correlates of Adolescent Dating Violence

Neither the YRBS nor the NHIS was designed to assess the prevalence of adolescent dating violence, and the relevant questions contained in both are sparse. The YRBS and the NHIS–Y contained only one (identical) question that addressed adolescent dating violence; it asked respondents with whom they had their last physical fight. Adolescents were considered to be (or to have been) in a

dating violence relationship if they reported that their last physical fight was with a boyfriend, girlfriend, or date.

However, the AddHealth data set did address many of the behaviors associated with adolescent dating violence. Specifically, these questions tapped information about respondents' three most recent romantic partners. Respondents reported whether, during their relationship with their romantic partners, they engaged in behaviors that included swearing at them, threatening them with violence, pushing or shoving them, or throwing objects that could injure them. However, conspicuously absent from all three data sets were categories to assess severe emotional, physical, and sexual violence. For these reasons, YRBS, NHIS–Y, and AddHealth all have limitations that leave several unanswered questions regarding specific events and dynamics about adolescent dating violence.

The overall prevalence rates of adolescent dating violence ranged from 2.2% to 17.3% across the surveys used. Findings were consistent between YRBS (2.3%) and NHIS–Y (2.4%), but were substantially greater for AddHealth (17.3%). In general, findings should not be compared across surveys, since many of the differences noted can be attributed to differences in instrumentation, including referent period (e.g., an adolescent's most recent fight, relative to the fights experienced in the past 18 months), types of abusive behaviors specified, and number of dating partners considered. Furthermore, neither the YRBS nor the NHIS–Y

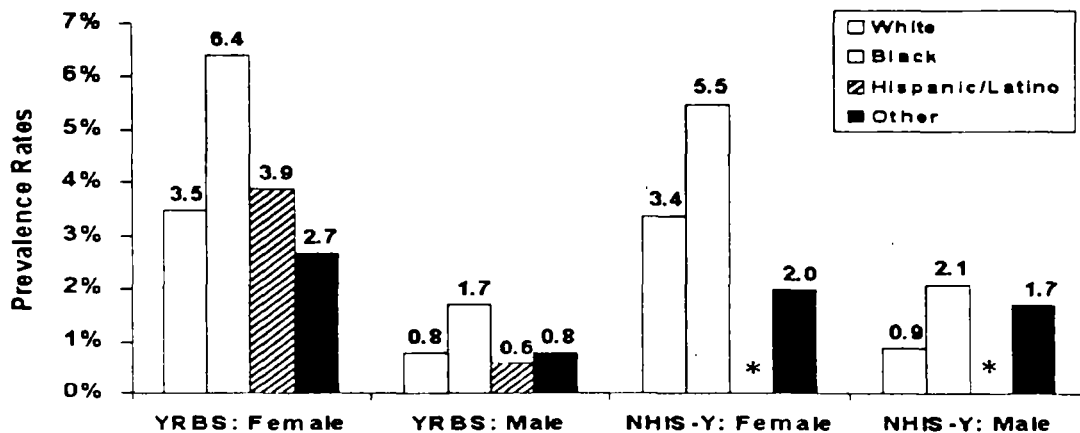
distinguished between dating violence perpetration and victimization, while estimates from AddHealth represented reports of dating violence victimization only. However, we were able to generate from this latter data set descriptive profiles of perpetrators based on the demographic information provided by the survey respondents. Of the three data sets, AddHealth provides the best estimate of dating violence victimization.

We first examined the sociodemographic correlates of adolescent dating violence to determine whether some groups were more at risk than others. Figures 1 through 4 illustrate, for each of the three data sets (i.e., YRBS, NHIS–Y, and AddHealth), the prevalence of adolescent dating violence among populations disaggregated by specific demographic characteristics including gender, race/ethnicity, and age. Analyses of the YRBS and NHIS–Y (figure not shown) found that females were more likely to experience an incident of dating violence, while results from the AddHealth survey indicated that adolescent females and males were equally at risk. However, the ambiguity of the dating violence questions asked in the NHIS and YRBS makes it difficult to determine whether adolescent females perpetrate more dating violence than males or are more often victimized. Figures 1 through 4 also indicate that higher dating violence prevalence rates were found among African American males and females (Figures 1 and 2), older adolescents (17 and above—Figures 3 and 4), adolescents living in

the South (not shown), and those living in families with annual incomes below \$20,000 (not shown).

Figure 1

Prevalence of Adolescents¹ in Dating Violence² Relationships, by Gender and Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

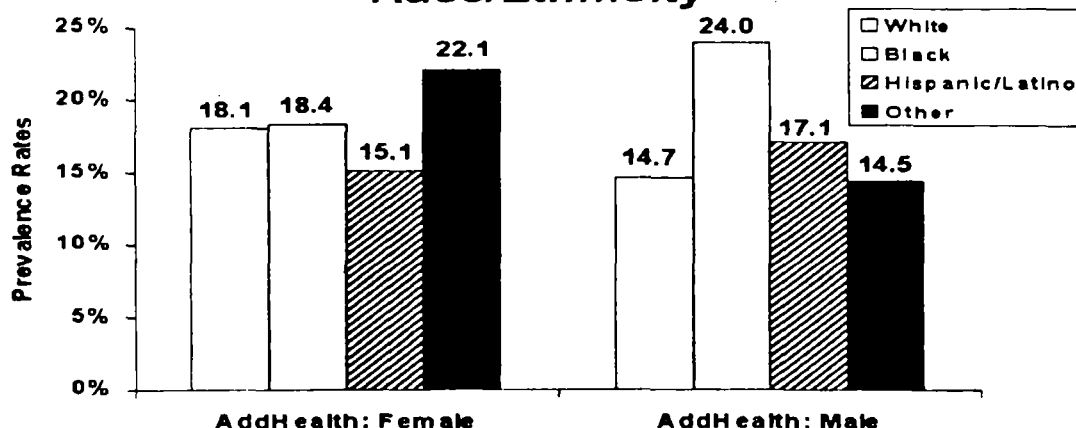
² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight. The "other" race/ethnicity category includes Asian/Pacific Islander, Hispanic, Native American, and other origin for the NHIS-Y and other origin for the YRBS.

* Hispanics/Latinos are included in "Other" because the sample was too small to generate reliable estimates.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93.

Figure 2

Prevalence of Adolescent¹ Victims in Dating Violence² Relationships, by Gender and Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

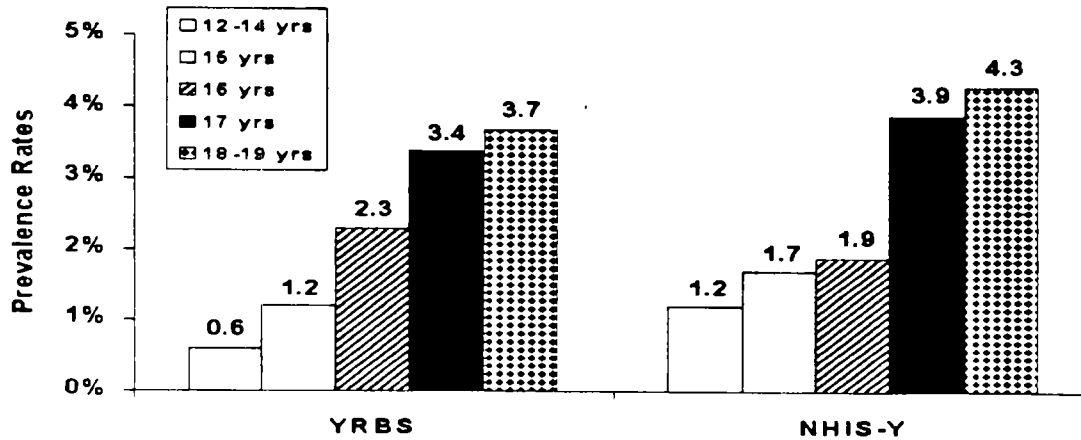
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

The "other" race/ethnicity category represents Asian/Pacific Islander, Native American, and other origin.

Source: National Longitudinal Study of Adolescent Health, 1996.

Figure 3

Prevalence of Adolescents¹ in Dating Violence² Relationships, by Age



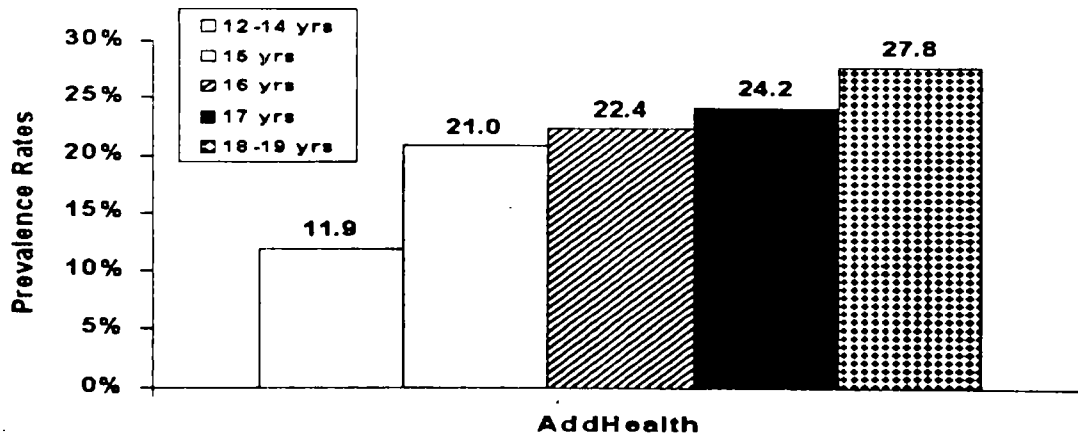
¹ Adolescents are youth 12-19 years old

² Dating violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93

Figure 4

Prevalence of Adolescent¹ Victims in Dating Violence² Relationships, by Age



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

Source: National Longitudinal Study of Adolescent Health, 1996.

*Prevalence of Types of Adolescent Dating Violence Victimization, by
Demographic Characteristic*

In this section we examined the prevalence of different types of dating violence—ranging from verbal to physical assaults—by specific demographic characteristics. These findings were limited to the AddHealth survey.

In many studies, poverty and race are intertwined, such that it is extremely difficult to attribute behaviors to one or the other. Thus, disentangling the effects of race and poverty may be beyond the scope of this study. However, any ethnic or racial differences cited here should take those methodological challenges into account.

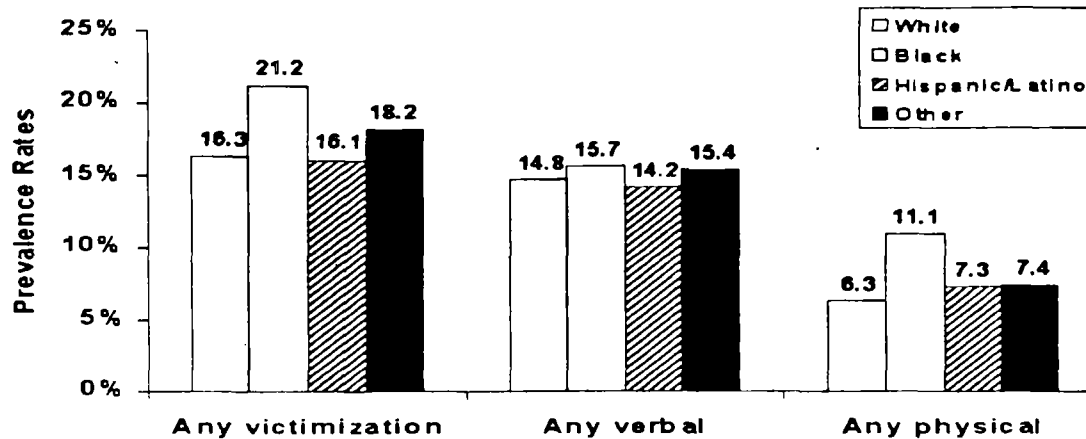
Figure 5 shows that we found significantly different rates of dating violence victimization among ethnic/racial groups, but that these differences were limited to questions about “any physical victimization” and were not apparent for specific types of physical victimization. Reports of “any physical victimization” ranged from 6.3% for whites to 11.1% for blacks, relative to 7.3% for Hispanics/Latinos.⁵ Consistent differences were found across age groups (Figure 6); in general, older adolescents reported the highest rates of dating violence victimization (i.e., any

⁵ In the NHIS–Y, the “other” category represented Asian/Pacific Islanders, Hispanics, Native Americans, and those of other origin. In the AddHealth data set, the “other” category represented Asian/Pacific Islanders, Native Americans, and those of other origin.

victimization, any verbal victimization, or any physical victimization). The oldest adolescents were almost 2.5 times as likely as the youngest to report any victimization or, specifically, verbal victimization, and were almost three times as likely as the youngest adolescents to report any physical victimization. (Note that older adolescents had a longer exposure time with respect to opportunities for dating and thus dating violence.) There were no significant gender-related findings regarding reports of any victimization, any verbal victimization, or any physical victimization (Figure 7). However, specific indicators of verbal and physical victimization demonstrated that females were slightly more likely than males to be “threatened with violence” (3.3% vs. 2.2%) and “pushed or shoved” (7.3% vs. 5.6%). As mentioned earlier, these findings are limited to analyses conducted on the AddHealth surveys. The YRBS and NHIS–Y each contained only one pertinent question each, which constrained their use for examining specific types of dating violence.

Figure 5

Prevalence of Type of Dating Violence¹ Victimization, by Race/Ethnicity



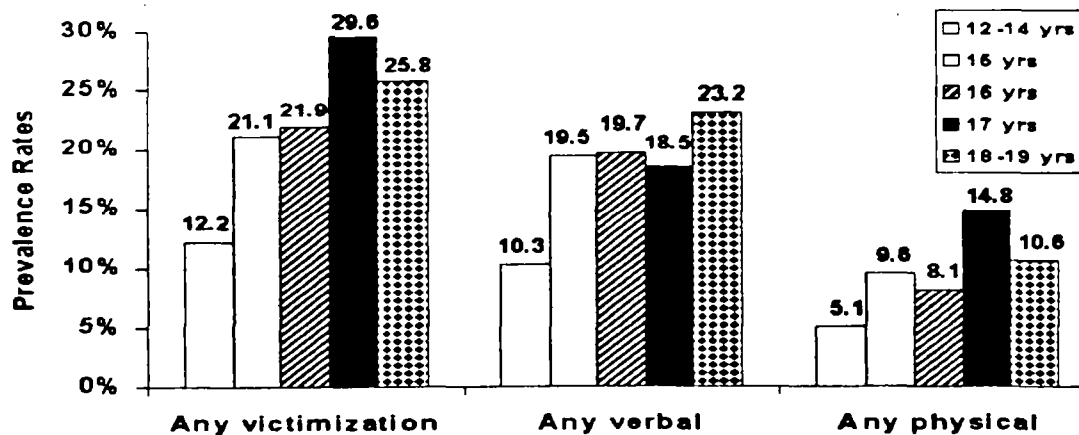
¹ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

The "other" race/ethnicity category represents Asian/Pacific Islander, Native American, and other origin.

Source: National Longitudinal Study of Adolescent Health, 1996.

Figure 6

Prevalence of Type of Dating Violence¹ Victimization, by Age

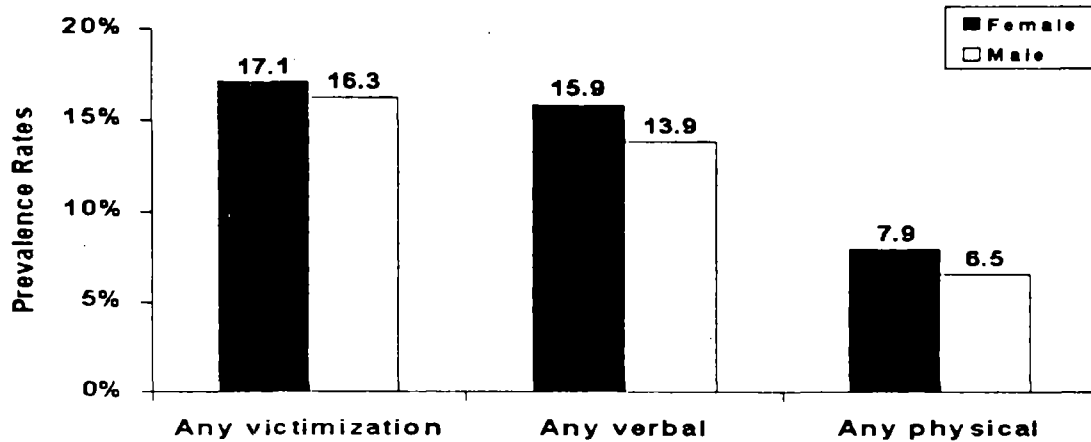


¹ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

Source: National Longitudinal Study of Adolescent Health, 1996.

Figure 7

Prevalence of Type of Dating Violence¹ Victimization, by Gender



¹ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

Source: National Longitudinal Study of Adolescent Health, 1996.

Profile of Perpetrators

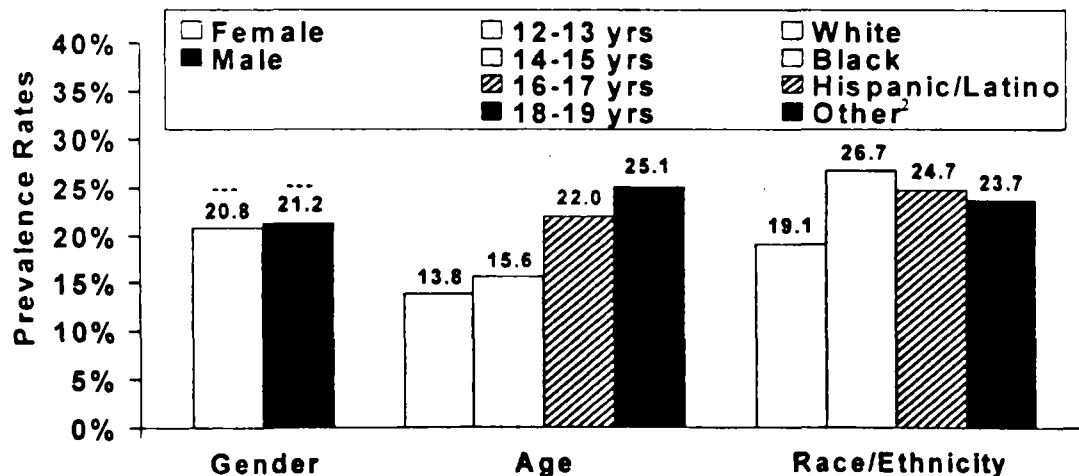
Proportions of dating violence perpetrators within demographic subgroups of adolescents were derived from the AddHealth data set.⁵ In an attempt to assess adolescent dating violence perpetrators, we used respondents' descriptions of romantic partner(s) to generate profiles of perpetrators. It should be stressed that these estimates are derived not from perpetrators directly, but instead from reports by the victims of adolescent dating violence. Figure 8 shows the proportion of dating violence perpetrators within demographic subgroups. Approximately one in five of both females and males, or 20.8% and 21.2%, respectively, were perpetrators of dating violence. About 15.8% of adolescents reported that the

⁵ YRBS and NHIS-Y did not distinguish between dating violence victimization and perpetration.

perpetrator of dating violence was aged 15 or younger, relative to 22.0% reporting perpetrators aged 16–17, and approximately one in four reporting perpetrators aged 18 or older. Among the racial/ethnic groups, African Americans had the highest proportions of perpetrators. Over one quarter (26.7%) of respondents said that African Americans were perpetrators, while almost one quarter (25.7% and 23.7% respectively) named Hispanics/Latinos and individuals from the “other” racial/ethnic group as perpetrators. White adolescents, however, had a significantly lower proportion, with approximately one in five (19.1%) being identified as perpetrators.

Figure 8

Demographic Characteristics of Dating Violence Perpetrators¹



¹ Profiles of perpetrators were derived from respondents' description of romantic partner(s) who either swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

² The "other" race/ethnicity category represents Asian/Pacific Islander, Native American, and other origin

--- Not significant; low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996

2.2.2 Co-Occurrence of Adolescent Dating Violence and Other Risk Behaviors

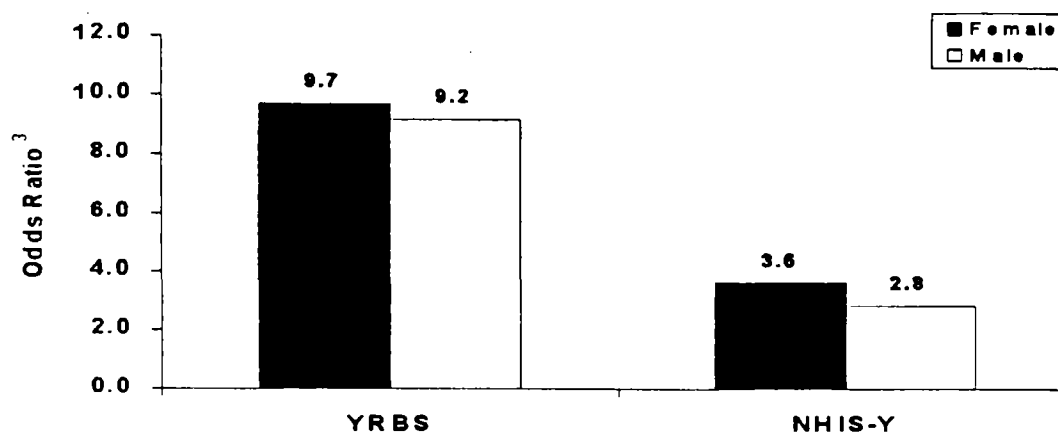
Problem behavior theory suggests that risk behaviors often co-occur (Jessor & Jessor, 1977). We examined whether adolescents in abusive relationships were more likely to engage in other risky behaviors than others not in such relationships. We note that the findings reported here represent only the *associations* between dating violence and other risky behaviors.

Substance Use Behavior

Figures 9 and 10 show that males and females in abusive relationships were from nearly 3 to 10 times more likely than other adolescents not in abusive relationships to report any substance use (e.g., tobacco, alcohol, marijuana, other drugs). The relationship between adolescent dating violence and substance use within specific racial/ethnic groups indicates the strongest association among white adolescents. More specifically, Figures 11 and 12 demonstrate that white adolescents in dating violence relationships were significantly more likely to report any substance use than white adolescents not in abusive relationships. With respect to the relationship between dating violence and substance use across age groups, the only consistent pattern demonstrated that alcohol had the strongest relationship with dating violence among younger adolescents, while marijuana was significantly linked to dating violence during mid- to late adolescence.

Figure 9

Odds of Substance Use among Any Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

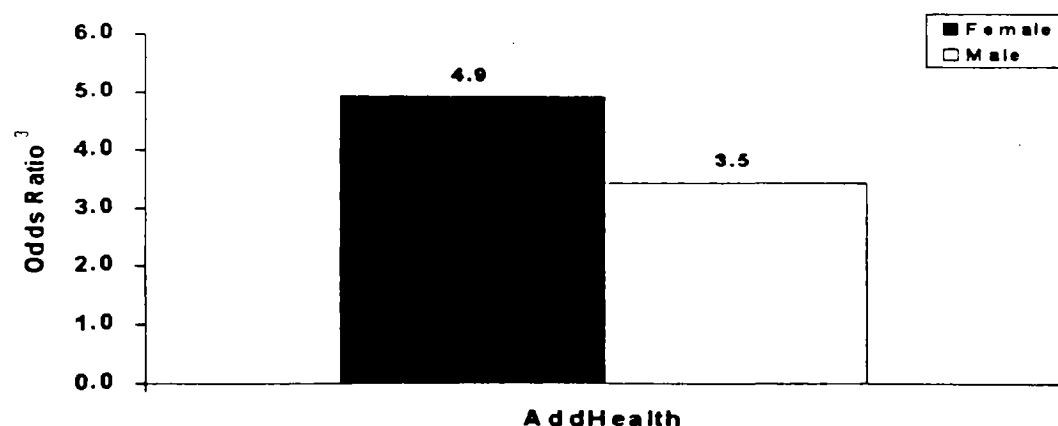
² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93

Figure 10

Odds of Substance Use among Victimized Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

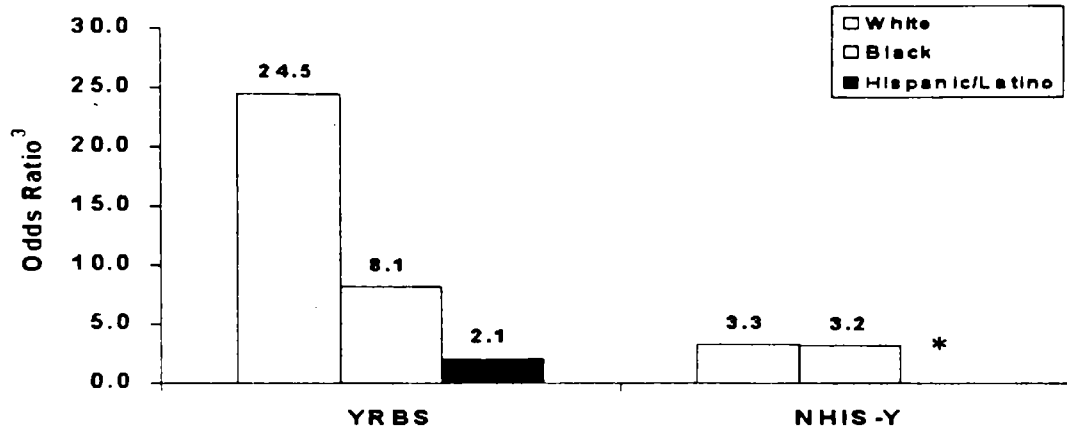
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1998

Figure 11

Odds of Substance Use among Any Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

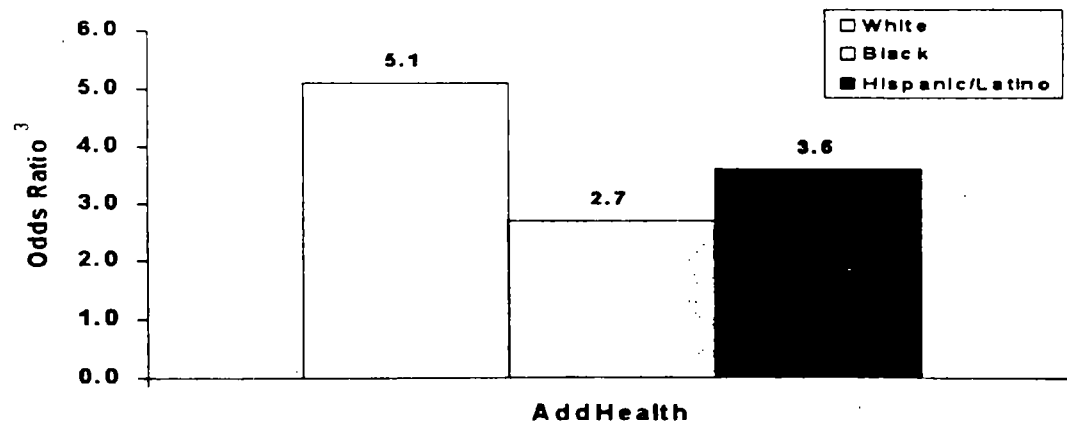
³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

* Hispanics/Latinos are included in "Other" because the sample was too small to generate reliable estimates. Odds ratios are not included for the "Other" category because this category contains several racial/ethnic groups which made any findings uninterpretable.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93.

Figure 12

Odds of Substance Use among Victimized Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

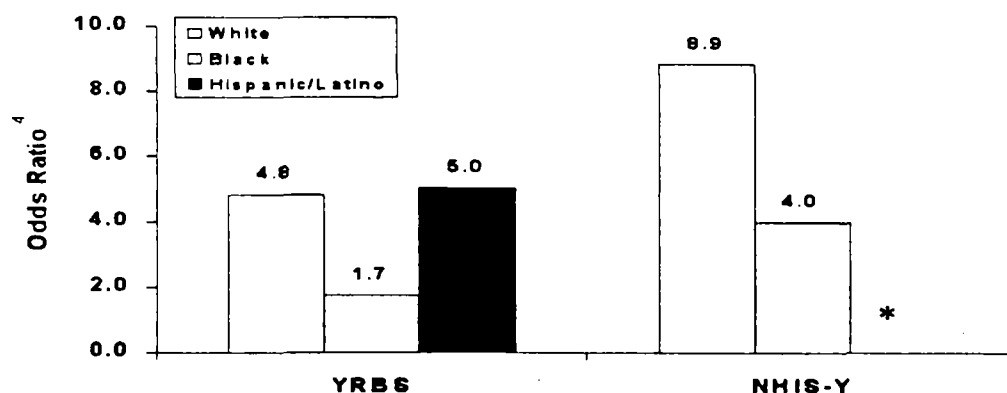
Source: National Longitudinal Study of Adolescent Health, 1996.

Reports of Other Violence-Related Behavior

Findings from each of the three data sets (i.e., YRBS, NHIS-Y, and AddHealth) suggest that regardless of their race/ethnicity, adolescents reporting dating violence were also much more likely than other adolescents to report other types of violence-related behavior, such as carrying a weapon or getting into a physical fight (excluding dating violence) as either a victim or a perpetrator (Figures 13 and 14).

Figure 13

Odds of Engaging in Any Violent or Violence-Related Behavior¹ among Any Adolescents² in Violent Dating Relationships³, by Race/Ethnicity



¹ Violent behavior is other than dating violence.

² Adolescents are youth 12-19 years old.

³ Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

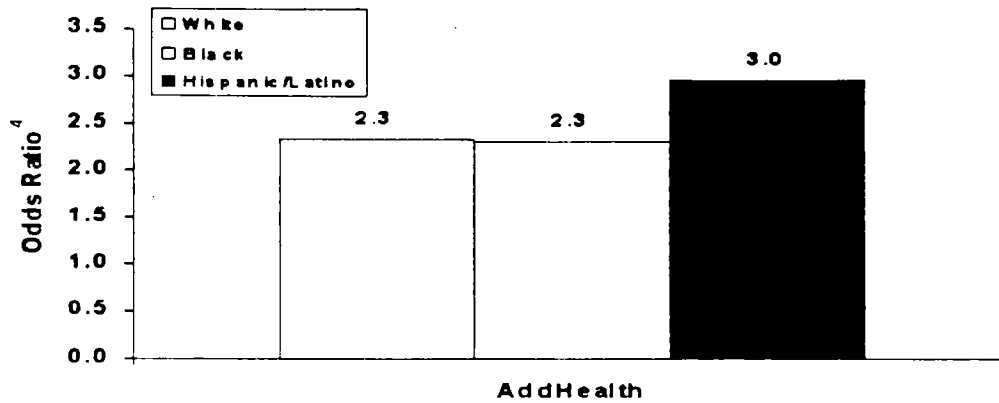
*An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

* Hispanic/Latinos are included in "Other" because the sample was too small to generate reliable estimates. Odds ratios are not included for the "Other" category because this category contains several racial/ethnic groups which made any findings uninterpretable.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93.

Figure 14

**Odds of Engaging in Violent or Violence-Related Behavior¹
among Victimized Adolescents² in Violent Dating
Relationships³, by Race/Ethnicity**



¹ Violent behavior is other than dating violence.

² Adolescents are youth 12-19 years old.

³ Dating violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

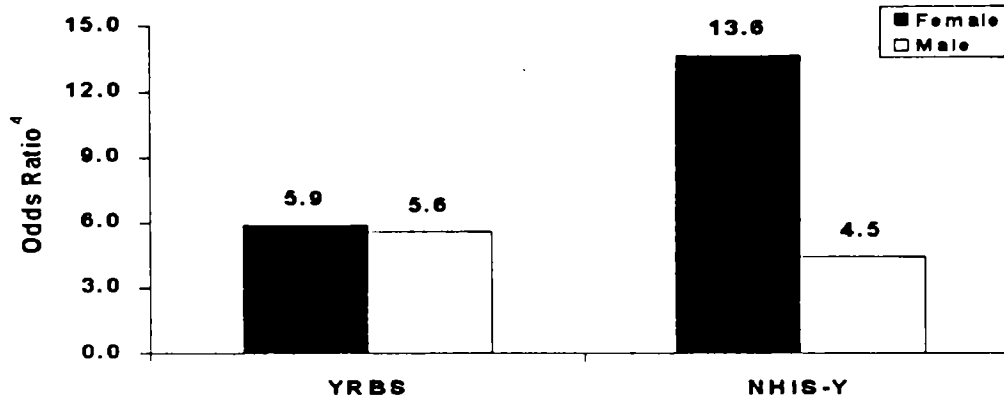
⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1995.

Females experiencing dating violence were 2 to 14 times more likely than other females to report involvement in other violence-related behaviors. Males in abusive relationships were from almost three to six times more likely than other males to report any other violence-related behavior (Figures 15 and 16).

Figure 15

Odds of Engaging in Any Violent or Violence-Related Behavior¹ among Any Adolescents² in Violent Dating Relationships³, by Gender



¹ Violent behavior is other than dating violence.

² Adolescents are youth 12-19 years old.

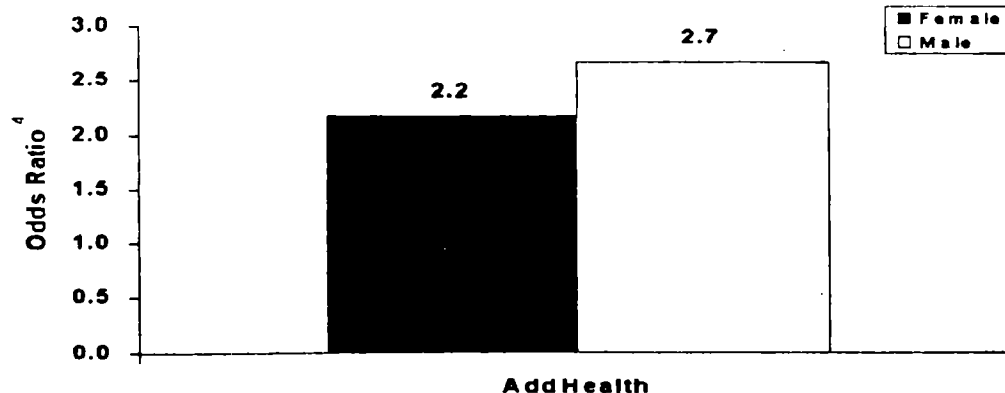
³ Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93.

Figure 16

Odds of Engaging in Violent or Violence-Related Behavior¹ among Victimized Adolescents² in Violent Dating Relationships³, by Gender



¹ Violent behavior is other than dating violence.

² Adolescents are youth 12-19 years old.

³ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

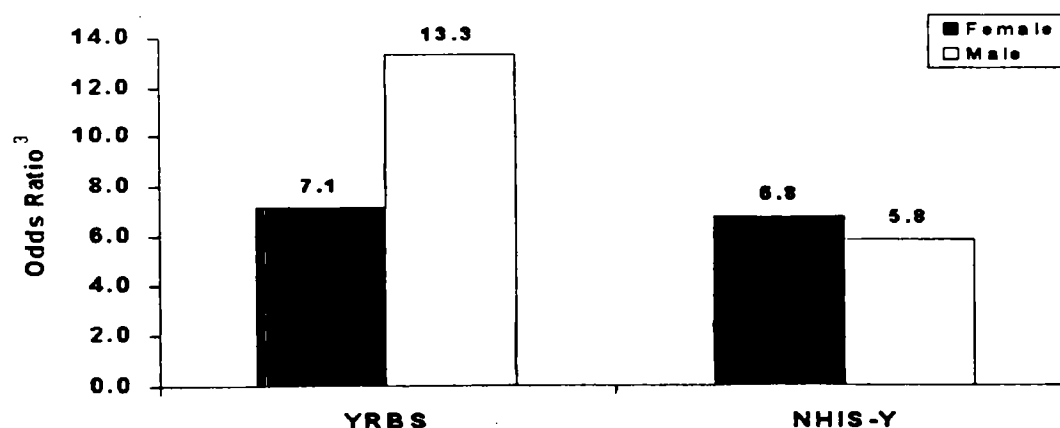
Source: National Longitudinal Study of Adolescent Health, 1995.

Co-Occurrence with Sexual Behavior

Sexual intercourse was more common among youth in abusive relationships than among other adolescents. Females in such relationships were 3 to 7 times more likely than other females to have engaged in any sexual behavior, which included lifetime reports of sexual intercourse and STDs, and condom use during most recent intercourse. Males in such relationships were 4 to 13 times more likely than other males (Figures 17 and 18). A similar pattern of association was significant for adolescents of all racial and ethnic groups (Figures 19 and 20). With respect to other types of sexual activities, adolescents in abusive relationships were also two to four times more likely to have been diagnosed with a sexually transmitted disease.

Figure 17

Odds of Sexual Activities among Any Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

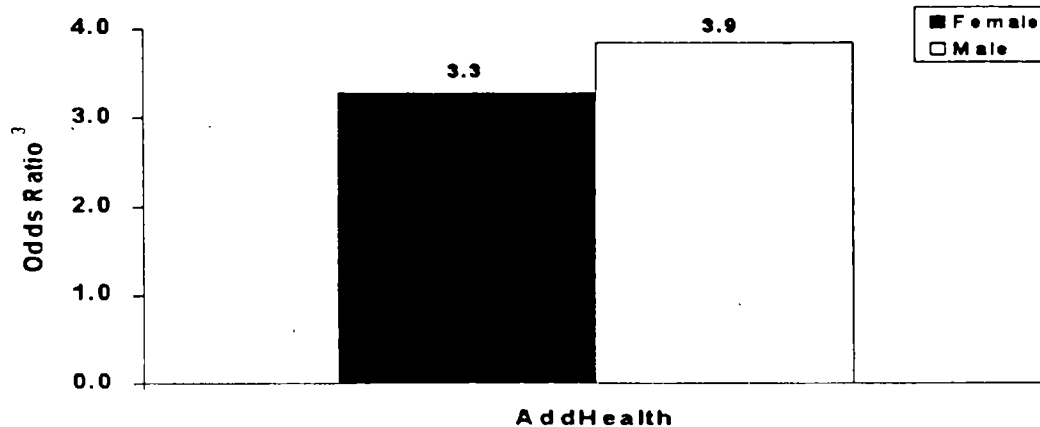
² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.5 indicates that the outcome is two-thirds as likely.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93

Figure 18

Odds of Sexual Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

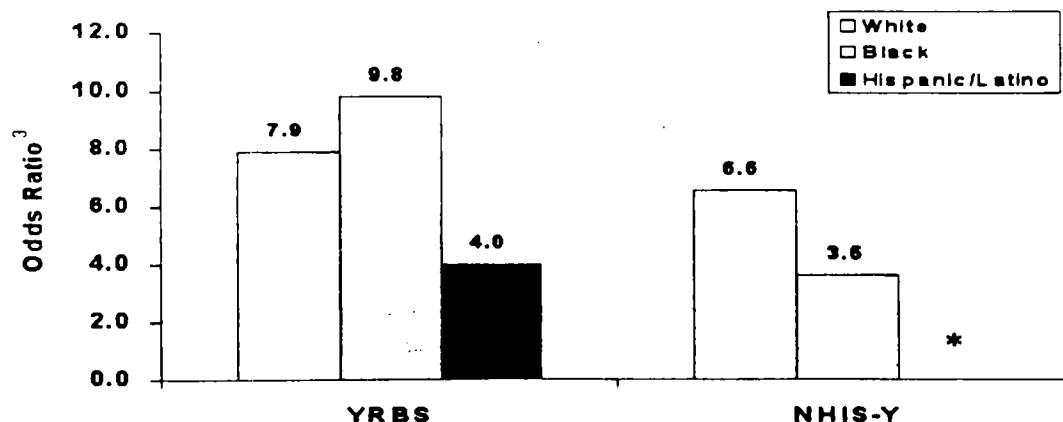
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely

Source: National Longitudinal Study of Adolescent Health, 1996

Figure 19

Odds of Sexual Activities among Any Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

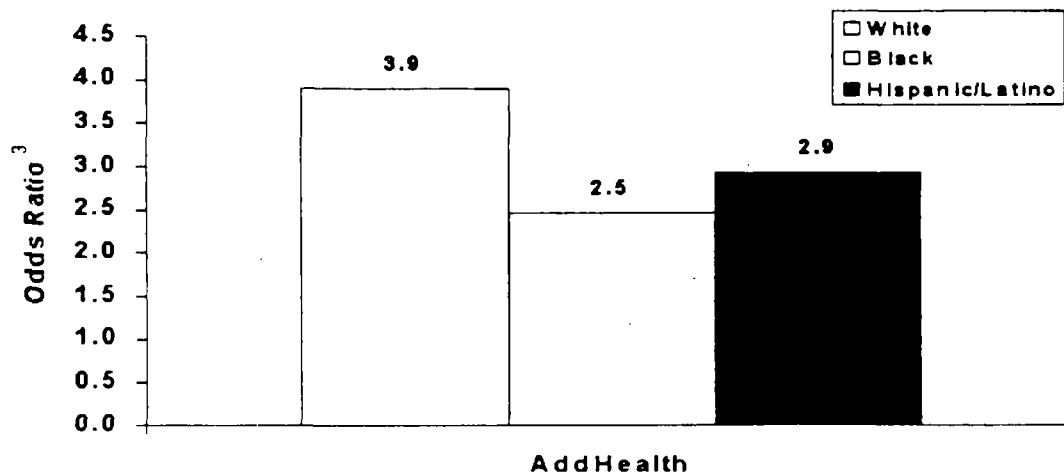
³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely

* Hispanic/Latinos are included in "Other" because the sample was too small to generate reliable estimates. Odds ratios are not included for the "Other" category because this category contains several racial/ethnic groups which made any findings uninterpretable

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93

Figure 20

Odds of Sexual Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996.

Suicidal Ideation and Behavior

We found a strong association between adolescent dating violence and suicidal ideation (i.e., thoughts about suicide) and behavior.¹ Findings from the AddHealth and YRBS data sets indicated a significant association within some genders, within some racial/ethnic groups, and across some age groups.

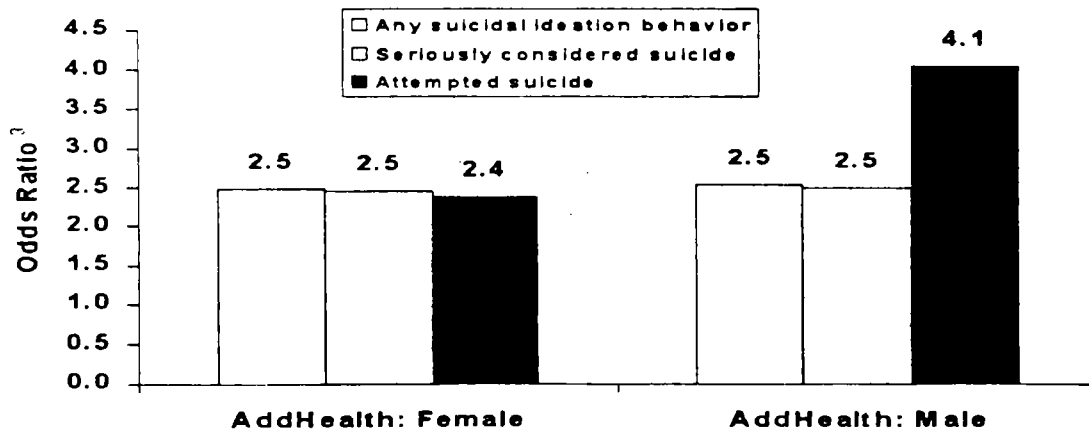
The AddHealth data set revealed that adolescents of both genders who reported dating violence were more likely than adolescents not in abusive relationships to have considered or attempted suicide (Figure 21). Adolescent females were twice

¹ No information on suicide was collected in the NHIS-Y.

as likely to have either considered or attempted suicide, while males were twice as likely to have considered, and four times as likely to have attempted, suicide than were adolescent males not in abusive relationships. The YRBS indicated this relationship only for females (Figure 22). Adolescent females who were in abusive relationships were twice as likely to have attempted suicide as adolescent females not in such relationships. Neither study demonstrated a relationship between dating violence and harm experienced as a result of a suicide attempt.

Figure 21

Odds of Suicidal Ideation or Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old.

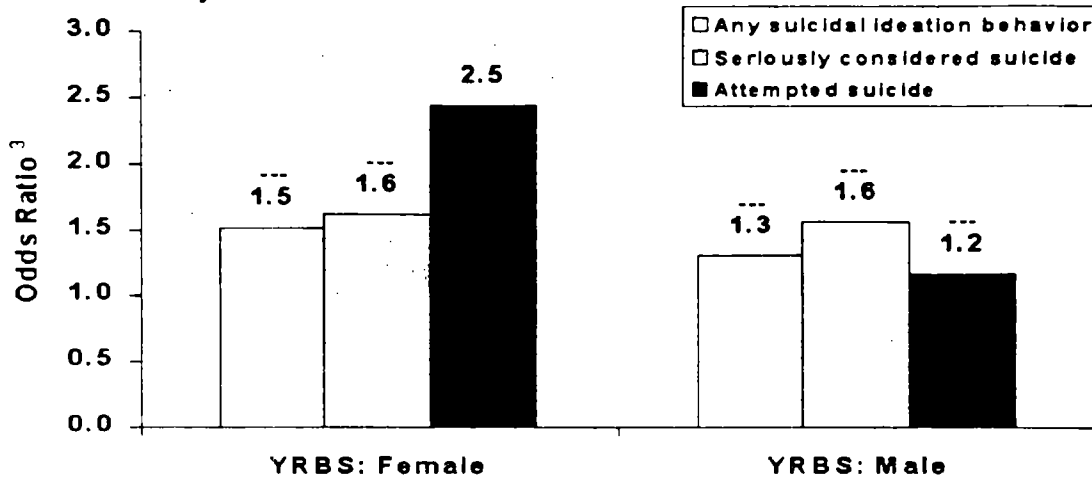
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996.

Figure 22

Odds of Suicidal Ideation or Behavior among Any Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

--- Not significant/Low precision, unreliable estimate

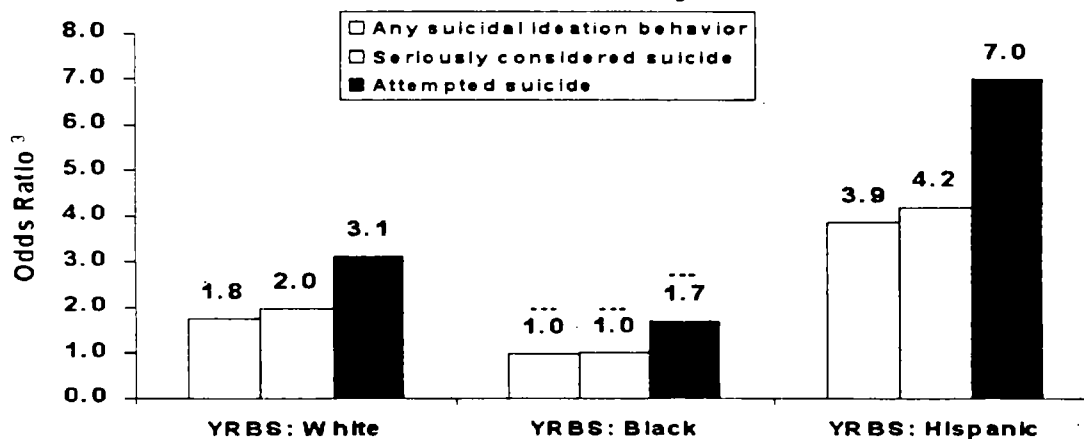
Sources: National School-Based Youth Risk Behavior Survey, 1993

Each of the data sets indicated that both Hispanic/Latino and white youth in abusive relationships were at significantly greater risk of reporting suicidal ideation or behavior than Hispanic/Latino and white youth not in such relationships (Figures 23 and 24). Only one data set, AddHealth, indicated that blacks in abusive relationships were more likely to consider suicide than black adolescents not in abusive relationships. Specifically, AddHealth indicated that Hispanics/Latinos in abusive relationships were about four times as likely as other Hispanics/Latinos to have engaged in any suicidal ideation or behavior. White adolescents in abusive relationships were twice as likely to have engaged in any suicidal ideation or behavior in general, and three times as likely to have

attempted suicide, than adolescents not in abusive relationships. Findings from the YRBS showed that only white and Hispanic youth in abusive relationships were more likely to have either considered or attempted suicide than adolescents within their respective racial/ethnic groups who were not in such relationships. Black adolescents in abusive relationships were at no greater risk for suicidal ideation or behavior than were black adolescents not in such relationships.

Figure 23

Odds of Suicidal Ideation or Behavior among Any Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

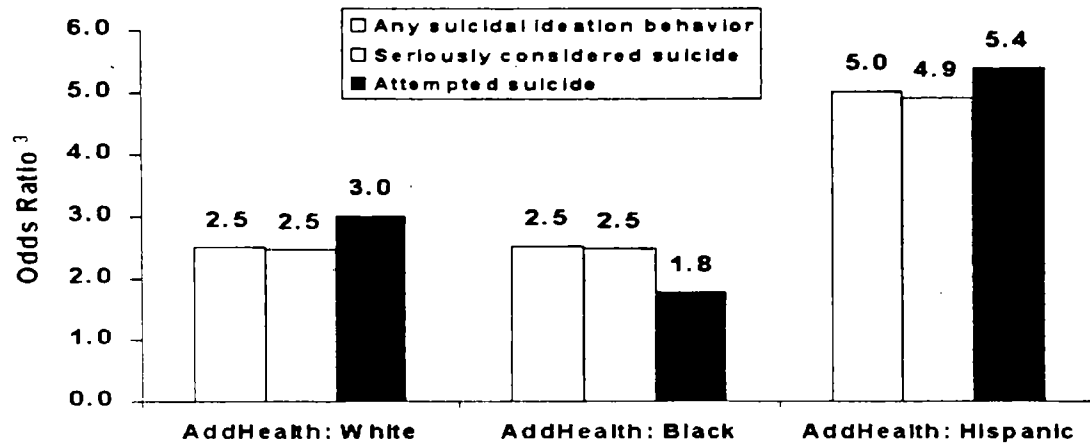
³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.55 indicates that the outcome is two-thirds as likely.

--- Not significant/Low precision, unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey, 1993

Figure 24

Odds of Suicidal Ideation or Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

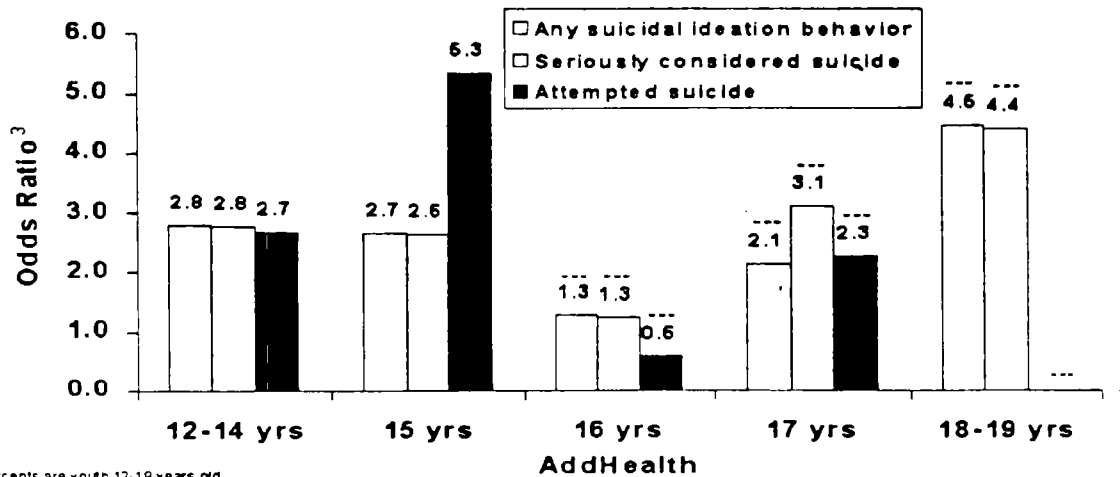
³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996.

Younger adolescents tended to demonstrate the strongest association between dating violence and suicidal thoughts and behavior. The findings from the AddHealth survey indicated that younger adolescents in abusive relationships were more likely to engage in suicidal ideation or behavior, while results indicated no statistically significant differences among adolescents aged 16 to 19 who were in abusive relationships compared to adolescents not in such relationships. Figure 25 shows that adolescents aged 12-14 and 15 years old were three times more likely to have considered suicide and three to five times more likely to have attempted suicide than adolescents of similar age who were not in abusive relationships.

Figure 25

Odds of Suicidal Ideation or Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely

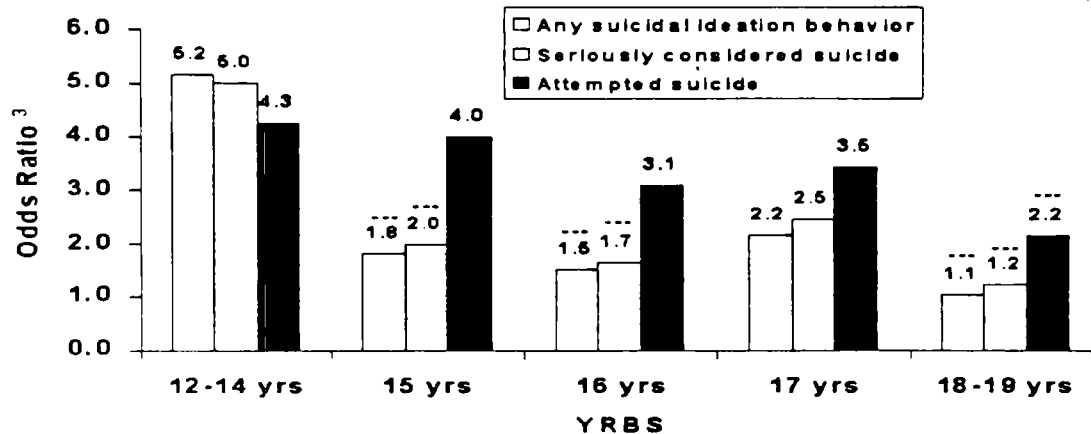
--- Not significant/Low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996

Findings from the YRBS indicated the youngest adolescents (age 12-14) were more likely to have either considered or attempted suicide than adolescents not in such relationships (Figure 26). Results also indicated no significant difference in suicidal thoughts among adolescents in abusive relationship who were ages 15-17, as compared to adolescents of similar age who were not in such relationships. However, youth in these same age groups were more likely to have attempted suicide. Adolescents 15 years old were four times more likely, while adolescents age 16 and 17 were both three times more likely, to have attempted suicide.

Figure 26

Odds of Suicidal Ideation or Behavior among Any Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

--- Not significant/Low precision, unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey, 1993

Co-Occurrence with Risky Dieting Behavior

Unhealthy dieting constitutes another risk behavior that increases substantially during adolescence. All three studies examined the degree to which adolescents involved in abusive relationships engaged in potentially harmful weight-loss practices, such as vomiting and taking diet pills. These symptoms may point to bulimia, a potentially fatal eating disorder commonly seen among adolescent girls and increasingly prevalent among adolescent boys.

The item measuring self-abusing dieting used a very narrow window (i.e., past 7 days) to assess the degree to which adolescents may have been exhibiting such behavior. Although this report does not attempt to make comparisons across data sets, we did expect to find similar patterns. The only consistent pattern we saw,

however, suggested that white adolescents, especially females, who had experienced an abusive relationship were more likely to experience self-abusive dieting behavior.

More specifically, dating violence and self-abusive dieting were significantly associated with female partners in two of the three data sets we examined, which suggested that females in abusive relationships were two to three times more likely than females not in abusive relationships to engage in harmful dieting practices. While the NHIS–Y yielded significant differences among males in abusive relationships, who were nine times more likely than males not in such relationships to take pills or to vomit in order to lose weight, no similar pattern was found in the other two surveys.

The findings regarding relationships between age, income, and geographic location and self-abusive dieting behavior among adolescents in abusive relationship varied for each data set. The AddHealth data set indicated that adolescents younger than 14, those 15 to 16, and those with annual family incomes between \$10,000 and 19,000 who were in abusive relationships were more likely to self-abuse through dieting. The NHIS–Y indicated that adolescents younger than 14, those 18 to 19, and those with family incomes over \$10,000 who were in abusive relationships were more likely to exhibit self-abusive dieting behavior. The YRBS found that adolescents in abusive relationship who were 15

years old or who lived in the Midwest were more likely to engage in risky dieting practices than were adolescents not in abusive relationships.

2.3 Focus Groups and Interviews with Key Informants

RTI researchers conducted seven focus groups of adolescents and telephone interviews with 10 service providers and three researchers.⁸ The purpose of these discussions was to determine:

- how they defined and described adolescent dating violence,
- what they saw as its causes,
- what help-seeking behaviors were used by teens in abusive relationships, and
- which prevention strategies were considered most effective.

Responses from the focus groups were intended to inform this project by providing descriptive information about the ideas and opinions of a subpopulation of middle and high school teens. We also used this method to test assumptions about existing survey data and to determine whether the wording of certain key survey items was appropriate for this group of students.

Researchers conducted seven focus groups of adolescents in Chapel Hill and Durham, NC; Washington, DC; and Austin, TX. Participants were recruited through contacts at high schools and through experts in the field. Our goal was to

⁸ For a full description of the methodology of the focus groups, please see Volume 2.

recruit a variety of adolescents from both suburban and urban settings. We were interested in talking with teens between the ages of 14 and 18 about their ideas and knowledge of teen dating violence. Of the seven groups, one male and one female group was convened through an organization that provides education and support to middle and high school students who have been in violent relationships or who have experienced violence in their family of origin. We conducted one mixed-gender group of lesbian, gay, bisexual, and transgender (LGBT) teens who were recruited through a teen gay and lesbian support group. Two single-gender focus groups were conducted with low-income teens who were participating in a city-sponsored recreation program.

A team of two project staff members led each group. We wrote a summary report for each group highlighting the emergent themes and highlights of each discussion. Teens were paid \$25 in appreciation for their participation. In the introduction to the focus group discussion, the moderator made it clear that we did not want personal examples to be discussed in the focus group. This strategy was designed to avoid triggering child abuse reporting requirements and to ensure that private and detailed personal information would not be discussed by other participants after the group was over.

2.3.1 Perceptions of Adolescent Dating Violence

Adolescents said that they thought of “adolescent dating violence” as occurring in both long- and short-term dating relationships. Some recognized that abuse could also occur before dating began, on a first date, or after the relationship had ended. Some adult service providers expressed concern that terms such as “adolescent dating violence” or “abuse” were too restrictive, and that teens might view “abuse” as occurring only between married people while “violence” might imply a level of resulting injuries sufficient to require hospitalization.

Both teens and professionals acknowledged that dating violence could entail physical, sexual, or verbal (i.e., emotional or psychological) abuse. Some teens suggested that it also includes violence perpetrated on a same-sex peer who is perceived as a threat to the dating relationship. According to both teens and service providers, dating violence can lead to peer violence—for example, when a female involves a male friend or relative for the purposes of physical retaliation.

Both teen and professional respondents believed that adolescent dating violence is a significant problem in this country and in their communities. Some teens reported that they witness dating violence all around them—at home, in the streets, at the mall, in classrooms, in cars, and on television. Researchers noted that female violence perpetrated against males is reported more often than the reverse, although they acknowledged that there is a dearth of representative

national studies on the issue. Most professionals believed that existing prevalence data underrepresent the extent of the problem. Teens and professionals both noted that adolescent dating violence is minimized or is not even recognized and discussed. LGBT youth reported that since few gay adolescents are out of the closet, dating violence in their relationships is largely hidden. In addition, general discussions of dating violence do not include same-sex relationships, further minimizing the extent of the problem among LGBT teens.

2.3.2 Causes of Adolescent Dating Violence

Several potential causes for abuse in intimate relationships were discussed. Teens and professionals often differed in attributing these causes.

Family Influences

Most teens and professionals believed that adolescents who witness abuse in their parents' relationship or who are victimized by a parent will be prone to behave in a violent manner in their own dating relationships. The professionals and teens with whom we spoke both linked this belief to the idea that abuse in the family can normalize intimate violence, or that their ability to provide quality parenting might be impaired by ongoing violence in the parents' relationship. A lack of response to family violence from other adults and social service systems can further reinforce the use of violence in each subsequent generation.

The Media

No one cited the media as the major cause of the violence, although most teens thought the media had some role in its perpetuation. Some professionals specifically mentioned the media's role in this problem, but they saw the media as contributing to attitudes that tolerate dating violence.

Gender Roles

Both teens and professionals indicated that violence perpetrated by males may be linked to gender stereotypes of inherent male dominance and female subordination. A few teens suggested that some males cannot control their anger and are violent to people who are easily victimized. Some professionals said that abuse is predicated on the assumption that one partner in a relationship always ought to be in control, and that traditional sex roles suggest that the male partner in a heterosexual relationship should have more power than the female.

Other Causes

Other causes of dating violence that were mentioned by both teens and professionals were jealousy, low self-esteem, substance use or abuse, and tendency to associate abuse with love. Some other causes were noted only by teens: cheating on the partner; becoming too intimate or serious too quickly; suffering from depression; having disagreements; fearing that the partner might leave the relationship; and (among boys) displaying anger, manifesting sexual

desire, controlling girls, and showing off in front of friends. Professionals, on the other hand, tied abusive intimate relationships to a cultural tolerance for violence, to normative confusion that leads teens to believe that controlling and violent behavior is widespread, and to peer pressure to be in a dating relationship. Some professionals also claimed that much of the violence stems from not knowing how to behave in relationships or from having poor problem-solving and conflict-management skills. It was also noted that research has shown that violence is often introduced when there is a change in circumstance (e.g., pregnancy, a shift in the seriousness of the relationship).

Causes Specific to LGBT Youth

Professionals and teens saw the causes of violence in this population as similar to those for heterosexual youth, but with some additional factors. Both noted that LGBT youth sometimes stay in abusive relationships because they believe they could never find another partner and thus feel lucky to be with someone at all, even someone who is abusive. Professionals also suggested that LGBT youth often are isolated and do not have the supportive friends and family, resources, and role models that are available to heterosexual youth. Researchers and service providers pointed out that dating violence is often framed in male-on-female terms, ignoring violence occurring between same-sex partners. LGBT youth believed that violence could stem from the stress of being “in the closet.” Teens and service providers said that the substantial age differences sometimes observed

between homosexual partners can lead to abuses of power. This concern with age differences was raised more consistently during discussions with and about LGBT youth than heterosexual youth.

2.3.3 Characteristics of Adolescent Dating Violence

Teens and professionals were asked about the extent to which they believed dating violence was mutual and how the abuse affected both perpetrators and victims.

Unilateral vs. Mutual

There was marked disagreement on the concept of mutuality of abuse. Most teens and service providers believed that, in heterosexual couples, most violence is perpetrated by the male. Teens usually viewed mutual violence as the male initiating abuse and the female fighting back in justifiable self-defense, or because she is tired of being abused. Some teens did note that it is possible for a female to provoke a male to violence and that such behavior by the male, while regrettable, is not unconscionable. Providers suggested that males exhibit systematic patterns of abuse, while female-perpetrated abuse is situational. These professionals generally believed that the dominant or abusive person usually is male and the victimized partner female.

Researchers, however, insisted that data demonstrate that teen violence is mutual, with females being aggressors more often than males, although females are more

likely to be injured as a result. Moreover, neither females nor males believe that female aggression is as negative as male aggression. One researcher suggested that women commit acts of violence to get attention and to initiate sexual exchange, while males reserve their violence for more substantively negative reasons. Researchers noted that people who have worked primarily with adult female victims of severe forms of aggression may have a skewed perspective. Practitioners may then see the issue as one of power, control, and sex roles, and never address the question of aggression in females. According to the researchers, teen dating violence generally is very different from what one sees in battered women's shelters.

Impact on Abuser

Although teens suspected that abusers feel ashamed, one researcher had found that many aggressors, particularly if female, feel little regret and may believe that it is their right to perpetrate the abuse. Researchers also stated that males and females view female aggression less negatively than they view aggression by males. Some teens did mention that perpetrators might feel better and more powerful after having been abusive to someone else. Along the same lines, professionals noted that a group of peers may provide approval for the abuser's behavior, even if individuals in the group silently disagree. Teens did not mention the impact of their peers on the abuser. Some teens thought the police might be called to deal with dating violence, but others believed that the victim would not report the

abuse. Service providers felt it was extremely unlikely that the police would be called in at all. While both teens and service providers believed that violent behavior often develops into a pattern or escalates, researchers indicated that data show that violence can occur without escalating. Finally, there seemed to be consensus among service providers that teen male aggressors are more likely than adult male aggressors to get help and try to change.

Impact on Victim

According to teens, the impact of abuse on the victim can be substantial (regardless of whether help is sought): female victims may never trust men again; the victim's self-esteem may be damaged; the victim may find someone else to abuse; the victim may be embarrassed, sad, hurt, or may withdraw from family, friends, and social activities; or the victim may attempt suicide. A few adolescents thought the abuse could strengthen the victim's will and character. Professionals noted that abuse victims often feel confused and blame themselves, wondering what they can do to avoid the violence in the future. They added that while most victims do not see the abuse as serious, some see it as bad but think they are unable to escape. Some noted that male victims do not feel as negatively about the situation as female victims.

2.3.4 Help-Seeking Behaviors

Teens and professionals considered several issues related to the help-seeking behaviors of partners in abusive relationships: what factors create an impetus for seeking or avoiding help, where partners go when they do seek help, and how to overcome obstacles to getting help. For both teens and professionals, this discussion focused mainly on victims rather than on perpetrators.

Why They Do Not Seek Help

Teens and professionals suspected that victims do not seek help because they fear that someone might try to terminate the relationship. Teens, on the other hand, were more concerned that victims might fear for their safety. Both groups noted that adolescents might not tell their parents because their parents would not understand the situation, would overreact, or were already overburdened and unable to take on additional problems. They also suggested that victims may fear that disclosing the violence may cause friends to take sides or abandon the friendship.

Professionals saw denial—by teens, parents, and teachers—as a major barrier to teen victims' ability to get the help they need. Professionals also cited victims' lack of trust in adults and feelings of shame. They noted that there is a lack of resources for teen victims, both in the social service system and at school. Very little was mentioned about barriers to perpetrators getting help; the few

professionals who discussed perpetrators focused on appropriate punishment rather than help.

Professionals and teens suggested different motives for LGBT adolescents keeping quiet. They cited implicit pressure to present gay relationships in a positive light and not to reinforce homophobic stereotypes. Professionals believed that LGBT adolescents do not seek help due to a lack of support from others, fear of further violence or rejection by others if their sexual orientation is revealed, and fear that the confidant is homophobic. Teens also cited some of these reasons. Service providers working with homeless and runaway youth, as well as LGBT youth, said that these teens often do not seek help due to their practical (e.g., housing and financial) and emotional dependence on the abuser.

Why They Do Seek Help

Teens suspected that adolescents seeking help for an abusive relationship want advice or assistance in improving the relationship or ending it. Teens speculated that perpetrators would want help in modifying their behavior. Professionals noted that most adolescents who receive help do not seek it but are induced to get help due to their injuries. When we asked professionals what type of assistance adolescents who seek help want, they speculated that teen victims want someone to listen to them but not judge them. They often want help thinking through the issue or help in stopping their partner's abusive behavior without terminating the

relationship. Only one professional considered the help-seeking behaviors of abusers, suggesting that those seeking help need consistent messages encouraging them to change.

Where They Go for Help

Both teens and professionals noted that adolescents most often seek help from a trusted friend or an adult whom they trust will be available, sensitive, and respectful. While teens said they might also go to a law enforcement officer or a support group where they trusted the members, professionals stated that teens do not go to police stations or shelters for help. Some teens mentioned that they would go to a parent (especially a mother), but some said they would be concerned that parents would overreact. Teens were uncertain whether it would be preferable to have a stranger to whom they could speak, or a trusted person known to them. Providers, however, said that teens strongly prefer the latter.

Professionals noted that LGBT youth often disclose abusive relationships to staff in LGBT youth centers, not to agencies that serve the adult LGBT community.

Making It Easier to Get Help

Teens suggested that schools provide relationship counseling, offer group therapy or support, or otherwise make adolescents feel comfortable discussing the issue of dating violence. Both teens and professionals noted that parents need to be educated to improve communication with teens. Service providers suggested

expanding this education to include all adults who come into contact with teens because adolescents engaged in dating violence are likely to turn to these youth workers. Providers also stated that more services are needed that directly serve LGBT and runaway or homeless youth because they are unlikely to turn elsewhere for help. Professionals also suggested establishing an organized system with a step-by-step process for getting help.

2.3.5 Prevention

Several suggestions were offered to help prevent adolescent dating violence. Both professionals and teens indicated that adolescents need to learn how to identify the warning signs of abuse and how to leave abusive relationships. Many teens also suggested that adolescents should delay “serious” dating (i.e., exclusively dating one person for more than one month), and professionals stressed the need for teens to develop the skills they need for mature relationships such as problem solving and conflict resolution. Teens also suggested that teachers should pay more attention to the lives of their students, that parents could be more open to discussing potential abusive dating relationships, and that the media could disseminate positive information to prevent dating abuse. LGBT teens suggested that educational information include the subject of abuse among same-sex couples. They also noted that LGBT adolescents need to be able to talk about abusive relationships without fear of reprisal.

Most teens also said that trusted school or other professional counselors, as well as the police, could be of help if a person wished to take legal action against the abuser. Youth who were involved in relationship-counseling groups said they would turn to their small-group counselors, and they also indicated that more of those types of counselors should be available in the community. Regardless, the teens felt that trust was the most important determinant of their decision to seek help.

Professionals noted the need to change general attitudes toward violence; for example, they noted that the culture in schools must change to one that does not tolerate violence. They also felt that related public policy measures—such as limiting access to weapons and keeping schools open later in the day—should be developed. Professionals indicated that education against dating violence should begin in schools at a very early age (i.e., kindergarten or earlier). Some professionals said that special attention needs to be given to children as young as age 10 who have conduct disorders, in an effort to prevent future violence. They felt that all children need to avoid stereotyping gender roles. Others suggested that promoting activism among youth may be beneficial. Finally, professionals believed that family violence needs to be addressed to reinforce the idea that any kind of abuse is unacceptable.

2.4 Data Needs

There is a pressing need for standardized instrumentation that reflects a commonly understood definition of adolescent dating violence. As indicated in the literature review, there are at present a wide variety of such definitions. Some definitions focus exclusively on physically violent behavior, while others include psychological or emotional abuse, sexual violence, and/or threats of physical violence. Also ambiguous are:

- the criteria for what exactly constitutes a dating relationship;
- the age range of the partners to the relationship, and whether one of the partners can be an adult;
- whether same-sex partners should be included; and
- what meaning (if any) can be given to the roles of “perpetrator” and “victim.”

Once these issues are at least partially resolved, the development of generally accepted instrumentation may proceed. Such instrumentation should reflect the above considerations and should distinguish between respondents’ own behaviors and those to which they are subjected. Also of relevance, for respondents in violent dating relationships, is instrumentation related to:

- type and severity of violence,
- number of partners,
- frequency of dating,

- duration and stage of the relationship,
- seriousness of the relationship,
- adolescents with disabilities,
- specific ethnic or racial subpopulations (e.g., Asian Americans),
- the degree to which the violence is reciprocal, and
- the physical and social context in which the violence occurs.

In the development of standardized instrumentation concerning these and related constructs, careful attention should be paid to how adolescents interpret the wording of key constructs, particularly those that are used to assess the prevalence of dating violence. To learn more about adolescents' understanding of the questions they were asked, RTI conducted focus groups with 23 adolescents in two North Carolina high schools. In brief, we found that:

- physical and verbal fighting could easily be confused;
- there was likely to be wide variation concerning the behaviors that constitute "fighting";
- less severe altercations, like an isolated or brief fistfight, might not be considered;
- the wording of such questions should be carefully tailored to avoid the appearance of language that is inherently accusatory;
- girls might be more likely than boys to underreport violence;

- boys might be more likely to underreport violent incidents if they were the victims, or if they considered themselves the perpetrator;
- the operational definitions of “girlfriend” and “boyfriend” are highly ambiguous with regard to length and frequency of the relationship, exclusivity, degree of emotional attachment, and stability; and
- the demand characteristics of the methodology by which, and setting in which, the survey was administered (e.g., the relative threats to privacy in home vs. school settings) were important concerns.

It is thus of paramount importance that the framers of future questions and surveys of adolescent dating violence conduct cognitive tests of the meanings attributed to their questions with samples of adolescents similar to those for whom their questions are ultimately intended. To ensure their validity, such questions should also err on the side of specificity.

Given the sizable disparity noted among various estimates of the prevalence of adolescent dating violence, it is of paramount importance to develop a set of estimates based on large, nationally representative cross-sectional data sets. Such a set of estimates would serve a variety of useful purposes, including alerting practitioners, policymakers, and the public as to the nature and extent of adolescent dating violence and serving as a baseline for studying national trends. The co-occurrence of dating violence and other risk behaviors (especially peer violence) could be further elaborated. A careful disaggregation of study data by

respondent age, gender, ethnic background, and region of the country could ascertain the comparative prevalence of dating violence among key subgroups. Further disaggregation would permit an examination not only of the phenomenon of adolescent dating violence as a whole but also of the discrete components specified above (e.g., emotional vs. physical violence, perpetration vs. victimization). Analyses of this nature would be particularly helpful in identifying, and targeting for prevention services, subgroups of adolescents at high risk for dating violence.

The utility of cross-sectional prevalence data of the type described above is necessarily limited to descriptive information and cannot be used to determine the etiology or sequelae of problem behaviors such as adolescent dating violence. The correlates of violent victimization and perpetration should include exposure to violent behavior in the respondent's family and community. Instrumentation concerning the consequences of violence should tap the course of the relationship following the violent incident, behavioral and emotional responses, and help-seeking behaviors. Issues like these may best be addressed by longitudinal surveys initiated before the advent of the problem behavior under examination. In this case, adolescent dating violence questions should be inserted into surveys of youth younger than the typical dating age. Controlled evaluations using such surveys may also help determine the effects of prevention programs, although the

interactive effects of program exposure must be carefully controlled when assessing the nature and strength of causal relationships.

Another potential (but perhaps, given the state of the field, more distal) data need concerning adolescent dating violence is an understanding of the types and prevalence of programs currently being implemented to prevent this behavior. We believe that it would be helpful to investigate the nature and extent of adolescent dating violence prevention programs in the nation's schools and communities. Such a study could not only investigate the prevalence of such programs nationwide but also make some informed judgments concerning the relative worth of their various components. In addition, information could be secured concerning the level of effort required to implement the programs, along with their intensity, duration, and penetration (i.e., the number and types of adolescents served). This process could be accompanied by a nationwide effort to identify and publicize promising approaches to adolescent dating violence prevention. We note here that the Centers for Disease Control and Prevention are currently evaluating programs that target adolescent dating violence. For further information, the reader is directed to Martie Thompson, a member of this study's Panel of Experts (see Acknowledgments).

We thus suggest three types of studies:

- a series of large, nationally representative, cross-sectional descriptive surveys with questions concerning adolescent dating violence;
- a longitudinal study of adolescent dating violence designed to yield data concerning the etiology and sequelae of dating violence; and
- a study of policies and programs related to adolescent dating violence in the nation's schools and communities.

2.4.1 Surveys That May Accommodate Dating Violence Questions

Youth Surveys

The number of relevant and suitable surveys to which questions concerning dating violence may be added is quite limited. RTI can identify only one potentially appropriate cross-sectional youth survey: the biennial school-based Youth Risk Behavior Survey. As the nation's preeminent study of risk behaviors among adolescents, the YRBS has multiple advantages besides its periodic administration. It comprises questions concerning a wide variety of risk behaviors, facilitating estimates of co-occurrence. Many of the questions in the survey are used by the states in their biennial school-based surveys. Because the content of survey questions is limited to risk behaviors, however, the YRBS is likely to preclude questions concerning the context in which violence occurs.

We also suggest for consideration two other potential cross-sectional surveys but decided that including dating violence questions would not yield the desired data. The Monitoring the Future survey, supported by the National Institute on Drug Abuse (NIDA), is a school-based survey conducted annually by the University of Michigan. A second candidate is the National Household Survey on Drug Abuse (NHSDA), sponsored by the Office of Applied Studies of the Substance Abuse and Mental Health Services Administration (SAMHSA). However, both studies focus primarily on alcohol and other drug use and misuse, and may not be appropriate for questions related to dating violence.

Policy and Program Surveys

We are aware of only one appropriate national study of policies and programs: the School Health Policies and Procedures Study (SHPPS), supported by CDC's Division of Adolescent School Health. SHPPS examines nationwide school health policies and programs at the state, district, school, and classroom levels.. Currently under development, questions for SHPPS instruments have recently been submitted for clearance by the Office of Management and Budget (OMB).

2.4.2 Methodological and Ethical Issues Concerning Data Collection

In this section we identify and discuss methodological and ethical issues concerning the collection of data on sensitive topics.

Methodological Issues

Respondents to questions on sensitive topics are often concerned about whether their responses will remain confidential; whether to report illegal, socially undesirable, or stigmatized behaviors to an interviewer; and whether to report such behaviors under conditions in which other household members might overhear. Discussed below are several strategies specifically designed to mitigate these concerns.

Self-administered questionnaires: In this mode, the respondent typically completes an anonymous answer sheet provided by a field interviewer or administered in a classroom setting. Often the respondent is asked to hand the completed questionnaire directly to the administrator. Concerns about confidentiality may be assuaged by having the respondent place the completed answer sheet(s) in a self-addressed, stamped envelope and mail it to the institution sponsoring the survey.

Audio computer-assisted self-interviewing (ACASI): For this survey data collection methodology, the respondent uses headphones connected to a laptop computer to listen to questions, and then types answers directly into the computer. ACASI provides several benefits. Through the use of headphones and the elimination of the interviewer, ACASI affords a high level of respondent privacy and alleviates some concerns about the confidentiality of responses. The computer

allows the use of highly complex questionnaires and tailored questions addressing specialized concerns. In addition, ACASI allows the self-administration of surveys by insufficiently literate populations. In a much less costly variant of this procedure, the respondent listens to an audiocassette that contains a prerecorded interview. The answer sheet is limited to question numbers and response options. This method helps assure the respondent that answers will be at least partially protected, as an interviewer examining the answer sheet would not know which questions were being answered.

Telephone audio computer-assisted self-interviews (T-ACASI): T-ACASI is a data collection methodology similar to ACASI, in which the respondent connects to a computer-based telephone interview. The respondent follows the T-ACASI system's recorded instructions and provides data by pressing touch-tone telephone keys, upon which data are automatically recorded. Because respondents do not have to report to an interviewer and can administer the survey in privacy, they are more likely to report sensitive behaviors accurately.

Neutral-site interviews: Another method that has been used successfully to administer surveys on sensitive topics is neutral-site interviews, where the respondent is asked to go to a prearranged neutral site to be interviewed. Neutral-site interviews have resulted in a significantly higher number of reports of

sensitive behaviors than in-home interviews, confirming the importance of complete privacy during these surveys.

Ethical Issues

Two types of ethical issues generally pertain to the collection of sensitive data from adolescents, including drug use, sexual experiences, and violent behavior. First, there is the legitimate concern that positive responses to questions about risky behavior may be reported—whether to a legally constituted authority or to the respondent's partner (e.g., to prevent further abuse). This concern can be mitigated through a variety of strategies. The survey administrator may seek protection from mandatory disclosure by obtaining a federally issued "Certificate of Confidentiality," which has been used widely by researchers interviewing minors concerning issues pertaining to child abuse and substance use. The survey designer may select one of the data collection strategies mentioned above (e.g., ACASI), which will distance the interviewer from the respondent's answers. Response forms also can be stripped of personal identifiers before they are reviewed. As a third strategy, the respondent (or parent, if the respondent is a minor) can and should be warned in consent forms that promises of confidentiality may be superseded by state requirements. Because of the nature of the behavior under investigation—peer violence in dating contexts—it is less likely that the respondents' answers would be subject to legal reporting requirements than were the behavior in question child abuse.

It seems more likely that respondents may volunteer information outside the interview format that may lead the interviewer to believe that some kind of reporting is appropriate. It is also possible that the questions will induce emotional distress in the respondent, suggesting the need for intervention. While incidents of this nature are relatively rare, they must be anticipated in interviewer training. At the very least, interviewers should be instructed to offer to terminate the interview or to give respondents time to recover their composure. It also may be helpful to provide respondents with a contact list of resources for help. However, if respondents express fear concerning personal safety in an active dating relationship, the interviewer must be prepared to help them decide to whom it would be most appropriate to disclose this information.

3 Summary of Findings and Recommendations

This study of the state of the field of adolescent dating violence has led to a number of conclusions. Chief among them are these:

- estimates of the prevalence of adolescent dating violence yielded by the AddHealth, NHIS–Y, and YRBS surveys vary widely, from 2% to 17%;
- in many adolescent dating relationships characterized by violence, the behavior is reciprocal in nature;
- relative to males, females may be as likely to perpetrate violence in dating relationships;

- African American adolescents are more likely to be subjected to violence, and to perpetrate violence, than adolescents of other racial or ethnic groups;
- youth who report dating violence are more likely to report other types of violence (including suicidal ideation), as well as substance abuse, sexual behavior, and risky dieting practices;
- attention should be paid to issues of dating violence among LGBT youth;
- dating violence appears to be precipitated most often by jealousy;
- many adolescent victims of dating violence relationships do not feel comfortable confiding in anyone, according to the adolescents and experts interviewed;
- many adolescents are committed to dating relationships despite their endemic violence, and may seek help to end the violent behavior but not the relationship itself;
- the number of larger, nationally representative surveys that contain questions tapping adolescent dating violence is quite small;
- there is no standard set of questions that tap adolescent dating violence, nor is there any broad consensus as to what constitutes dating relationships or dating violence;
- much work remains to be done to resolve methodological issues concerning how best to gather sensitive information of this nature from adolescents; and
- since both experts and adolescents report that some teens in violent dating relationships may want the violence to end but their relationship to continue,

they may feel inhibited about seeking help for fear that others will want to end their relationships.

In the sections that follow, we make a number of recommendations for researchers, service providers, and policymakers, and conclude with key issues that all three communities should address together.

3.1 Recommendations for Future Research

Future research should examine a variety of issues pertaining to adolescent dating violence that will be directly relevant to prevention and treatment practitioners.

These include:

- the prevalence of different types of adolescent dating violence (i.e., physical, sexual, and psychological or emotional), both to make appropriate services more available and to serve as a baseline to determine future trends;
- the characteristics of adolescent dating relationships, particularly violent ones, including the number of partners, dating frequency, duration and seriousness of relationships, and the physical and social context in which the violence (including sexual violence) occurs;
- the relationship between adolescent dating violence and other risky behaviors, as assessed through large national surveys;
- risk and protective (or resiliency) factors in the etiology of dating violence,

- the use of steroids among adolescents and its association with adolescent dating violence;
- the mutuality of violence and the timing of an adolescent's violent behavior and his or her partner's violent response;
- roles of female abusers;
- violence in LGBT dating relationships;
- the physical and psychological consequences of dating violence, including the long-term consequences of dating violence and whether it leads to adult victimization or perpetration;
- the duration, intensity, and frequency of dating relationships among affected adolescents;
- factors motivating violence;
- characteristics that distinguish adolescent from adult dating violence relationships;
- the role of media and other social or cultural institutions in promoting, condoning, or inhibiting adolescent dating violence;
- the nature, scope, enforcement, and consequences of state-, community-, and school-based policies and laws concerning adolescent dating violence;
- the relationship between violence in adolescents' families of origin—as well as peer violence—and subsequent dating violence, among both victims and offenders;

- the nature and extent of the relationship between adolescent dating violence and such family-related characteristics as (1) parenting styles and (2) witnessing or experiencing domestic violence or child abuse;
- the social context of dating violence, and the precise circumstances under which it escalates or is defused;
- what adolescents appear to gain by perpetrating violence or by remaining in relationships in which violence is endemic;
- factors that promote or inhibit help-seeking behaviors of victims and perpetrators in violent dating relationships, and the consequences of help-seeking behaviors; and
- the types of help available to abusers, and the nature and prevalence of existing school- and community-based programs that offer this help.

We also need:

- scientifically validated prevention and early intervention strategies that can be used by both prevention and treatment practitioners;
- collaborations among researchers and practitioners to develop dissemination strategies for research and evaluation;
- a consensus conference that would address the operational definitions of a wide variety of terms that are now loosely used by the research community, namely: “adolescent dating” and its many descriptive characteristics, including the seriousness of the relationship and its frequency and duration;

the age range of partners to the relationship (particularly, whether one may be an adult); whether the notions of “perpetrator” and “victim” have meaning given the reciprocal nature of many relationships that are characterized by violence; and the various manifestations of psychologically, sexually, and physically violent behavior in a dating context; and

- within the context of such a conference, a discussion of methodological issues germane to conducting research in this area, such as effective means for gathering survey data on sensitive topics, as well as prime nationally representative longitudinal or cross-sectional surveys of youth to which pertinent questions on adolescent dating violence could be added.

3.2 Recommendations for Practitioners

The following suggestions are steps that service providers could take (and some are already taking):

- develop integrated training opportunities and guidelines for staff based in schools, police departments, community-based youth service agencies, health care providers, and teen “hotlines,” so that they can recognize symptoms of dating violence and respond effectively to both partners in the relationship;
- provide similar training opportunities for adolescents in leadership positions in the school and community;

- integrate modules on adolescent dating violence—and on developing positive, respectful relationships—into school-based health and life skills curricula, as well as into training for parents of adolescents;
- begin teaching age-appropriate peer relationship skills or conflict resolution at the preschool level and continue through high school;
- develop and ensure that appropriate counseling for teens is available;
- assist adolescents in school settings to develop “no tolerance” norms concerning any type of violence, including violence in dating relationships;
- provide “safe havens” and shelters for adolescent victims of violent dating relationships, with trained, supportive staff; and
- enhance the number and level of community-based resources serving such marginalized and vulnerable teen populations as LGBT and runaway and homeless youth, to decrease their social isolation and to increase their access to qualified adult service providers to whom they feel comfortable divulging the details of abusive situations.

3.3 Recommendations for Policymakers

We suggest that policymakers could:

- support a consensus-building process by which researchers and practitioners come together to define key terms in the field of adolescent dating violence, as well to identify standardized measures of these terms;
- develop and support an advocacy network of providers of services for victims and perpetrators of adolescent dating violence;

- through a consensual process, identify a set of key outstanding questions in the field of adolescent dating violence, and develop mechanisms to support focused research to address these questions, with particular consideration given to the addition of relevant instrumentation to ongoing and new longitudinal studies;
- develop model screening and service protocols for dating violence that would be used by health care providers who serve adolescents, school guidance counselors, youth workers, and social service providers;
- develop and support a national media campaign that addresses intimate partner violence among adolescents in heterosexual and homosexual relationships, and involves sports and other public figures, musicians, and movie and television stars, using public service announcements and other opportunities.

3.4 Cross-Cutting Recommendations

We believe that it would be very useful to bring practitioners, policymakers, and researchers together in a common forum to discuss the state of the field and what the next steps should be. Particular attention should be paid to issues concerning:

- the mutuality of violent behavior;
- the potentially confusing or ambiguous constructs of “batterer” or “perpetrator” and “victim”;
- the development of standard definitions for the field’s key terms;
- the causes, types, and severity of adolescent dating violence;

- the conditions under which violence escalates, and what can be done to reduce violent behavior;
- the nature of gender roles, at the individual, familial, and societal level, in the etiology and prevention of violence; and
- the power dynamics of abuse and what issues it causes—and resolves—in dating relationships.

Altogether, the field of research and practice relevant to adolescent dating violence is only beginning to emerge from relative obscurity, and to be considered as discrete from adult dating or spousal violence. Much work remains to be done before we can accurately define the phenomenon, much less estimate with any great degree of confidence its prevalence, the characteristics of its perpetrators and victims (of whom some are both simultaneously), and the degree to which it may be associated with other risk behaviors. While the advancement of this field will be both slow and iterative, it is essential that we attend to this threat to the safety and well-being of our nation's adolescents.

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Prevention of Abusive Intimate Relationships Among Adolescents

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U.S. Department of Health and Human Services

Prevention of Abusive Intimate Relationships Among Adolescents

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Phillip Graham, Task Leader
Research Triangle Institute (RTI)

October 26, 1999



Study Purpose

- Review relevant research and data
- Identify gaps in knowledge
- Stimulate discussion concerning research, practice, and policy

Key Definitions

- *Adolescents* - youth of middle and high school age, 11-19
- *Dating relationship* - adolescents who are initiating, engaging in, or terminating a dating relationship
- *Violence* - either the perpetration or threat of physical, sexual, or emotional abuse

Study Methodology

- Literature review
- Secondary analyses of three large, nationally representative data sets containing relevant questions
- Semi-structured interviews with expert practitioners and researchers
- Focus groups with adolescents



Literature Review: Methodological Problems

- 27 published and unpublished manuscripts
- Convenience samples
- Small samples
- School (vs. household) samples
- Geographically limited
- Cross-sectional in nature



Literature Review: Criteria for Inclusion

- Sample size >250
- Sample reasonably representative
- Response rate >70%
- 8 of 27 studies met all criteria
- Additional 2 met first two criteria
- Findings of other studies mentioned



Literature Review: Prevalence

- Rates for adolescents who have experienced *any* physical or sexual dating violence, as victims or perpetrators (or both): 20%-60%
- Rates of *reciprocal* violence: 4%-71%
- Rates of *psychological* abuse: 15%-96%



Literature Review: Characteristics

- Age *not* related
- Higher among African-American youth;
lower among Asian-Americans
- Level of commitment: results mixed
- Positive association with experiencing or
witnessing violence in family of origin



Literature Review: Perceived Motives

- | | |
|-------------------------------|---------------------------------------|
| • Jealousy | • Desire to dominate or
intimidate |
| • Anger | • Loss of control |
| • Desire for vengeance | • Stress |
| • Provocation | • Sadness |
| • Love | • Self-defense |
| • Confusion | |
| • Denial of sexual
demands | |



Literature Review: Consequences

- *Very* mixed - for some, relationship possibly enhanced; for others, relationship damaged
- Psychological (but not physical) abuse may damage female's self-esteem
- Reciprocal violence more likely to result in physical injuries
- Females more likely to sustain physical injuries



Literature Review: Help-Seeking Behaviors

- Many adolescents find support from friends and family members
- Between one-fifth and one-third do not turn to anyone for help
- Some adolescents fear embarrassment; others that they will not be taken seriously; others do not want to burden their parents



Literature Review: Legal Issues

- Laws addressing domestic violence should also protect adolescent victims of dating violence
- Laws should also facilitate victims' access to legal remedies
- Laws should offer adolescent victims same protections afforded analogous adults



Literature Review: Dating Violence Curricula

- Peer leadership
- Advocacy
- Prevention
- Intervention
- Training
- Community Collaboration



Secondary Analyses: Data Sets Analyzed

- National School-Based Youth Risk Behavior Survey (YRBS)
- National Health Interview Survey-Youth Supplement (NHIS-Y)
- National Longitudinal Study of Adolescent Health (AddHealth)



Secondary Analyses: YRBS

- Conducted in 1993
- Administered by CDC
- 3-stage cluster sample
- Targets youth in grades 9-12
- Sampling frame comprises public & private schools
- 16,253 students selected from 199 schools



Secondary Analyses: NHIS-Y

- National Center for Health Statistics
- Conducted in 1992-3
- Follow-back to the National Health Interview Survey
- Targeted youth aged 12-19 both in and out of school
- Household administered



Secondary Analyses: AddHealth

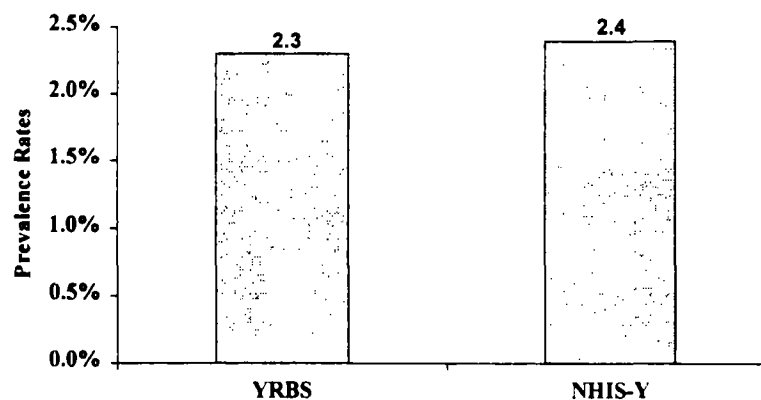
- Conducted by NICHD + 17 other agencies
- Targets youth in grades 7-12
- Conducted in 1995-6
- Core sample of 12,105 adolescents



Secondary Analyses: Overall Prevalence Rates and Prevalence by Demographic Characteristics



Prevalence of Adolescents¹ in Dating Violence² Relationships



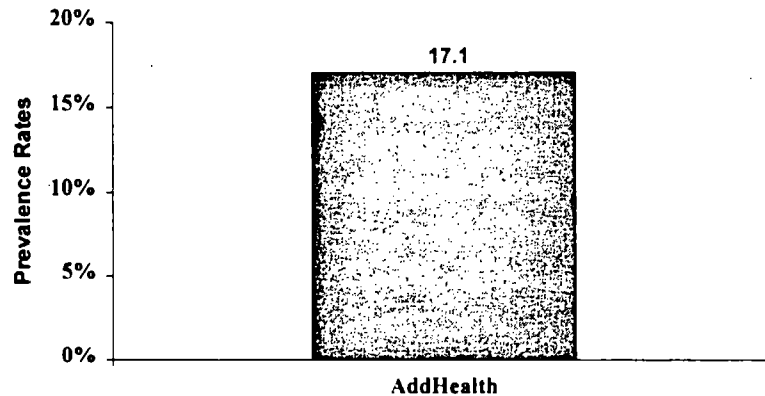
¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93.



Prevalence of Adolescent¹ Victims in Dating Violence² Relationships



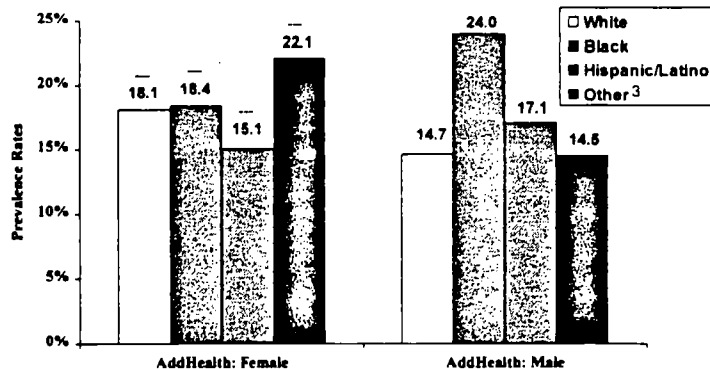
¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

Source: National Longitudinal Study of Adolescent Health, 1996



Prevalence of Adolescent¹ Victims in Dating Violence² Relationships, by Gender and Race/Ethnicity



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

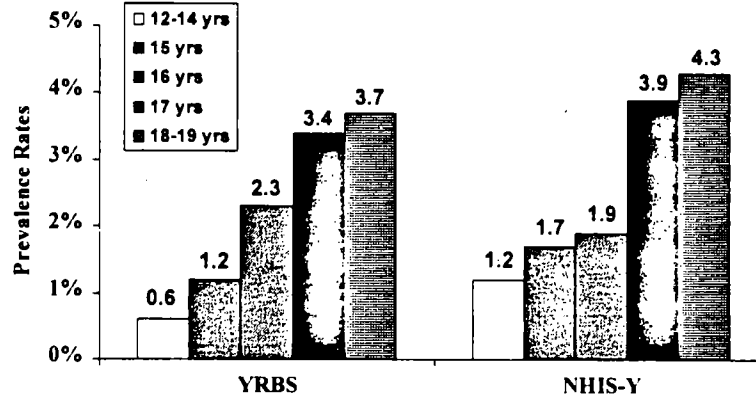
³ The "other" race/ethnicity category represents Asian/Pacific Islander, Native American, and other origin.

--- Not significant/Low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996.



Prevalence of Adolescents¹ in Dating Violence² Relationships, by Age



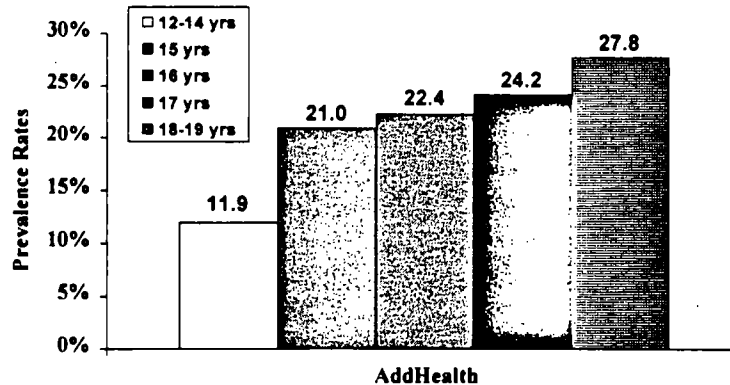
¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Prevalence of Adolescent¹ Victims in Dating Violence² Relationships, by Age



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

Source: National Longitudinal Study of Adolescent Health, 1998.



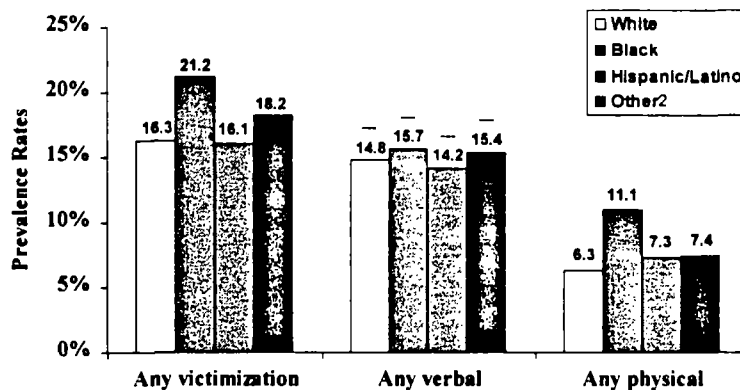
Types of Dating Violence

Any victimization	Any verbal victimization	Any physical victimization
• Swear • Threaten with violence • Push or shove • Throw something with intent to hurt	• Swear • Threaten with violence	• Push or shove • Throw something with intent to hurt

Source: National Longitudinal Study of Adolescent Health, 1996.



Prevalence of Type of Dating Violence¹ Victimization, by Race/Ethnicity



¹ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

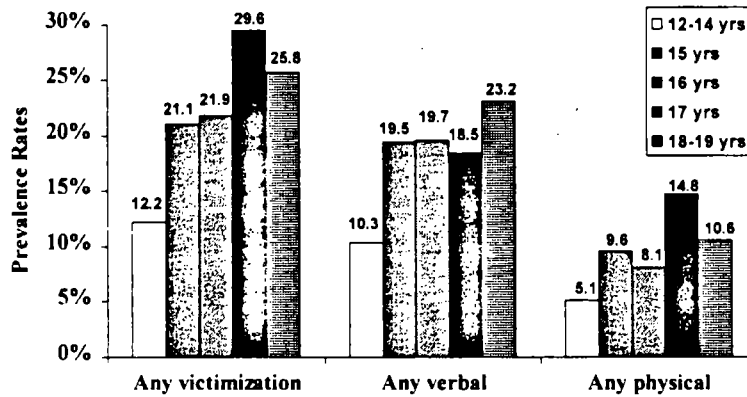
² The "other" race/ethnicity category represents Asian/Pacific Islander, Native American, and other origin.

— Not significant/Low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996.



Prevalence of Type of Dating Violence¹ Victimization, by Age

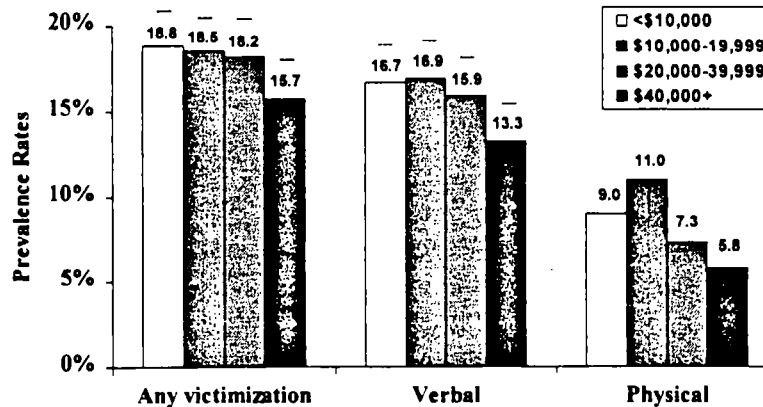


¹ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

Source: National Longitudinal Study of Adolescent Health, 1996



Prevalence of Type of Dating Violence¹ Victimization, by Family Income



¹ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

— Not significant/Low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996



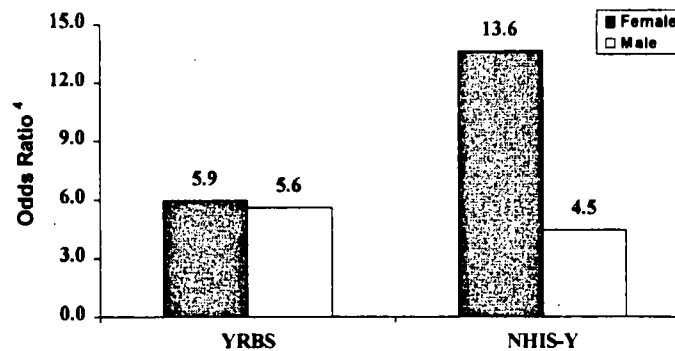
Secondary Analyses:
Any Violent or Violence-Related Behavior

YRBS and AddHealth	NHIS-Y
- Carried a weapon (past 30 days) - Physical fight (past 12 months) - Physical fight on school property (past 12 months)	- Carried a weapon (past 30 days) - Physical fight (past 30 days)

Sources: National School-Based Youth Risk Behavior Survey, 1993; National Health Interview Survey - Youth Supplement, 1992-93, and National Longitudinal Study of Adolescent Health, 1996



Odds of Engaging in Any Violent or Violence-Related Behavior¹ among Any Adolescents² in Violent Dating Relationships³, by Gender



¹ Violent behavior is other than dating violence.

² Adolescents are youth 12-19 years old

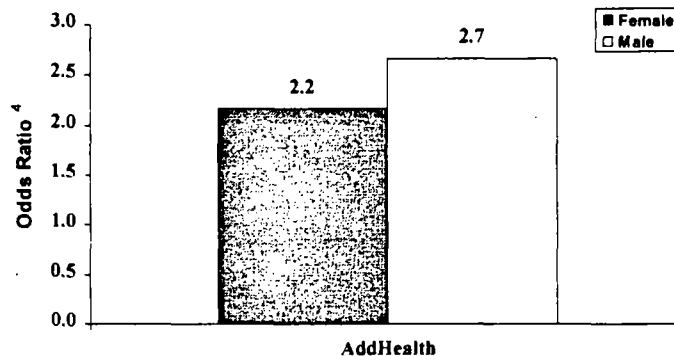
³ Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.50 indicates that the outcome is two-thirds as likely.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Odds of Engaging in Violent or Violence-Related Behavior¹ among Victimized Adolescents² in Violent Dating Relationships³, by Gender



¹ Violent behavior is other than dating violence

² Adolescents are youth 12-19 years old

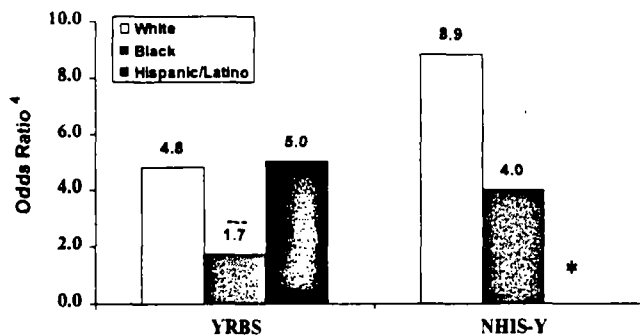
³ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence pushed or shoved them, or threw an object at them within the past 18 months

⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996



Odds of Engaging in Any Violent or Violence-Related Behavior¹ among Any Adolescents² in Violent Dating Relationships³, by Race/Ethnicity



¹ Violent behavior is other than dating violence

² Adolescents are youth 12-19 years old

³ Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

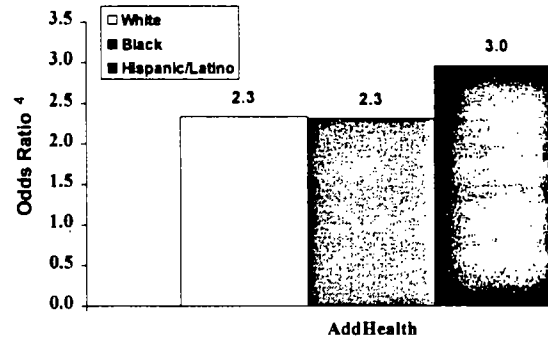
* Hispanics/Latinos are included in "Other" because the sample was too small to generate reliable estimates. Odds ratios are not included for the "Other" category because this category contains several race/ethnic groups which made any findings uninterpretable.

— Not significant/Low precision, unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1997-93



Odds of Engaging in Violent or Violence-Related Behavior¹ among Victimized Adolescents² in Violent Dating Relationships³, by Race/Ethnicity



¹ Violent behavior is other than dating violence

² Adolescents are youth 12-19 years old

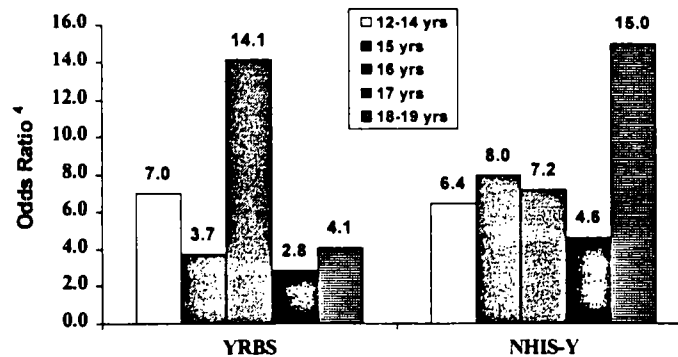
³ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence pushed or shoved them, or threw an object at them within the past 18 months

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Source: National Longitudinal Study of Adolescent Health, 1996



Odds of Engaging in Any Violent or Violence-Related Behavior¹ among Any Adolescents² in Violent Dating Relationships³, by Age



¹ Violent behavior is other than dating violence

² Adolescents are youth 12-19 years old

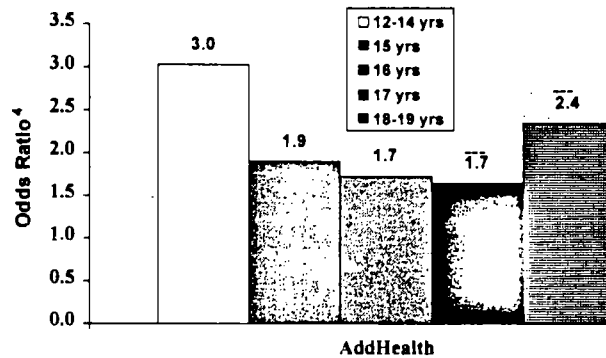
³ Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Odds of Engaging in Violent or Violence-Related Behavior¹ among Victimized Adolescents² in Violent Dating Relationships³, by Age



¹ Violent behavior is other than dating violence

² Adolescents are youth 12-19 years old

³ Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

⁴ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely

— Not significant/Low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996



Secondary Analyses:
Any Substance Use

YRBS, NHIS-Y, and AddHealth

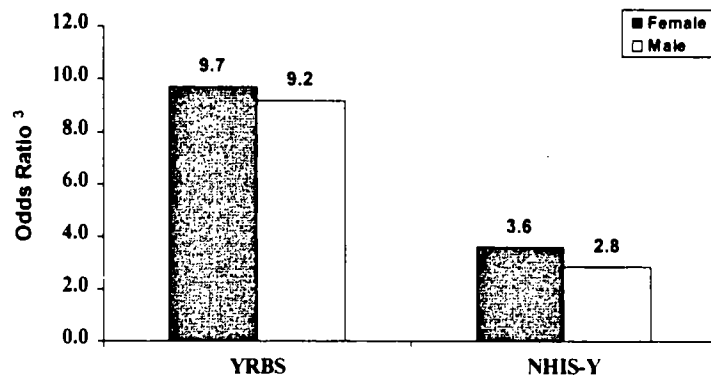
- Tried smoking (lifetime)
- Used smokeless tobacco (past 30 days)
- Drank alcohol (lifetime)
- Smoked marijuana (lifetime)
- Other drug use¹ (lifetime)

¹ Other drug use includes cocaine, crack, steroids, stimulants, sedatives, heroin/opiates, or any injected illegal drugs.

Sources: National School-Based Youth Risk Behavior Survey, 1993; National Health Interview Survey - Youth Supplement, 1992-93; and National Longitudinal Study of Adolescent Health, 1996



Odds of Substance Use among Any Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old.

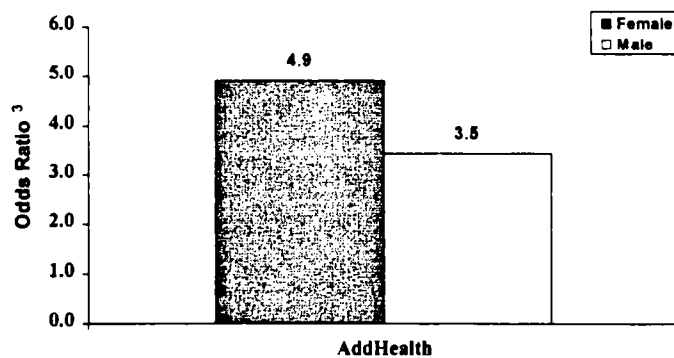
² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93.



Odds of Substance Use among Victimized Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old.

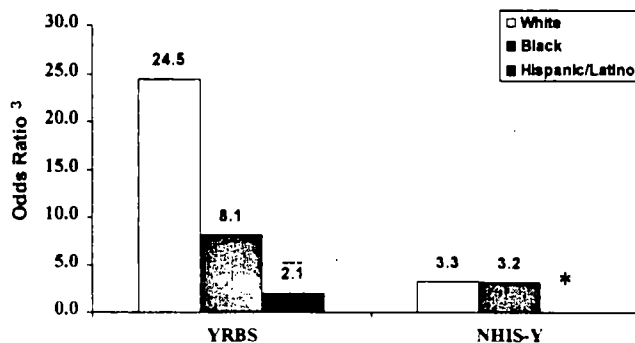
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996.



Odds of Substance Use among Any Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

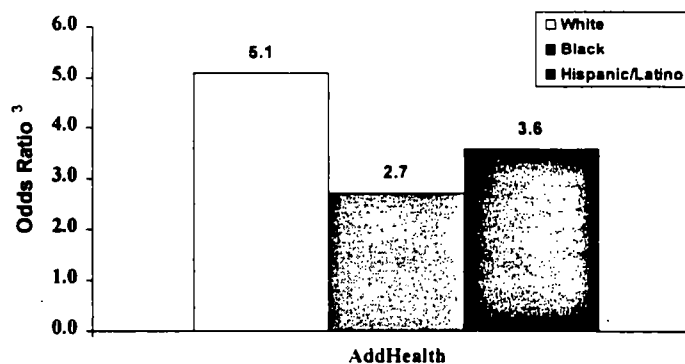
* Hispanics/Latinos are included in "Other" because the sample was too small to generate reliable estimates. Odds ratios are not included for the "Other" category because this category contains several racial/ethnic groups which made any findings uninterpretable

— Not significant/Low precision, unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Odds of Substance Use among Victimized Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old

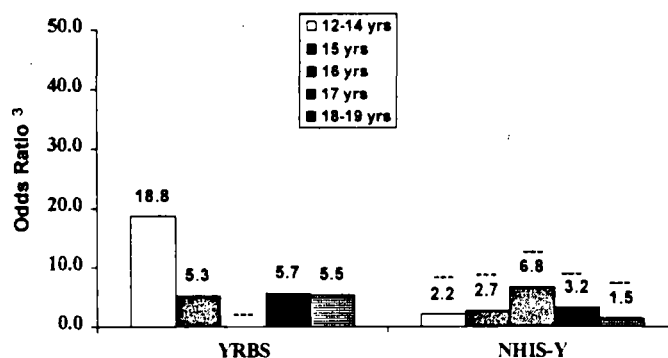
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996



Odds of Substance Use among Any Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

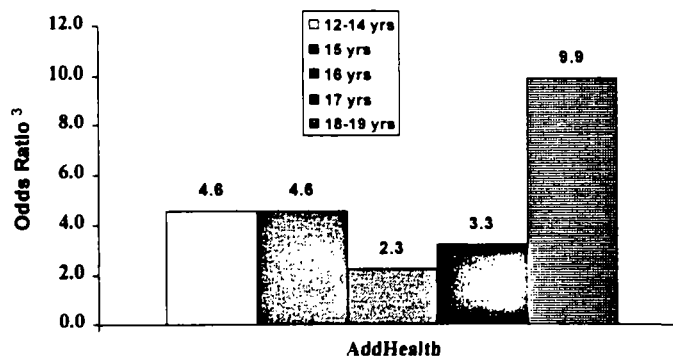
³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

--- Not significant/Low precision unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Odds of Substance Use among Victimized Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996



Secondary Analyses: Any Sexual Behavior

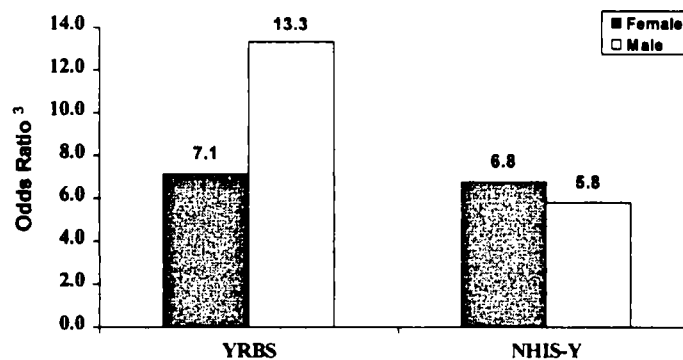
YRBS, NHIS-Y, and AddHealth

- Sexual intercourse (lifetime)
- Positive STD test (lifetime)
- Condom use (most recent intercourse)

Sources: National School-Based Youth Risk Behavior Survey, 1993; National Health Interview Survey - Youth Supplement, 1992-93; and National Longitudinal Study of Adolescent Health, 1996.



Odds of Sexual Behavior among Any Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

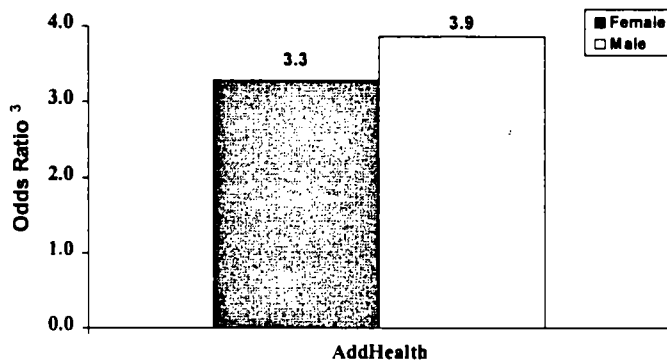
² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Odds of Sexual Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old.

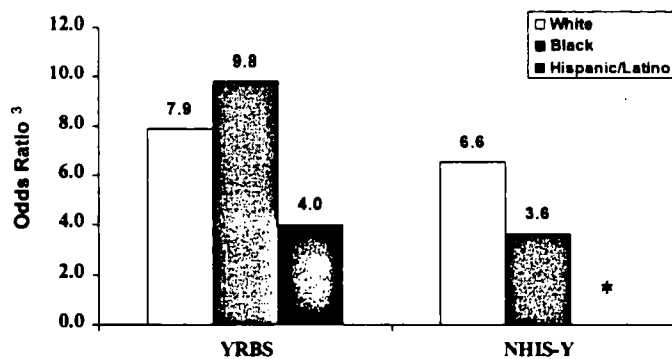
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.56 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996



Odds of Sexual Behavior among Any Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old.

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight.

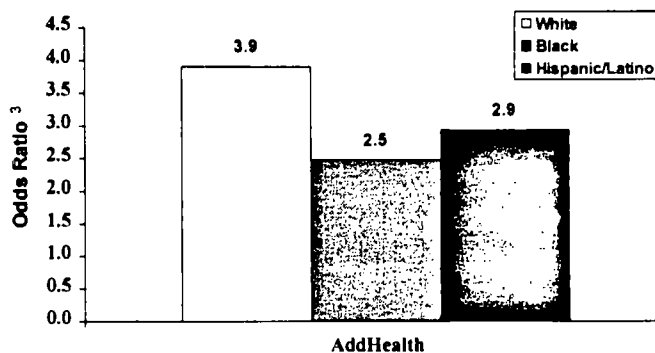
³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.56 indicates that the outcome is two-thirds as likely.

* Hispanics/Latinos are included in "Other" because the sample was too small to generate reliable estimates. Odds ratios are not included for the "Other" category because this category contains several racial/ethnic groups which made any findings uninterpretable.

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Odds of Sexual Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old

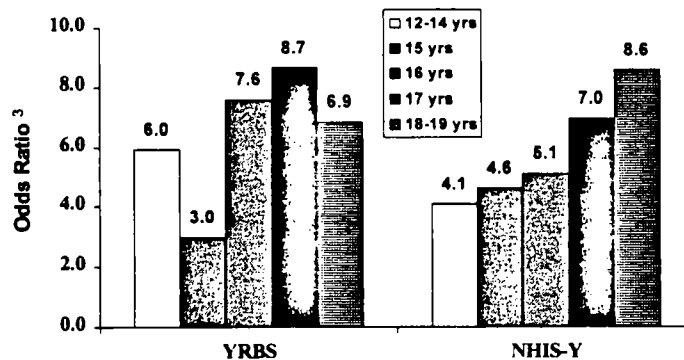
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

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Source: National Longitudinal Study of Adolescent Health, 1996



Odds of Sexual Behavior among Any Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old

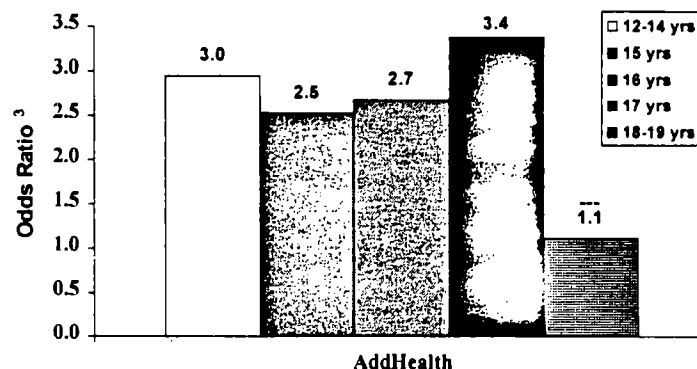
² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Health Interview Survey - Youth Supplement, 1992-93



Odds of Sexual Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.66 indicates that the outcome is two-thirds as likely.

— Not significant/Low precision: unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1998



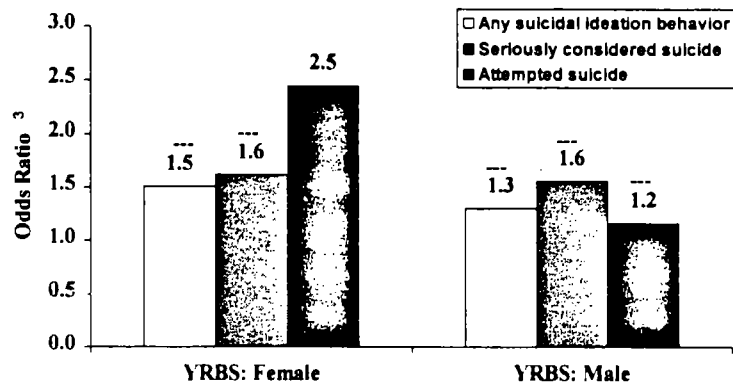
Secondary Analyses: Any Suicidal Ideation or Behavior

YRBS	AddHealth
• Seriously considered suicide	• Seriously considered suicide
• Made plans to attempt suicide	• Attempted suicide
• Attempted suicide	• Physically harmed from suicide attempt
• Physically harmed from suicide attempt	

Sources: National School-Based Youth Risk Behavior Survey, 1993 and National Longitudinal Study of Adolescent Health, 1998



Odds of Suicidal Ideation or Behavior among Any Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

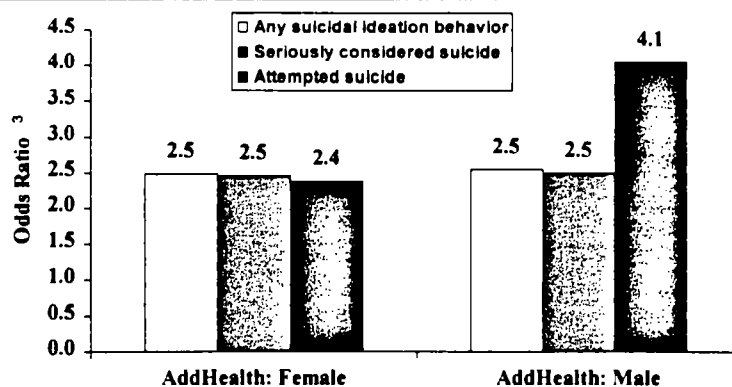
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— Not significant/Low precision: unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey, 1993



Odds of Suicidal Ideation or Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Gender



¹ Adolescents are youth 12-19 years old

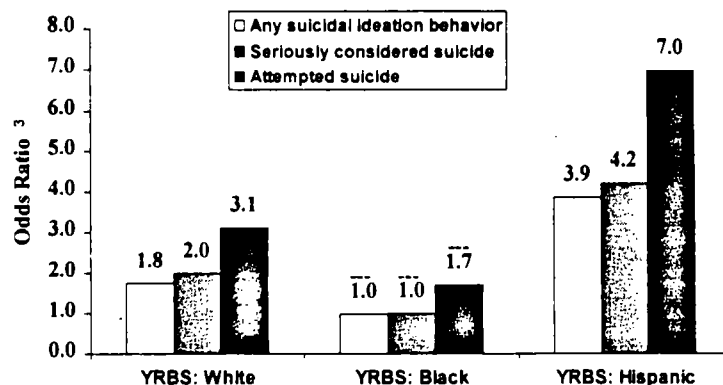
² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months

³ An odds ratio indicates how much more (or less) like some outcome is for one group relative to another. Odds ratios of 1.0 indicate that the outcome is equally likely for the two groups, while values that differ from 1.0 (that is, are either more or less) indicate a higher (or lower) likelihood. For example, an odds ratio of 2.0 indicates that the outcome is about twice as likely for one group as another, and an odds ratio of 0.5 indicates that the outcome is two-thirds as likely.

Source: National Longitudinal Study of Adolescent Health, 1996



Odds of Suicidal Ideation or Behavior among Any Adolescents¹
in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

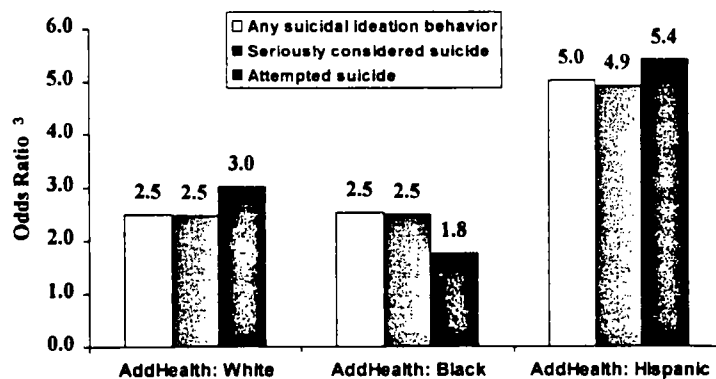
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— Not significant/Low precision, unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey 1993



Odds of Suicidal Ideation or Behavior among Victimized Adolescents¹
in Violent Dating Relationships², by Race/Ethnicity



¹ Adolescents are youth 12-19 years old

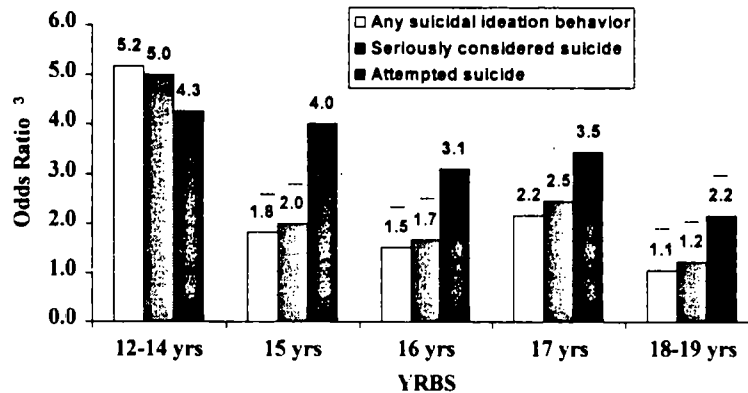
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Source: National Longitudinal Study of Adolescent Health 1996



Odds of Suicidal Ideation or Behavior among Any Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescents' self-reports of having a physical fight with a boyfriend or girlfriend during their most recent fight

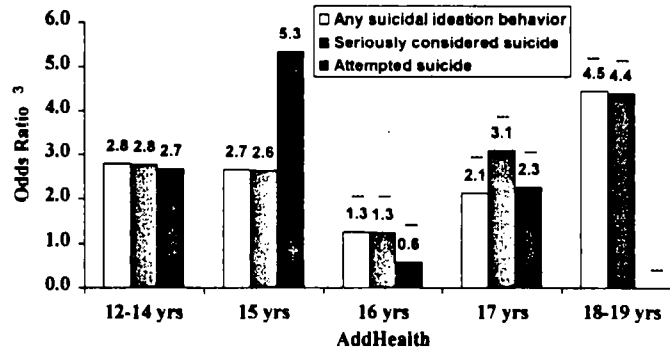
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— Not significant/Low precision, unreliable estimate

Sources: National School-Based Youth Risk Behavior Survey, 1993.



Odds of Suicidal Ideation or Behavior among Victimized Adolescents¹ in Violent Dating Relationships², by Age



¹ Adolescents are youth 12-19 years old

² Dating Violence represents adolescent respondents' self-reports of whether one of their three most recent romantic partners swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

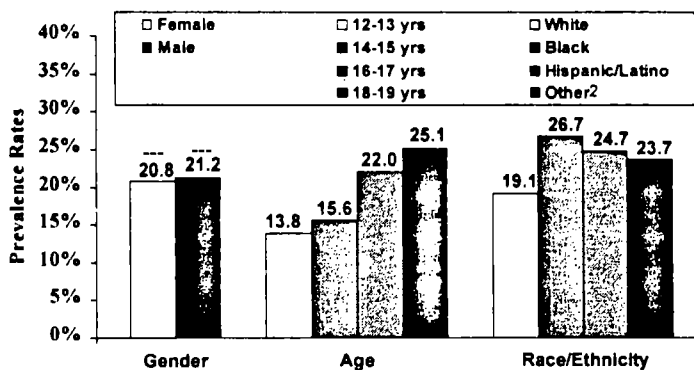
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— Not significant/Low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996



Demographic Characteristics of Dating Violence Perpetrators¹



¹ Profiles of perpetrators were derived from respondents' description of romantic partner(s) who either swore at them, threatened them with violence, pushed or shoved them, or threw an object at them within the past 18 months.

² The "other" race/ethnicity category represents Asian/Pacific Islander, Native American, and other origin.

— Not significant/Low precision, unreliable estimate

Source: National Longitudinal Study of Adolescent Health, 1996



Focus Groups of Adolescents and Interviews with Key Informants

- 7 focus groups with adolescents
- Telephone interviews with 10 service providers
- Telephone interviews with 3 researchers



Focus Groups and Interviews: Purpose

- Definitions
- Description
- Causes
- Help-seeking behaviors adolescents use
- Effective prevention strategies



Focus Groups and Interviews: Perceptions

- Violence can occur at any stage of a relationship
- “Abuse” and “violence” too restrictive
- Dating violence widely endemic
- May include same-sex peer perceived as a threat to the relationship
- Female violence against males may be more reported than the reverse
- Violence can occur at any stage of a relationship



Focus Groups and Interviews: Perceptions (cont.)

- Existing prevalence statistics underrepresent the extent of the problem
- Particularly undercounted in gay relationships



Focus Groups and Interviews: Causes

- Dating violence is inter-generational
- Media reinforces tolerance of violence
- Expectations of male dominance
- Jealousy
- Low self-esteem
- Substance abuse
- Association of abuse with love



Focus Groups and Interviews: Causes (Adolescents)

- Cheating
- Becoming intimate or serious too quickly
- Depression
- Disagreements
- Fear of abandonment
- Manifesting sexual desire
- Showing off



Focus Groups and Interviews: Causes (Professionals)

- Cultural tolerance for violence
- Normative belief that dating violence widespread
- Peer pressure to be in a dating relationship
- Poor conflict-resolution skills
- Changes in circumstances (e.g., pregnancy, seriousness of relationship)



Focus Groups and Interviews: Characteristics

- Disagreement concerning mutuality of violence
- Perpetrators (especially female) may not feel remorse
- Some perpetrators may feel more powerful
- Violence may (or may not) escalate
- Adolescent aggressors more likely than adult to seek help

ATI

Focus Groups and Interviews: Impact on Victim

- Female victims less likely to trust males
- Self-esteem may be damaged
- Victim may become perpetrator
- Victim may be embarrassed, or sad, or may withdraw
- Victims may blame themselves
- May not see abuse as serious
- May not know how to leave relationship

ATI

Focus Groups and Interviews: Why Victims may not Seek Help

- Fear that helper may try to end relationship
- Fear for safety
- Family and other helpers may overreact, or may not understand
- Loss of friends
- Denial
- Lack of trust, feelings of shame



Focus Groups and Interviews: Why Adolescents Seek Help

- Victims may want to improve or end relationship
- Perpetrators may want to modify behavior
- Victims may be induced to seek help because of injuries
- Youth want non-judgmental listeners
- Youth seek help to think through issues



Focus Groups and Interviews: Where Youth Turn for Help

- From a friend or adult
- Some might turn to a parent
- Youth typically do not turn to law enforcement or a support group
- Pre-established trust is key



Focus Groups and Interviews: Making it Easier to Seek Help

- Schools should provide relationship counseling, offer support groups, increase adolescents' comfort with the issue
- Parents and all youth workers should improve communication
- Professionals should develop detailed protocols for responding to requests for help



Focus Groups and Interviews: Prevention

- Youth should be taught the warning signs of abuse and how to leave such relationships
- Youth should develop skills needed for mature relationships
- Teachers and parents should pay more attention to youths' lives
- Media should disseminate information
- Trained helpers should be more available



Focus Groups and Interviews: Prevention (cont.)

- Need to change attitudes concerning and culture of violence
- Policy measures should be considered
- Education concerning dating violence and gender roles should start early
- Address family violence to underscore that all abuse is unacceptable



Data Needs

- Definitions (e.g., of violence, dating, age range of partners)
- Data on same-sex relationships
- Meaning of “victim” and “perpetrator”
- Type and severity of violence
- Number of partners
- Frequency of dating
- Duration and stage
- Seriousness
- Special populations: ethnic and disabilities
- Mutuality of violence
- Physical and social context of violence



Data Needs:

Youths' Concerns about Instrumentation

- “Fighting” confusing
- Physical and verbal fighting ambiguous
- Questions should not seem judgmental
- Girls may under-report
- “Boyfriend/girlfriend” ambiguous
- Threats to privacy in survey settings may bias responses



Data Needs: Recommendations

- Specify and standardize measures
- Utilize large nationally representative data sets to generate estimates
- Disaggregate results by demographic characteristics and types of violence
- Conduct longitudinal studies to determine etiology and sequelae of dating violence
- Conduct policy and practice surveys of schools and providers



Data Needs: Pertinent Existing Surveys

- Youth Risk Behavior Survey (CDC)
- Monitoring the Future (NIDA)
- National Household Study on Drug Abuse (OAS)
- School Health Policies and Procedures Survey (CDC)



Data Needs: Methodological Issues

- Self-administered questionnaires
- Audio computer-assisted self-interviewing (ACASI)
- Telephone audio computer-assisted self-interviews (T-ACASI)
- Neutral-site interviews



Recommendations for Research

- Prevalence of different types of violence
- Characteristics of adolescents involved
- Characteristics of dating relationships
- Risk and protective factors in etiology
- Mutuality of violence
- Violence in LGBT relationships
- Physical and psychological sequelae
- Cultural context
- Distinction between adolescent & adult violence



Recommendations for Research (cont.)

- Role of media
- Nature, scope, enforcement of policies and laws
- Family violence
- Social context of violence
- What adolescents gain from violence
- Factors associated with help-seeking
- Types of help available
- Validated strategies for prevention and early intervention
- Consensus conference



Recommendations for Practitioners

- Develop integrated guidelines and training protocols for providers
- Training for youth leaders
- Develop curricula
- Teach conflict resolution
- Ensure availability of trained counselors and other resources
- Change school norms
- Provide safe havens
- Provide outreach to vulnerable populations



Recommendations for Policymakers

- Support consensus-building process
- Develop and support advocacy network of providers
- Identify key research questions
- Develop model screening and service protocols
- Develop and support national media campaign



Cross-Cutting Recommendations

- Mutuality of dating violence
- Confusing concepts of “perpetrator” and “victim”
- Development of standard definitions
- Causes, types, and severity of dating violence
- Conditions under which violence escalates
- Nature of gender roles in etiology of violence
- Power dynamics of abuse and what issues it causes - and resolves





THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D. C. 20201

The Honorable Tom Bliley
Chairman, Committee on Commerce
United States House of Representatives
Washington, D.C. 20515

JUN 23 2000

Dear Mr. Chairman:

We take this opportunity to inform you of the views of the Department of Health and Human Services (HHS) on H.R. 1248, the "Violence Against Women Act of 1999". We commend your efforts to gain enactment of bipartisan legislation to reauthorize VAWA. We support the bill, though we are concerned about a few aspects as outlined below.

We recommend striking subtitle J of title I of the bill. This subtitle would reauthorize the Education and Prevention Grants to Reduce Sexual Abuse of Runaway, Homeless, and Street Youth, which program is part of the Runaway and Homeless Youth Act (RHYA). This reauthorization was accomplished last year in the Missing, Exploited, and Runaway Children Protection Act, P.L. 106-71. We think the terms of that reauthorization are appropriate, and recommend against further change in this authorization.

We have several concerns about section 201 of the bill, which would add a section 393B, on rape prevention education, to the Public Health Service Act.

- We support proposed subsection (a)(1) of section 393B, which would reauthorize the dissemination of rape education prevention grants to the states for programs in rape prevention. However, we recommend adding to the list of purposes for which such grant funds may be used (subparagraphs (A)-(F)) an item specifically mentioning "education and training programs for students and campus personnel designed to reduce the incidence of sexual assault at colleges and universities". We believe that it is critical to provide these education and training programs at institutions of higher education where there is a high rate of sexual assault. Adding this new subparagraph will make it clear that this is an important use for grant funds.
- We also support the intent of subsection (b)(1), which would require that, when appropriations under the section reach \$80,000,000, we would establish a National Resource Center on Sexual Assault. However, we began funding such a National Resource Center in FY 1999. This is a valuable resource to the sexual assault services community, and, as a result, we recommend that the words "At

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such time as appropriations under subsection (c) reach at least \$80 million" be struck from the first sentence.

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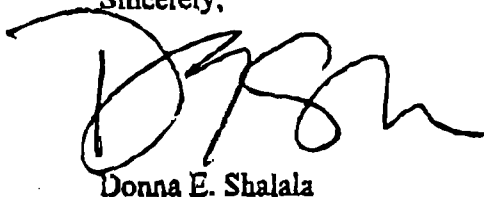
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We greatly appreciate the leadership and cooperation with which you have approached the reauthorization of these vital programs. My staff is available to discuss further minor technical changes we would like to see made in H.R. 1248. We look forward to working with you in the weeks ahead to gain House approval and final passage of legislation that takes an important step towards helping end violence against women. An identical letter is being sent to Chairman Goodling of the House Committee on Education and the Workforce and Chairman Hyde of the House Committee on the Judiciary.

The Office of Management and Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

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Donna E. Shalala



THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

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United States House of Representatives
Washington, D.C. 20515

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THE SECRETARY OF HEALTH AND HUMAN SERVICES
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JUN 23 2000

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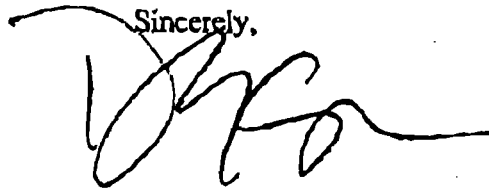
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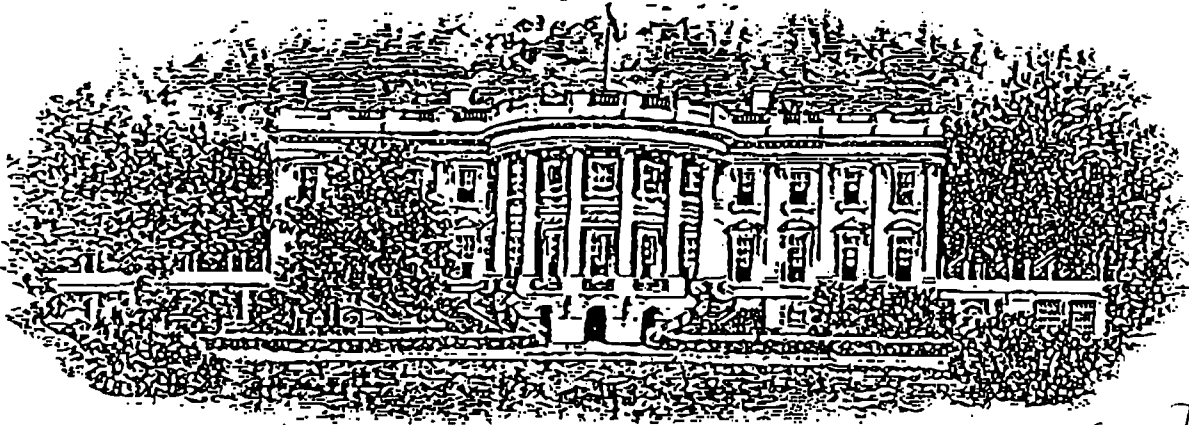
Sincerely,

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Donna F. Shalala

The White House

Lu: AMMA



COUNSEL'S OFFICE

Facsimile Transmission Cover Sheet

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6/9/00 10:09 AM

DRAFT -- PROPOSED VAWA CIVIL RIGHTS REMEDY FIX
PRIVILEGED AND CONFIDENTIAL

(based on 1994 VAWA Civil Rights Remedy -- new language in italics)

(c) Cause of action. (1) A person who commits a crime of violence motivated by gender and thus deprives another of the right declared in subsection (b) shall be liable to the party injured, in an action for the recovery of compensatory and punitive damages, injunctive and declaratory relief, and such other relief as a court may deem appropriate; (2) *a person who, with actual or constructive knowledge of an act described in section (1), and having power to prevent or aid in preventing the commission of that act, fails to do so, shall be liable to the party injured, or her legal representatives, for all damages caused by such wrongful act, which such person by reasonable diligence could have prevented, and such damages may be recovered in an action on the case.*

(d) *For purposes of subparagraph (c), the circumstances described in this subparagraph are that--*

(i) in connection with the offense, a party to the action travels in interstate or foreign commerce, uses a facility or instrumentality of interstate or foreign commerce, or engages in any activity substantially affecting interstate or foreign commerce; or

(ii) the offense is in or affects interstate or foreign commerce; or

(iii) the offense interferes with the victim's participation in or otherwise affects interstate or foreign commerce.

6/9/00 10:09 AM

(e) Definitions. For purposes of this section--

(1) -- the term "crime of violence committed because of gender" means

(a) any rape, sexual assault, or abusive sexual contact, as defined by state or federal law; or

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(c) includes an act or series of acts that would constitute a crime but for the relationship between the person who takes such action and the individual against whom such action is taken.

(2) Person -- the term 'person,' including a person who acts under color of any statute, ordinance, regulation, custom, or usage of any State, means any natural person or any partnership, corporation, association, or other legal entity and includes any subsidiary, subcontractor, or parent company, and business affiliates where one affiliate controls or has the power to control the other or when both are controlled directly or indirectly by a third person. The corporation, association, or other legal entity shall be liable for the acts of its officers, directors, employees, and agents to the extent such entities are subject to vicarious liability under Title VII of the Civil Rights Act of 1964 (42 U.S.C. § 2000e et seq.).

.....

(g) DISCRETIONARY AUTHORITY OF ATTORNEY GENERAL

6/9/00 10:09 AM

Whenever the Attorney General has reasonable cause to believe that any State or political subdivision of a State, official, employee, or agent thereof, or other person acting on behalf of a State or political subdivision of a State has discriminated in the investigation or prosecution of gender-based crimes, the Attorney General, for or in the name of the United States, may institute a civil action in any appropriate United States district court against such party for such equitable relief as may be appropriate to insure the elimination of such discriminatory practices.

(h) SEVERABILITY

If any provision of this Act , an amendment made by this Act , or the application of such provision or amendment to any person or circumstance is held to be unconstitutional, the remainder of this Act , the amendments made by this Act , and the application of the provisions of such to any person or circumstance shall not be affected thereby.

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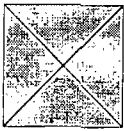
(g) DISCRETIONARY AUTHORITY OF ATTORNEY GENERAL

6/9/00 10:09 AM

Whenever the Attorney General has reasonable cause to believe that any State or political subdivision of a State, official, employee, or agent thereof, or other person acting on behalf of a State or political subdivision of a State has discriminated in the investigation or prosecution of gender-based crimes, the Attorney General, for or in the name of the United States, may institute a civil action in any appropriate United States district court against such party for such equitable relief as may be appropriate to insure the elimination of such discriminatory practices.

(h) SEVERABILITY

If any provision of this Act, an amendment made by this Act, or the application of such provision or amendment to any person or circumstance is held to be unconstitutional, the remainder of this Act, the amendments made by this Act, and the application of the provisions of such to any person or circumstance shall not be affected thereby.



file: VAWA

U.S. Department of Justice
Office of Legislative Affairs

Washington, D.C. 20530

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

Dear Chairman Hatch:

This letter provides the views of the Department of Justice on S. ____ the Violence Against Women Act (VAWA) II. This legislation would reauthorize the critically important programs begun in 1994 by the original VAWA, as well as create new programs which will address gaps in combating domestic violence, stalking and sexual assault. The Department of Justice strongly supports this legislation and is grateful for the time and dedication you and Senator Biden have devoted to improving and saving the lives of thousands of women.

During the last 6 years, the Violence Against Women Act 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. This would not have been possible without the leadership of yourself and Senator Biden in passing the original Act.

Under five discretionary grant programs, DOJ has awarded more than \$800 million including over 900 grants and 280 STOP (Services, Training, Officers, Prosecutors) formula grants to the states and territories. 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. 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.

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. We therefore urge you to continue your unprecedented bipartisan leadership on this issue.

Anthony Richardson

To begin, we would like to discuss a few issues that we have concerns with generally. Additionally, attached to this letter are section-by-section comments on areas that deal with Department of Justice programs.

First, we have an overarching concern regarding the provisions of the bill that call for studies. The revised bill requires the Department to produce nine studies and reports, four of which would be required on an annual basis. These nine studies are broad in scope and address important legal and policy issues. Despite the major resource implications of these studies, Congress has only authorized funding for one of the nine studies (\$200,000 for the report on parental kidnaping and custody laws in Section 304). Without any funding, the Department has serious concerns about its ability to meet the Congressionally-imposed requirements and deadlines, as well as to produce the high quality products that we and Congress expect. It should also be noted that the revised bill would increase the number of grants programs administered by the Violence Against Women Office from six to nine. The additional burden of developing and managing three new grant programs would have to be carried by the very same staff that would have to produce a large number of studies within one year of the date of enactment. The Department therefore strongly urges Congress to authorize funding for these studies and reports.

Secondly, the Department opposes the deletion of the Hate Crime Prevention provisions from S. 51. Section 107 of S. 51 would amend provisions of the federal hate crimes law 18 U.S.C. § 245 to permit federal prosecution for crimes based on gender, sexual orientation, and disability. It would require the United States Sentencing Commission to study the issue of adult recruitment of juveniles to commit hate crimes and to amend sentencing guidelines to provide sentencing enhancements for such adults. This section would provide for grants by the Office of Juvenile Justice and Delinquency Prevention to combat hate crimes committed by juveniles and for funds for additional personnel to respond to such crimes. 7

Lastly, the Department strongly recommends adding a section to the revised bill that reserves up to ten percent of funds appropriated each fiscal year for each grant program enacted by VAWA and administered by the Department, as well as the Grants to Combat Violent Crimes Against Women on Campuses and the Civil Legal Assistance Programs, to provide training and technical assistance for the purposes of the grant program. The Department currently has language which would accomplish this goal. The language can be found under Section 4006 of the Administration Crime Bill and we would be happy to provide it to you.

Again, thank you for your hard work and support in protecting lives and supporting victims of domestic violence, sexual assault and stalking. This Administration is deeply committed to continuing the progress that has been made in confronting violence against women. We look forward to working with the Committee as it considers these and other issues raised by the revised bill.

Sincerely,

Robert Raben
Assistant Attorney General

SECTION-BY-SECTION ANALYSIS

Section 2: Definitions.

The Department strongly opposes the deletion of the amendment, set forth in Section 103(b)(3)(A) of S. 51, that would have included dating relationships in the definition of domestic violence in Section 2003 of VAWA, which governs the VAWA grants programs. This language has been proposed in the House VAWA II bill as introduced, and it is consistent with the proposed technical amendments that the Department has submitted to the Senate that would expand the definition of “spouse or intimate partner” in 18 U.S.C. § 2266 to cover dating relationships under the federal criminal offenses created by VAWA. The need for including dating relationships in the definition of domestic violence is amply supported by Bureau of Justice Statistics (BJS) data that indicate that domestic violence occurs at an alarmingly high rate among young persons aged 16-19 and among non-married partners in general. See Bureau of Justice Statistics, U.S. Department of Justice, Violence by Intimates 4,10 (2000). Given the pervasiveness of the problem of domestic violence among young people in dating relationships, it is vitally important to allow VAWA grant monies to be used to provide services to these victims in all jurisdictions, as well as to assist law enforcement and prosecution in investigating and prosecuting violent criminal assaults in dating relationships. In addition to reinstating this amendment, we suggest adding language to Section 2(1) such as “as amended by Section 103(b)(3)(A) of this Act” in order to clarify that the definition of domestic violence to which Section 2 refers is amended in this way by VAWA II.

Section 3: Accountability and Oversight.

We are concerned that this section places a heavy burden on grantees and will force grantees to redirect funds intended for project activities to fund evaluation, data collection, and other activities not directly related to the purposes of the grant programs. At a minimum, we recommend deleting “the effectiveness of” and “numbers of persons seeking services who could not be served” to lessen the burden on grantees and reduce the amount of funds that will be needed to fulfill this reporting requirement. We recommend that the report to Congress in subsection (b) be submitted every 2 years to allow for completion of the project period before the information is gathered from grantees and compiled into a report.

Title I -- Strengthening Law Enforcement to Reduce Violence Against Women

Section 101. Full Faith and Credit Enforcement of Protection Orders.

Section 101 would amend Part U of Title I of the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. § 3796hh et. seq. to make the improvement of interjurisdictional enforcement of protection orders under the full faith and credit provision of VAWA a funding priority under the Grants to Encourage Arrest Policies (GTEAP) program. Section 101(a)(1) modifies the title of the program, and Section 101(a)(2) adds the interjurisdictional enforcement of protection orders to the list of statutory purpose areas. Section 101(a)(3)(A)(ii) makes clear

that, in giving priority to applicants that demonstrate commitment to strong enforcement of domestic violence laws, interjurisdictional enforcement of protection orders should be considered. The Department supports these amendments.

However, the Department opposes the proposal in section 101(a)(3)(A)(iii) to give priority to applicants for all funding under the Grants to Encourage Arrest Policies program based on their commitment to using grant monies to develop and install high tech systems to facilitate interjurisdictional enforcement of protection orders. Although improving interstate enforcement of protection orders is a major priority of the Department, this priority language would severely limit the pool of applicants eligible for all Grants to Encourage Arrest Policies funding and would create a very narrow use and focus for these grant monies for many years to come. The states and tribes all have varying capacities for handling the enforcement of foreign orders. While technology can be an important component of a jurisdiction's ability to accord full faith and credit to protection orders, other components are of equal or greater importance, such as extensive training of law enforcement, judges, other criminal justice personnel, and domestic violence victim advocacy organizations. Without training, registries will not make full faith and credit a reality. The capacity of states and tribes to develop and maintain registries will improve in coming years as many jurisdictions begin to make significant changes in their enforcement policies and in their technological capacities. The goal of hastening this process is better achieved by the other proposed amendments contained in this section, which provide greater flexibility to achieve full faith and credit both now and in the future.

The Department also suggests an alternative approach to the priority language proposed in Section 101(a)(3)(A)(iii) to encourage the use of grant funds "to develop and install data collection and communication systems . . . for the purpose of identifying and tracking protection orders and violations of protection orders where these systems do not exist or are not effective." This alternative approach would be to authorize additional funds for the Bureau of Justice Statistics' National Criminal History Improvement Program (NCHIP) specifically for states and tribes to develop or improve protection order registries with the requirement that any registries developed or improved with these funds be made compatible with the NCIC protection order file. From FY 1996 to FY 1998, \$6 million in VAWA funds were available for incorporation into NCHIP for the purpose of establishing protection order systems, among other record systems related to domestic violence and stalking. However, this funding has not been reauthorized since FY 1998. Section 108 of the revised VAWA II bill would reauthorize this funding at \$3 million through FY 2005. We strongly support Section 108 and recommend authorizing a greater amount of funding under this section for the goal sought to be achieved by Section 101(a)(3)(A)(iii).

Section 101(a)(3)(B) would require the Attorney General to disseminate information about successful data collection and communications systems. If the language in (b)(4) is deleted in favor of either an amendment to the purpose areas of the statute or the NCHIP funding alternative discussed above, the reference to (b)(4) in Section 101(a)(3)(B) will need to be replaced with language such as "information about successful data collection and communication systems that have been developed and installed for the purpose of identifying and tracking protection orders and violations of protection orders." Finally, although the Department does not

oppose this provision, we suggest that the information be compiled on a biennial basis to allow for more meaningful gathering and dissemination of best practices.

The Department strongly supports the proposal in Section 101(b) to add a subsection (d)(1) to 18 U.S.C. 2265 that prohibits states and tribes from notifying a batterer that a foreign protection order has been registered or filed in their jurisdiction. Victims of domestic violence who flee across state or tribal lines to escape abuse should not be required to disclose their whereabouts to their abusers. Technical requirements in some jurisdictions presently force victims to choose between protection from the criminal justice system and maintaining the confidentiality of their location. We also support this provision because it allows victims to elect to send official notification of registration to the abuser. This enables those victims whose location is known to the abuser, such as those working in a neighboring state or moving to live with a relative known to the abuser, to convey to the abuser that the order will be enforced in the other jurisdiction. *gnd*

We support the amendments in Section 101(b)(1)-(3) to the certification requirements for the STOP Formula Grant Program and the Grants to Encourage Arrest Policies Program.

The Department supports the proposed subsection (d)(2), which makes clear that a state or territory must enforce a foreign protection order whether or not the order has been registered or filed in the enforcing jurisdiction. Although the Department supports the goal of the proposed subsection (e), which clarifies that victims cannot be required to notify the abuser of registration or filing, we are concerned that including two separate provisions addressing notice in subsections (d) and (e) of 18 U.S.C. § 2265 creates unnecessary confusion. As an alternative to subsection (e), we recommend inserting the words “or require notification of” in subsection (d)(1) after “shall not notify”. This clarifies in the same provision that enforcing jurisdictions may neither notify nor require notification of the batterer that the foreign order has been registered or filed in the enforcing jurisdiction. In addition, we recommend that the titles of subsection (d) and paragraphs (d)(1) and (2) be changed to “NOTIFICATION AND REGISTRATION”, “NOTIFICATION”, and “NO PRIOR REGISTRATION OR FILING” respectively to clarify the intent of each provision.

The Department also strongly supports the proposed subsection (e) which clarifies that victims also cannot be required to notify the abuser of registration or filing. We also support the proposed subsection (f) but recommend two changes. First, we recommend deleting the phrase “over domestic relations actions” because not all jurisdictions treat protection orders as domestic relations actions. Second, the word “its” should be deleted from the phrase “including authority to enforce **its** orders” and replaced with “any”, because this provision is intended to clarify that tribal courts have full civil jurisdiction to enforce foreign orders as well as their own orders.

Section 102. Role of Courts.

The Department supports the explicit inclusion of court systems in the STOP grants program in Section 102(a)(1), as well as an independent allocation for courts and an increased allocation for victim services under Section 102(a)(2). However, we oppose the reduction of the */*

allocation for courts from 10 percent to 5 percent. We strongly believe that to enhance the role of courts in the STOP program, a 10 percent allocation is needed. In addition, under subsection (a) we suggest adding a definition of "court" to the STOP program list of definitions in section 2003, where "law enforcement," "prosecution," and "victim services" are all defined:

the term "court" means a public agency having civil or criminal jurisdiction to make adjudications, including such agency's component bureaus, offices, and programs (such as court intake programs for domestic violence victims);

We oppose the deletion of the provisions in Section 102(b) of S.51 that would have reauthorized the original VAWA funding for State Justice Institute training initiatives on domestic violence and added to the list of training topics issues faced by victims of domestic violence with disabilities, domestic violence and child abuse in child custody determinations, and vertical management of domestic violence offender cases. In addition, if this provision is restored, we would recommend increasing the authorization for FY 2001 to \$700,000. We also oppose the deletion of the requirement in Section 102(c) of S.51 that the Federal Judicial Center include materials on federal crimes of domestic violence in their current training programs.

We support the amendments in Section 102(b) to make courts eligible grantees and to create a five percent minimum tribal set-aside under the Grants to Encourage Arrest program. However, the Department cannot support, as drafted, the provision in Section 102(b)(1)(B) that would add educational programs to the Arrest Program purpose area on developing policies and training for police departments. Grantees tell us that in addition to training for law enforcement, prosecutors, and courts, public education campaigns are needed to reach potential jurors in domestic violence and sexual assault cases. This amendment to the Arrest purpose areas will not accomplish this goal because it is limited to educational programs for police departments to improve tracking of domestic violence cases. We recommend the following language in place of 102(b)(1)(B):

(B) by inserting after (6) the following:

"(7) To develop, implement, or support public education campaigns that recognize domestic violence and sexual assault as crimes, so long as the funding of such public education efforts does not detract from the provision of direct services to victims."

This language would also ensure that applicants will not seek funding for public education campaigns at the expense of victim services. In addition to adding this language to the Arrest program purpose areas, we recommend adding it as the eighth purpose area under the STOP program in Section 2001(b).

The Department does not support adding the parenthetical "(include juvenile courts)" everywhere the phrase "State and local courts" is added to the STOP and Arrest Programs in Section 102. Juvenile courts are already covered in the phrase "State and local courts", and we are concerned that this parenthetical places an undue emphasis on juvenile courts to the detriment of domestic violence and family courts. The explicit set-aside for courts is a new proposal, and

these funds are desperately needed to enhance court services for domestic violence victims and to expand the role of courts in coordinated community responses to domestic violence. Emphasizing juvenile courts could result in the entire set-aside going to juvenile courts, a result that is not directly related to the purpose of the statute, i.e. combating violence against women.

Finally, we do not support adding both State and local courts as eligible grantees under the Arrest Program, as Section 102(b)(1)-(3) would do. While we are in favor of adding State courts as eligible grantees under the program, we provide this comment because under the current requirement that applications come from units of local government, local communities must bring together all parts of the criminal justice system (courts, police departments, prosecutors' offices, etc.) in a single application. If local courts can apply on their own, we are more likely to receive multiple applications from entities in the same jurisdiction who have not coordinated with each other in developing their proposed projects, making their applications less comprehensive. Because we do not have similar concerns about applications at the state level, we are comfortable with making State courts eligible grantees under the program.

Section 103. Reauthorization of STOP Grants.

Section 103(a) would amend section 1001(a)(18) of Title I of the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. § 3793(a)(18), to reauthorize the STOP grant program at \$185 million per year through FY 2005. The Department strongly supports reauthorization of the STOP grant program.

The Department supports the amendments in section 103(b)(1)(A) and 103(b)(3)(A) that would add "underserved populations" to purpose area five under the STOP Program authorization and revise the definition of underserved populations under the program to include age, religion, disability, and alienage status. However, we recommend that section 103(b)(1)(A) not strike "racial, cultural, ethnic or language minorities" but rather insert "and other underserved populations" after "racial, cultural, ethnic or language minorities" in section 2001(b)(5). We are concerned that striking this language will unintentionally convey that providing services for these particular underserved groups is no longer a priority for the program. We also would like "sexual orientation" added to the list of underserved populations in Section 2003(7), as H.R. 357 and H.R. 1248 (as introduced) would do. Finally, as discussed below under Section 210, we recommend inserting a parenthetical after "age" in Section 2003(7) that reads "(such as older individuals (as defined in section 102 of the Older Americans Act of 1965 (42 U.S.C. 3002)) who are victims of family violence)".

We recommend several additional changes to Section 103(b). First, we recommend adding an amendment to purpose area five under the STOP Program (Section 2001(b)(5)) that would insert "providing legal assistance, including immigration assistance, to victims of domestic violence" after "courts where a significant number of protection orders are granted.". Second, in Section 103(b)(1)(A)(iv), we recommend changing "sexual assault and domestic violence" to "sexual assault, domestic violence, and stalking" at the end of the proposed new purpose area (8) under the STOP Program. Third, in Section 103(b)(3)(B), although we support the broader definition of victim services created by this amendment, we would like to change "

necessary support services” to “necessary support or legal services” so that the idea in the original statute of assisting victims through the legal process is not lost as a result of this amendment.

The Department cannot support, as drafted, the provisions in Section 103(b)(1)(B) that would create a new section 2002(c) providing that a combined total of 5% of STOP funds be set aside for grants to state domestic violence coalitions and sexual assault coalitions. While we recognize the importance of this set aside for coalitions, we recommend that a total of 2% of STOP funds be set aside for both domestic violence and sexual assault coalitions rather than 2.5% for each type of coalition. In addition, we would support these provisions if the word “shall” on page 14, lines 16 and 24 were changed to “may”. This would make the grants to coalitions discretionary and would be consistent with subsection (a) of the same section of the authorizing language for the STOP Formula Grant Program (Section 2002(a) says: “The Attorney General may make grants . . .”).

The Department supports the amendment in Section 103(b)(2)(B) that would increase the set aside for STOP grants to Indian tribal governments from four percent to five percent.

The Department supports the amendment in Section 103(b)(3)(B) that broadens the STOP program definition of victim services from assistance through the legal process to include any assistance for victims seeking necessary support services as a consequence of the violence. However, as mentioned above, the Department strongly opposes the deletion of section 103(b)(3)(A) of S. 51 that would have added dating violence to VAWA’s definition of domestic violence. We also strongly oppose the deletion of the provision in section 103(b)(3)(B) of S. 51 that would have clarified that victim services do not include any services targeted primarily for offenders. This provision provides an important safeguard for STOP funds intended to assist victims of domestic violence, sexual assault, and stalking.

Finally, the Department strongly opposes the deletion of the reallocation provision in Section 103(d) of S. 51. States have expressed a strong need for this provision because they do not always receive enough applications from police and prosecutors that are appropriate for funding under STOP, leaving them with funds they cannot award under the existing statutory allocation framework. Allowing for reallocation after states have spent two years soliciting good applications is a reasonable way to resolve this situation. We note that the Secretary of the Department of Health and Human Services is granted reallocation authority for Family Violence Prevention and Services Act funding in Section 202(b) of the revised bill. In addition to recommending reinstatement of the reallocation provision, we recommend two changes to Section 103(d) of S. 51. First, a reallocation deadline of 12 months into the fiscal year is unreasonable, given the processes that states have in place to award subgrants. The structure of VAWA encourages the states to engage in a strategic planning process, which realistically requires some time. After receiving their annual STOP award, states initiate their strategic planning process and then issue a subgrant solicitation as part of a competitive process for selecting STOP subgrantees. States would not be able to evaluate the quality of the applications received, make funding decisions, and reallocate unused funds effectively within 12 months. We recommend instead allowing reallocation of any funds set aside for police, prosecution, and

courts that remain unobligated as of the end of the two-year project period. The Department also recommends that the reallotment provision specify that unobligated funds shall be reallocated to support nonprofit, nongovernmental victim services projects.

Section 104. Reauthorization of Grants to Encourage Arrest Policies.

Section 104 would amend section 1001(a)(19) of Title I of the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. § 3793(a)(19) to extend the expired DOJ direct grant program through FY 2005 with annual authorizations of \$65 million. The Department supports this section.

Section 105. Reauthorization of Rural Domestic Violence and Child Abuse Enforcement Grants.

The Department fully supports continued reauthorization for this grant program. However, we object to the removal of the section which would provide a five percent minimum set-aside for Indian tribes and a new definition of “rural.” This new definition could cover states, such as Kentucky and West Virginia, that currently are not categorized as rural because, although they have large rural populations, they also have large population centers that disqualify them under the current definition. We would note that this expansion in the definition of “rural” will greatly increase the number of applications under the program, which in turn will create a strong demand for additional funding.

Section 106. National Stalker and Domestic Violence Reduction.

The Department strongly supports this provision and recommends authorizing additional funding in order to support the goal of Section 101(a)(3)(A)(iii) of the Discussion Draft to allow jurisdictions to develop and install data collection and communication systems for the purpose of identifying and tracking protection orders and violations of protection orders, including orders issued by other jurisdictions (see discussion under Section 101 above).

Section 107. Amendments to Domestic Violence and Stalker Offenses.

The Department strongly supports the proposed amendments to the criminal provisions of VAWA. We have several concerns, however, with the present draft. First, the Department strongly opposes the deletion of language contained in S. 51 that would expand the definition of “spouse or intimate partner” in 18 U.S.C. 2266 to cover dating relationships under the federal criminal offenses created by VAWA. Given the alarmingly high rate of domestic violence in teen dating relationships (see page one of this letter), there is no principled basis for leaving abusers who commit crimes of violence in dating relationships beyond the reach of federal prosecution.

We recommend a few small changes. First, the word “interstate” in the title of the offenses set forth in sections 2261, 2261A, and 2262 should be changed to “interjurisdictional”. This change accurately reflects the fact that the offenses cover travel across both state and tribal



lines. (In the case of 2261A, the statute will cover travel to or from Indian country if amended as proposed in this bill). Second, the parentheticals referencing section 2266 that appear in paragraphs (1) and (2) of section 2261A and the definition of “serious bodily injury” in paragraph (5) of section 2266 all should reference 18 USC 1365(g)(3) because that is where the definition of “serious bodily injury” currently appears in title 18. Third, we recommend a nonsubstantive amendment in the language of section 2261A to improve its readability: the provision should read “whoever – (1) with the intent to kill, injure, harass, or intimidate another person, engages in conduct in the special maritime and territorial jurisdiction of the United States that places . . .”

Finally, we recommend deleting the parenthetical in paragraph (4) of section 2266 because it implies that support and custody orders issued pursuant to divorce and child custody laws are not entitled to full faith and credit. Such orders are entitled to full faith and credit under other federal and model uniform state law. We also recommend adding the following sentence at the end of the definition of ‘protection order’: ‘Custody, visitation, and support provisions in protection orders are subject to the mandates of this chapter so long as they conform with other relevant federal law.’ We should note, however, that adding this sentence makes it necessary to amend the Parental Kidnaping Prevention Act (PKPA) to clarify that emergency jurisdiction under the PKPA includes domestic violence cases. This would ensure that the “other relevant federal law” referenced by the last sentence in the 2266 definition of “protection order” includes the necessary protections for domestic violence victims with respect to full faith and credit for child custody determinations. The appropriate amendment to the PKPA currently appears in Section 304(d) of this bill.

Section 108. Grants to Reduce Violent Crimes Against Women on Campus.

The Grants to Combat Violent Crimes Against Women on Campuses program, created by the Higher Education Amendments of 1998, is currently authorized through fiscal year 2003. This section would reauthorize the Campus Program through fiscal year 2005 and would amend the definition of “domestic violence” under the program to allow the program to address violence in dating relationships in all jurisdictions. The Department supports these provisions because they allow the program to continue to work with institutions of higher education to improve their response to violence against women. However, we recommend making several additional amendments to Part E of Title VIII of the Higher Education Amendments of 1998 that would improve this program. First, the definition of victim services in 826(f)(3) needs to be amended to include private, nonprofit organizations or public, nonprofit organizations acting in a nongovernmental capacity, such as victim services organizations at public universities. This change is necessary to allow programs to serve both private and public colleges and universities. Second, full definitions for ‘campus domestic violence,’ ‘campus stalking,’ and ‘campus sexual assault’ were missing from the original statute and are needed in section 826(f). We propose the following paragraph:

(4) the terms ‘campus domestic violence,’ ‘campus stalking,’ and ‘campus sexual assault’ mean acts of domestic violence, stalking, and sexual assault occurring at institutions of higher education and acts of domestic violence, stalking, or sexual assault committed against or by students, faculty, or employees of such

institutions or other members of the campus community.

Third, the covered population needs to be expanded to include faculty and other members of the campus community. This can be accomplished by changing the definition of campus sexual assaults in section 827(d). Finally, the program should include a 5% set aside for tribal colleges, consistent with tribal set-asides under other grant programs, and should make tribal governments eligible to receive grants under the program

Title II -- Strengthening Services to Victims of Violence

Section 201. Legal Assistance for Victims.

Section 201 would provide civil legal assistance to victims of domestic violence, stalking, and sexual assault on matters arising as a consequence of the abuse or violence. This section would authorize an existing grant program for direct legal assistance to victims of domestic violence, stalking, and sexual assault, and it would authorize a grant to create a database of programs that provide such assistance. The proposed authorized annual appropriation for this section is \$35 million through FY 2005. This section also sets aside at least five percent of appropriated funds for grants to programs that assist victims of domestic violence, stalking, and sexual assault on lands within the jurisdiction of an Indian tribe. The Department strongly supports this section.

However, the Department has several concerns about this section. First, the definition of “legal assistance for victims” in Section 201(b)(2), should, at a minimum, make clear that funds may be used in criminal matters only where there is no conflict with the Department of Justice. We suggest adding “(excluding defense against federal criminal charges)” after the word “criminal” in Section 201(b)(1). Second, we recommend inserting “or necessary to escape the abuse or violence” after “arising as a consequence of the abuse” so as not to exclude relief that would enable the victim to support herself and her children independently of the batterer. Third, the language “administrative . . . and other similar matters” is not specific enough to ensure that funds can be used to assist women in pursuing welfare, disability, and other public benefits. Public benefits, including welfare and unemployment insurance, must be included; otherwise too many battered women and their children will remain trapped in violent relationships by poverty and economic dependence on their abusers. We suggest inserting “public benefits” after “proceedings”. Fourth, we reiterate our strong objections to the failure to include dating relationships in the definition of domestic violence. | good

We also have concerns regarding the use of funds under this program to create an attorney referral database. Victims of domestic violence are better served by receiving referrals to local shelters and advocacy programs, as is currently the case with the National Domestic Violence Hotline. These local advocacy programs have current, community-specific information regarding legal aid agencies and attorneys trained in domestic violence who offer reduced-fee or pro bono services. Advocacy programs also can help victims determine which of their problems are legal in nature and require a referral, thus avoiding expensive fees for legal consultations on extra-legal issues that many victims cannot afford. Speaking with an advocate before attempting

to retain an attorney will help victims to clarify issues and options, while also ensuring that they are connected to critical non-legal services. Given the pressing need for free legal assistance, this program can best meet the legal needs of victims of domestic violence through dedicating the funding under this program to direct legal services and to training for attorneys, rather than diverting funds to set up a referral database.

Section 202. Shelter Services for Battered Women and Children.

We support this section. However, as we recommended above for the definition of “underserved populations” under the STOP Program, we would like “sexual orientation” added to the list of underserved populations in Section 202(a).

Section 204. National Domestic Violence and Sexual Assault Hotline.

Section 203 would amend section 316(f)(1) of the Family Violence Protection and Services Act, 42 U.S.C. § 10416(f)(1), to increase and extend authorization to meet the growing demands on the National Domestic Violence Hotline established by VAWA to 2005. The Department supports this provision. We also recommend that the proposed section 316(f)(2) be deleted because notice and public comment are unnecessary on reports that have already been submitted and finalized, and grantee reports are not typically subject to notice and comment.

Section 205. Federal Victims’ Counselors.

Section 205 would amend section 40114 of the Violent Crime Control and Law Enforcement Act of 1994 (P.L. 103-322; 108 Stat. 1910) to reauthorize the expired VAWA program for appointing Victim/Witness Counselors for the prosecution of sex crimes and domestic violence crimes. The proposed authorized annual appropriation is \$1 million through 2005. The Department strongly supports this provision.

Section 206. Battered Immigrant Women.

[We are still awaiting the revised language.]

Section 207. Study of State Laws Regarding Insurance Discrimination Against Victims of Violence against Women.

We recommend deleting this section and replacing it with the provisions addressing insurance discrimination against victims of domestic violence from S. 51. A study of state laws regarding insurance discrimination against victims of domestic violence already has been conducted by the Women’s Law Project in Philadelphia, Pennsylvania, and they have continued to update their study as states have passed new laws in this area. In addition, if the original provisions from S. 51 are included in the bill, we recommend seeking comments on them from the agency that would be responsible for implementing them, the Federal Trade Commission.

Section 208. Study of Workplace Effects from Violence Against Women.

The Department supports the goals of this section, but recommends one minor change. In the first line, the word “survey” should be changed to “study” to reflect properly the research methodology to be used. A “survey” implies that plans or programs will be sent a survey to complete on their practices, whereas a “study” suggests that plans, programs, and practices will be described and assessed for the purpose of making recommendations.

Section 210. Enhancing Protections for Older Women from Domestic Violence and Sexual Assault.

The Department supports this section with two minor changes. First, in Section 210(c)(1)(C), “victim services” should be inserted after “courts” so that this purpose area encompasses all statutorily named categories of STOP subgrantees. Second, the amendment in Section 210(c)(2) does not fit grammatically in section 2003(7) of the STOP authorizing language. As we mentioned above in our comments on Section 103(b) of the draft bill, we recommend instead inserting a parenthetical after “age” in Section 2003(7) as amended by Section 103(b) that reads “(such as older individuals (as defined in section 102 of the Older Americans Act of 1965 (42 U.S.C. 3002)) who are victims of family violence)”.

Title III – Limiting the Effects of Violence on Children

Section 301. Safe Havens for Children Pilot Program.

The Department supports the creation of a grant program to help nonprofits to provide supervised visitation and visitation exchange. However, we are concerned about the rationale for making state governments intermediaries for the awarding of grants under this program. While we are not opposed to this structure, we question whether it is the most efficient way to provide funding for supervised visitation. Alternatively, the Department could make awards directly to units of local government, tribal governments, and public or private nonprofit entities. We also oppose subsection (b)(1)’s emphasis on the *number* of families served, to the possible detriment of the *quality* of services. In subsection (a), we recommend changing “domestic violence, child abuse, or sexual assault” to “domestic violence, child abuse, sexual assault, or stalking” to ensure that stalking is covered by the program as well. In addition, we suggest adding “children’s advocacy programs” to the list of nonprofit, nongovernmental entities in subsection (b)(3) with whom applicants should be encouraged to collaborate, and we recommend inserting “or tribal” before “domestic violence coalition” and before “sexual assault coalition”.

We oppose the deletion of subsection (b)(5) of S. 51, which would have given priority to applicants who demonstrate implementation of domestic violence and sexual assault training for all employees. This kind of training is essential for those individuals who would be administering the programs funded under this section. The Department also opposes the deletion from section 301(c)(2) of the requirement that states (and Indian tribal governments) be given priority if they consider domestic violence in making custody decisions and if they require findings on the record in such cases. States and Indian tribal governments that do so are more likely to make use of supervised visitation centers, and this priority would apply to the vast majority of the states given the current status of state law in this area and therefore would prompt

those remaining states that have lagged behind in this area to take action.

In addition, the Department opposes section 301(d). As drafted, this section will impose on grantees an elaborate and expensive data collection burden that could not be readily met and that would drain resources from the services intended to be funded. The Department proposes instead that provision be made for evaluation of the quality and impact of services and that authorized funds be augmented to support such an evaluation.

The Department opposes the reduction of the funding level of this program from \$30 million to \$15 million. There is a great need for supervised visitation and safe visitation exchange. Battered women and their children are frequently put in grave danger as a result of the access batterers have to them under custody and visitation arrangements. In addition, the availability of supervised visitation services would allow parents to whom courts otherwise would not grant any visitation an opportunity to see their children. We also recommend extending the authorization for this program to 2005, as the bill would do for the other violence against women grant programs. Although we recognize this is a pilot program, two years would not provide enough time to evaluate the services created by this program. Finally, we strongly recommend adding provisions to this section that would reserve up to ten percent of funds appropriated each fiscal year to provide training and technical assistance and would set aside funds for additional full time staff to administer this new program

Section 302. Reauthorization of Runaway and Homeless Youth Grants.

Some victims of crime involve runaway and street youth, some of whom are recruited for prostitution. Therefore, we support the inclusion of programs providing education, prevention, and rehabilitation of youth prostitutes under this section of the legislation.

Section 303. Reauthorization of Victims of Child Abuse Programs.

The Department supports the provisions in this section.

Section 304. Report on Effects of Parental Kidnaping Laws in Domestic Violence Cases.

The Department supports this section, and recommends that Section 304(a)(2) specify the new model state laws to which the legislation refers. Presumably, the provision refers to the Uniform Child Custody Jurisdiction and Enforcement Act, which was recently promulgated to replace the Uniform Child Custody Jurisdiction Act. A complicated web of state and federal laws now govern custody issues in domestic violence cases where the victim of domestic violence must flee from an abusive partner. A study of the overlap and conflicts created by these statutes is much needed. Not only will the results inform the implementation and enforcement of these statutes, but the information elicited from such a study also will be helpful in identifying areas in which these competing statutes create conflicts and where changes might or might not be needed.

Title IV – Strengthening Education and Training to Combat Violence Against Women

Section 402. Rape Prevention and Education.

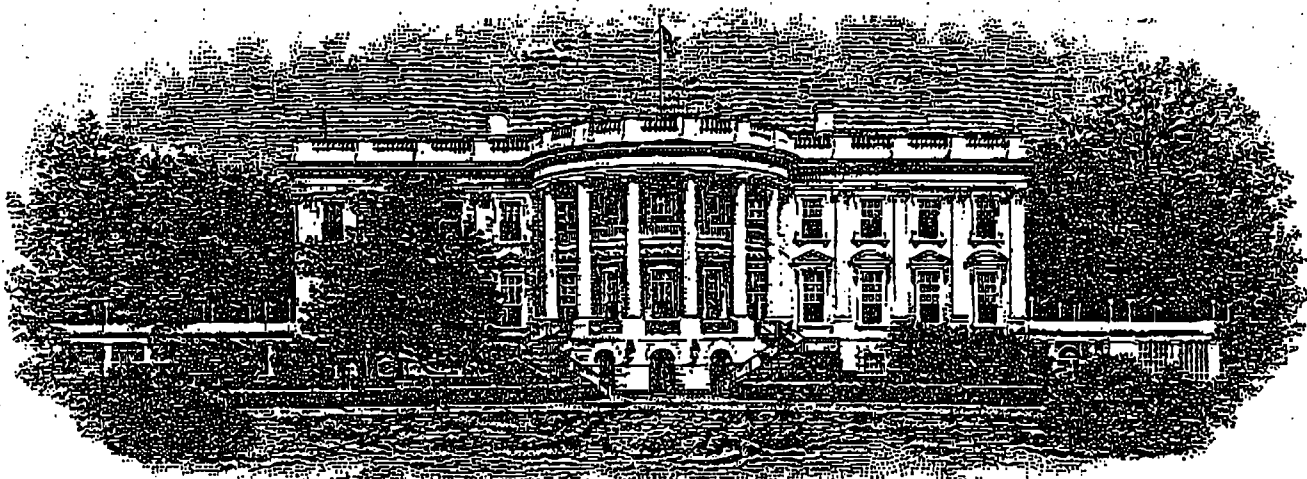
Although we do not oppose the provision in the proposed Section 393B that would create education and training programs for students and campus personnel designed to reduce the incidence of sexual assault at colleges and universities, we note that the Grants to Combat Violent Crimes Against Women on Campuses Program already supports such education and training programs.

Section 403. Education and Training to End Violence Against and Abuse of Women with Disabilities.

The Department supports this section with two changes. The words “units of local government, Indian tribal governments,” should be inserted after “States” in the third line of subsection (a). In addition, in subsection (d), we recommend setting aside funds for additional full time staff to administer this new program.

LUE NANA

THE WHITE HOUSE



OFFICE OF PUBLIC LIAISON

Chip Payson
Associate Director

Phone: 202-456-2512
Fax: 202-456-0362

To: Ann / Heather

Fax: 6-2878

Date: 6/8

Page one of: 4

Comments: Here is the resolution in
support of VAWA from NAAG. As I
get others, I will get you copies — and
copies to many Smith & Lamen Supina.

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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.

Heather

DATE: June 8



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

FROM:

TO : Heather Howard

[] MARY M. BOURDETTE

OFFICE : _____

[] BARBARA CLARK

ROOM NO : _____

[] LAUREN HIGGINS

PHONE NO : 456-2878

[] AMY LOCKHART

[] LULA BARNES

[☒] CHRISTY GALLAGHER

FAX NO : _____

TOTAL PAGES
INCLUDING COVER) : 9

REMARKS:

Stephanie Sites
Executive Director
Sexual Assault/Spouse Resource Center, Inc.
21 W. Courtland St.
Bel Air, MD 21014
(410)836-8431, ext. 12 or
(410)879-3486

Stephanie was recommended by Bill Riley, who runs the family violence programs at HHS. Stephanie is a dynamic person and her organization is a grantee of ours through the state of Maryland. She and the Sexual Assault/Spouse Abuse Resource Center, Inc. work closely with local authorities in Maryland and have strong local support.

As Stephanie describes it, her relationship with local law enforcement is "amazing." The relationship started when the local authorities approached her organization and asked them for help with setting up a joint domestic violence unit. From that point on, the relationship between the center and the 5 law enforcement jurisdictions in Harford county grew. Some examples she gave were: there is a member from each jurisdiction on the center's local coordinating committee; there are always 2 sheriff deputies available to go with the center to make visits to victims who have called for help; the center provides training on domestic violence and sexual assault to all of the law enforcement; the law enforcement are available to keep the employees and clients of the center safe; and the center is where local law enforcement call first when they receive a problem call.

Stephanie sounded like a very enthusiastic person, and was very excited to talk about what she calls a "true partnership" and the best she's ever worked with (she's been at two other counties).

Stephanie Sites has been the Executive Director of the Sexual Assault/Spouse Abuse Resource Center, Inc. (SARC) since July 1995. During this time, she has designed and opened a 23-bed Safehouse, new administrative office and created an office exclusively dedicated to our counseling program. In the past five years, SARC has grown from a small grassroots 9 person program to a million dollar plus organization with 31 staff professionals organized into five program components. Prior to coming to Harford County, Stephanie was Executive Director and Director of Residential Services at the Domestic Violence Center in Howard County. She has done some work with Transitional Services, Inc. and the University of Pennsylvania. Stephanie was a 1994 recipient of the Maryland Governor's Victim Assistant Award. She was awarded the Arthur J. Halligan Memorial Scholarship in 1993 to attend the Leadership Development Program sponsored by the University of Maryland University College in cooperation with the Center for Creative Leadership. Stephanie published an article in the October 1994 *Maryland Medical Journal* entitled "Physicians and domestic violence programs: partners in change". Which detailed her Safehouse program and the theories behind a battered woman's struggle to heal. Ms. Sites has worked in the field of victims service since 1984 beginning with her work with abused children and ultimately finding her passion in working with victims of domestic violence.

- Sexual Assault/Spouse Abuse Resource Center (SARC) received \$140,000 from the Maryland Department of Human Resource FY 1999
- SARC has been funded since 1981
- SARC is considered a state domestic violence program
- SARC has served more than 1200 clients this fiscal year
- SARC has served more than 15,000 clients in their 21-year history

STEPHANIE K. SITES

4801 NICHOLSON STREET

RIVERDALE PARK, MARYLAND 20737

301-779-7385 HOME

410-836-8431 OFFICE

PROFESSIONAL EXPERIENCE

EXECUTIVE DIRECTOR, Sexual Assault/Spouse Abuse Resource Center, Inc.

(SARC) July 1995 to present.

- * Responsible for agency administration; personnel; grant development, acquisition, and monitoring; fundraising; and relations with public, private, and governmental contacts
- * Increased SARC's budget from \$250,000 to \$1.2 million in four years
- * Designed and opened a 28-bed Safehouse and a new administrative office
- * Developed and implemented a strategic plan in partnership with the Board, staff, and outside stakeholders

EXECUTIVE DIRECTOR, Domestic Violence Center, Inc. (DVC) July 1992 to

December 1994.

- * Responsible for agency administration; personnel; grant development, acquisition, and monitoring; fundraising; and relations with public, private, and governmental contacts
- * Increased DVC's budget from \$300,000 to \$800,00 in less than three years
- * Expanded the residential program from two shelters to six facilities and implemented a three stage residential program

DIRECTOR OF RESIDENTIAL SERVICES, Domestic Violence Center, Inc. (DVC)

December 1989 to July 1992.

- * Managed the overall operation of the Safehouse and Transitional Shelters
- * Supervised all staff

STEPHANIE K. SITES

PAGE 2

CONSULTING EXPERIENCE

TRANSITIONAL SERVICES, INC. January 1991 to August 1991.

- * Designed and implemented from the ground-up a transitional housing program for battered women and their children
- * Secured funding for the on-going operation of the program

UNIVERSITY OF PENNSYLVANIA. July 1990 to July 1992.

- * Provided consultation to faculty in the Sociology Department
- * Taught classes on domestic violence to undergraduate students in Introduction to Sociology, Family Systems, Dysfunctional Families, and Gender Issues

PROFESSIONAL AFFILIATIONS, CITATIONS

- * 2000 Harford County Roundtable on Homelessness
- * 1998, 1999 Chair, Harford County Homeless Services Taskforce
- * 1995 Class of Leadership Howard County
- * 1994 Recipient-State of Maryland Governor's Award for Victims' Assistance
- * 1993 Recipient-Arthur J. Halligan Memorial Scholarship, University of Maryland Leadership Institute
- * 1993 Maryland Alliance Against Family Violence Board Member
- * 1991 State of Maryland Women's Services Advisory Council
- * 1990 - 1994 Howard County Board on Homelessness

EDUCATIONAL EXPERIENCE

- * Leadership Development Program, University of Maryland Leadership Institute, July 1994
- * Certification in Therapeutic Crisis Intervention, Department of Health and Mental Hygiene, March 1986
- * Certification in Child Care, University of North Carolina, March 1985
- * Bachelor of Arts in Psychology, Western Maryland College, May 1984

SARC...Rebuilding People's Lives

BRICK by **BRICK****Taking Back the Night**

Spring 2000

April is Sexual Assault Awareness Month. April brings many opportunities for increasing awareness about the widespread occurrence of sexual violence, from displaying purple ribbons on cars to holding vigils. The annual Take Back the Night Rally (TBTN) is a unique event held during Sexual Assault Awareness Month.

Take Back the Night vigils have been held annually in the United States since 1978. They began as movements within grassroots women's activism creating a forum to educate and speak out against sexual violence. The historical origin of these vigils is somewhat unclear. Some historians consider an 1877 protest in England as the first Take Back the Night rally. At this event, activists began speaking out against the violence and fear women experienced walking the street at night. Others report that Take Back the Night first took place in Germany in 1973 in response to a series of sexual assaults, rapes, and murders. The most well documented "first" TBTN was in Belgium in 1976. Women attending the International Tribunal on Crimes Against Women marched through the streets carrying candles to protest ways in which violence permeates the lives of women worldwide. Regardless of the exact origin, TBTN has been held annually throughout the United States, Canada, Latin America, India, Europe, and Australia.

The slogan "Take Back the

Night" was first used in 1978 as a theme for a United States protest. Following the first feminist conference on pornography, people marched through San Francisco known for its strip joints and brothels. For the past twenty years the phrase Take Back the Night has been used as a symbolic statement for stopping the sexual exploitation of women. The vigils themselves typically include survival testimonials, speakers, workshops ranging from self-defense to self-care, and most recently, the Clothesline project. With the Clothesline Project, survivors can create a T-shirt to represent herself and her story. Survivors of violence break the coerced secrecy, symbolically "hanging out the dirty laundry."

TBTN aims to create an atmosphere in which violence against women is no longer tolerated. It is held to increase community awareness about the prevalence of sexual violence and the attitudes, beliefs, and behavior that perpetuate these crimes. It is an opportunity to educate ourselves about the systematic use of violence against women as a form of oppression. By coming together as a collective voice we demand safety and empower individual women and men to take direct action against sexual violence. These vigils also serve as a challenge to our local and national government to address the issue of sexual violence on an institutional level. TBTN is a time to unite individuals who wish to

Continued on page 4

SARC Services**24 Hour Helpline****Satchhouse Services**

A confidentially located shelter for battered women and their children.

Women's Counseling

Individual, crisis, and group counseling for women that are victims and survivors of domestic violence or sexual assault. Counseling available for adults molested as children and incest survivors.

Children's Counseling

Individual and group counseling for child victims of sexual assault and children who witness domestic violence.

Men's Counseling

Group counseling for men who batter. Individual counseling available for male victims of sexual assault and domestic violence.

Legal Services

Court accompaniment for victims of domestic violence or sexual assault. Legal representation for Protective Order and Emergency Custody Hearings along with other civil remedies.

Hospital Accompaniment

For victims of sexual assault or domestic violence.



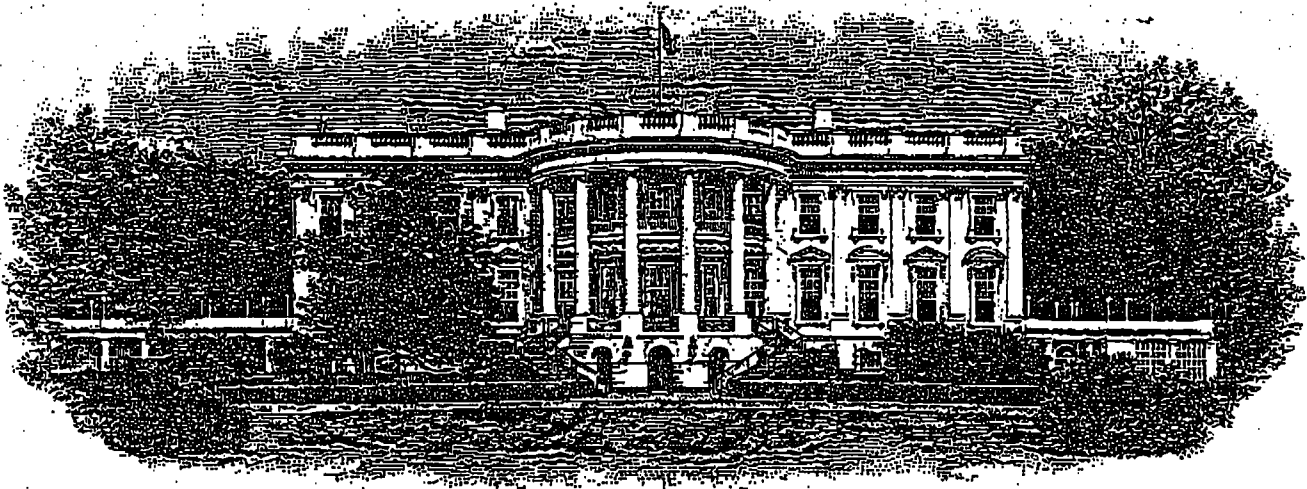
Sexual Assault/Spouse Abuse Resource Center, Inc.

21 W. Courtland Street, Bel Air, MD 21034

24 Hour Helpline - (410) 836-8430 Office - (410) 836-8432/879-5486

Fax - (410) 838-9484 www.sarc-maryland.org

THE WHITE HOUSE



OFFICE OF PUBLIC LIAISON

Chip Payson
Associate Director

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To: Ann / Heather

Fax: 6-2878

Date: 6/8

Page one of: 2

Comments: Here is the IACP letter. I will
talk to them about a press release.

NOTE: The information contained in this facsimile is **CONFIDENTIAL** and intended for the recipient **ONLY**. If there are any problems with the transmission, please call (202)456-2512.



International Association of Chiefs of Police

515 North Washington Street
Alexandria, VA 22314-2357
Phone: 703-838-8767; 1-800-THE IACP
Fax: 703-838-4543
Cable Address: IACPOLICE
Web address: www.theiacp.org

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Michael D. Robinson
Director
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Oregon State Police
Salem, OR

Parliamentarian
Donald C. Chesworth, Esq.
Harris, Chesworth & O'Brien
Rochester, NY

Executive Director
Daniel N. Rosenblatt
Alexandria, VA

Deputy Executive Director/
Chief of Staff
Eugene R. Cramette
Alexandria, VA

June 7, 2000

The Honorable William J. Clinton
President of the United States
The White House
Washington, DC 20500

Dear Mr. President:

On behalf of the International Association of Chiefs of Police (IACP), I am writing to express our strong support for the reauthorization of the Violence Against Women Act. As you know, the IACP is the world's oldest and largest association of law enforcement executives with more than 18,000 members in 100 countries.

Since its enactment in 1994, the resources provided by the Violence Against Women Act have allowed law enforcement agencies to combat gender-based violence in a more efficient and effective manner. For example, the STOP grant program has allowed law enforcement agencies throughout the nation to develop specialized training and enforcement programs that are targeted at combating violence against women. The success of these programs clearly demonstrates the need for the reauthorization of the Violence Against Women Act.

Thank you for your continued efforts in support of the nation's law enforcement agencies. We look forward to working with you on this important issue.

Sincerely,

Michael D. Robinson
President