



OFFICE OF THE VICE PRESIDENT
WASHINGTON

June 12, 2000

Dear Members of Congress:

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

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

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

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

Sincerely,

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

Al Gore

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

**A COMMITMENT
TO END VIOLENCE AGAINST WOMEN**

JUNE 2000

Executive Summary

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

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

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

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

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

The Justice Department has awarded more than \$800 million dollars in VAWA grant funds to law enforcement officials, prosecutors, victim advocates, and courts to address the problem of violence against women at the state, local, and tribal levels. The Department, through the Offices of the United States Attorneys, has prosecuted over 242 cases involving interstate domestic violence, interstate stalking, interstate violation of a protection order, or possession of a firearm while under a protection order or after conviction for a misdemeanor crime of domestic violence.

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

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

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

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

- States and tribes are changing their laws to treat violence against women as a serious crime. Twenty-four states and the District of Columbia mandate arrest for most domestic violence offenses and forty-nine states now authorize law enforcement to make an arrest based on a probable cause determination that a protection order has been violated.¹
- Jurisdictions are changing the way they handle domestic violence cases to make sure these cases are given the attention they need. Court systems in thirty-six states have some type of special court jurisdiction, structure, or services to handle domestic violence cases.
- States are acting to lift some of the costs imposed on women who have been victimized by violence. As required by the VAWA, all states and the District of Columbia now have some provision for covering the cost of a forensic rape exam.
- States are increasingly recognizing that domestic violence hurts children too. Forty-seven states and the District of Columbia require courts to consider domestic violence in child custody decisions.
- United States Attorneys, at the Attorney General's request, have each appointed special VAWA points of contact in their offices to help coordinate prosecution of federal VAWA and VAWA-related crimes. Over 242 indictments on such crimes have been brought since the enactment of the law.

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

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

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

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

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

Federal Funds Are Making a Difference

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

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

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

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

STOP Formula Grant Program

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

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

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

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

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

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

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

STOP Violence Against Indian Women Grant Program

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

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

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

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

Grants to Encourage Arrest Policies Program

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

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

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

Rural Domestic Violence and Child Abuse Enforcement Program

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

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

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

Domestic Violence Victims' Civil Legal Assistance Grants Program

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

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

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

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

Grants to Combat Violent Crimes Against Women On Campuses

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

COPS Domestic Violence Grants

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

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

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

Training and Technical Assistance Grants

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

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

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

Keeping Victims Safe and Holding Offenders Accountable

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

Criminal Prosecutions under the VAWA

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

counterparts in the nationwide fight against domestic violence.

The Department has prosecuted more than 242 cases under the VAWA and VAWA-related criminal provisions of federal law. The following cases exemplify successful federal prosecutions that resulted in convictions and lengthy sentences for defendants:

◆ The United States prosecuted a defendant who traveled from Alabama to Texas for interstate stalking. He had been released from federal custody in Alabama for making interstate threatening phone calls to one ex-wife. In Texas, he terrorized another ex-wife and his three grown children. The defendant was convicted. At sentencing, the court considered the defendant's lengthy history of domestic abuse against four stalking victims -- a history that included beatings, torture, abandonment, threats to kill, stabbing, and burning -- and departed upward from the sentencing guidelines to impose a maximum sentence of 20 years in federal prison.

◆ The United States prosecuted a defendant for shooting at his estranged wife while she was working in a preschool playground. At the time of the shooting, the defendant was subject to a qualifying protection order. Although the case was initially presented to the district attorney's office, state prosecution of attempted murder would have required proof of the defendant's intent at the time of the shooting. Federal prosecution instead required only possession of the firearm while subject to a qualifying protection order. The district attorney's office referred the case for federal prosecution and the defendant pled guilty to the

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

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

Working to Make Nationwide Enforcement of Protection Orders a Reality

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

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

In order to help confirm the existence and terms of protection orders issued by jurisdictions nationwide, the FBI developed the National Crime Information Center Protection Order File, a national registry that came on line in May 1997. As of June 22, 1999, 25 states are participating -- either by linking their existing state system to the national registry or by entering protection

order information directly into it. The Department is assisting an ever-increasing number of states in developing their own protection order registries.

Addressing the Needs of Battered Immigrant Women

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

Understanding Violence Against Women

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

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

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

A sampling of publications addressing violence against women include:

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

Providing National and International Leadership on Combating Violence Against Women

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

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

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

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

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

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

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

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

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

PLANS FOR THE FUTURE

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

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

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

◆ Underserved Populations

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

◆ Cyberstalking

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

◆ Trafficking In Women

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

◆ Federal Legislation

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

**A Departmental
Agenda for Action**

Violence Against Women

**Progress Report
June 2000**



**U.S. Department of
Health and Human Services**

**A Departmental Agenda for Action:
Family and Intimate Partner Violence**

Progress Report: June 2000

Over the past seven years, this Administration has led an historic effort to reduce crime in our Nation's communities and, in particular, to recognize and respond to violence against women. In 1994, as part of President Clinton's crime bill, Congress passed the landmark Violence Against Women Act to combat domestic violence, sexual assault and stalking. The law takes a comprehensive approach to fighting violence against women—combining tough new criminal penalties with programs to prosecute offenders and aid victims. This groundbreaking law has made a difference in the lives of countless women and children. The Department of Health and Human Services is committed to continuing our critical work to end violence against women. Below are some of the highlights from our efforts.

I. Strengthening the health care system's ability to screen, treat, and prevent family and intimate violence

- Agency for Healthcare Research and Quality (AHRQ) sponsored an expert panel meeting in April 1999 to discuss research needs related to the effectiveness of domestic violence interventions in health care settings. As documented by the Institute of Medicine in a 1997 report, despite growing public and private investments in development of treatment programs for victims of domestic violence, there are few well-designed studies of which intervention programs work best in terms achieving sustained improvements in the health and safety for the victim.
- In FY 2000, the AHRQ is providing \$1.0 million to support up to three large-scale, longitudinal studies of the outcome and effectiveness of health care interventions in managed care settings. Collaborating health entities will be required to share the costs of the studies, which will be three to five years in their initial phase. The studies will contribute to an understanding of which models of care are effective and cost-effective, and help establish incentives for more health plans to put programs in place.
- In FY 2000, the AHRQ has joined with the Family Violence Prevention Fund to cosponsor a Domestic Violence Senior Scholar in Residence for the 2000-2001 academic year. The purpose is to encourage a senior faculty researcher to develop an area of investigation related to the cost, quality, outcomes, and/or effectiveness of domestic violence screening and interventions in health care settings. The scholar also will promote linkages between the private and public sectors in health services research.
- AHRQ is supporting both intramural and extramural health services research related to

violence. Studies include one at Kaiser Permanente, Northwest which is examining the relationship between exposure to domestic violence, health status, and use of health care services at a large, non-profit health organization. Another is examining repeat admissions of domestic violence patients to hospital and emergency rooms in Connecticut.

- The Centers for Disease Control and Prevention (CDC) has received funding to conduct a population-based survey in publicly-funded reproductive health settings. The study's purpose is to ask health care providers about their training and practices related to screening for intimate partner violence, and about their referral of victims to support services. The Battelle Centers for Public Health Research and Evaluation (CPHRE) is assisting with development and implementation of the project on behalf of the CDC. The OMB package is done and the clinician survey and clinic administrator surveys are written.
- The Centers for Disease Control and Prevention (CDC) has funded Julia Perilla, Ph.D. from Georgia State University to conduct *Proyecto Nueva Vida* (Project New Life): A Community-based Domestic Violence Intervention with Latino Families. This longitudinal in-depth study of the impact of violence on abused Latinas, their male batterers, and their children will consider the manner in which historical, social, economic, philosophical, and spiritual aspects of Latino culture can be used to design and implement a comprehensive family intervention that contains both primary and secondary prevention strategies. The general aims are to: (1) enhance our understanding of the dynamics of domestic abuse in a Latino population; (2) evaluate a family intervention program whose objectives include (a) cessation of physical violence and reduction of verbal and emotional abuse against the woman, (b) increased levels of mutuality between the couple, broadening of beliefs and expectations regarding gender roles in men, women, and child participants; and (3) evaluate a 12-month reinforcement and support program that seeks to maintain the decreased levels of abuse and increased the psychological and systems functioning obtained in the initial intervention.
- CDC has awarded a services contract to the Institute of Medicine (IOM) to conduct an assessment study of the training needs of health care providers to detect, treat and refer victims of family and intimate partner violence and sexual assault. The intended purpose of the contract is to support prevention-oriented research that will lead to greater knowledge of prevention strategies for professional training and education.
- CDC sponsored the First National Sexual Violence Conference: "Coming Together to End Sexual Assault" on May 16-19, 2000 at the Adam's Mark Hotel in Dallas, Texas. The National Sexual Violence Prevention Conference brought together representatives from the public and private sector (including state and local health departments, agencies of the Department of Health and Human Services and other Federal departments, education agencies, academic institutions, private foundations, professional associations, community-based organizations, practitioners and survivors). Participants discussed innovative community responses to sexual violence prevention, state-of-the-art

communication strategies, promising interventions, policies, and programs, and the latest scientific information on the nature, causes, and prevention of sexual violence.

- The Administration for Children and Families, Family Violence Prevention and Services discretionary program, awarded eight discretionary grants for "Improving the Health Care Response to Domestic Violence." Health Resources and Services Administration (HRSA), Bureau of Primary HealthCare (BPHC) staff participated in the review of the applications. The grants will: 1) fund teams of domestic violence and health care representatives to provide training and technical assistance to health care institutions and staff that improves their response to domestic violence, 2) provide training stipends to minority colleges and universities to generate training that is responsive to the issue of ethnic and cultural minorities, and 3) fund public awareness projects that provide information on resources and services available to individuals experiencing abuse in under served communities. BPHC staff was sought for this grant review because of their expertise in community-based health care for under served women.
- The Administration on Aging awarded \$400,000 for the second year of a four-year grant to the National Association of State Units on Aging (NASUA) to establish a new National Center on Elder Abuse (NCEA). The NASUA operates the NCEA in partnership with the National Committee for the Prevention on Elder Abuse (NCPEA), National Association of Adult Protective Services Administrators (NAAPSA), American Bar Association's Commission on Legal Problems of the Elderly, University of Delaware's Department of Consumer Studies, and Goldman Institute on Aging.
- The HHS Office on Women's Health and the Assistant Secretary Management and Budget, Work and Family Life Center co sponsored a brown bag on Rape and Sexual Assault for HHS employees.
- The Centers of Excellence in Women's Health (COE), funded by the HHS Office on Women's Health, have initiated various activities on Domestic Violence which are all summarized in a booklet, *Domestic Violence Initiatives, May 2000*.
- UCLA Trauma Psychiatry Service: Program for Survivors of Violence Against Women Program is designed for adult survivors of violence against women. Treatment models address the complex intra psychic and interpersonal sequel of past traumatic experiences to facilitate recovery of the "whole person." Therapeutic intervention is specifically focused on the psychological impact of trauma. Treatment teams include mental health professionals, social workers, psychologists, and psychiatrists.
- A University of Michigan COE sponsored a Youth Forum on Violence Prevention along with the Adolescent Health Program, Mayor's Task Force for Increasing Safety for Women, and Violence Prevention Subcommittee. The Forum consisted of a discussion of safety needs by middle school girls.

- The COE at the University of Puerto Rico's partner Community Organization Taller Salud continues the development of strategies for health professional education in the identification of domestic violence victims. A proposal is being developed to solicit funds for a health professional workshop.
- The University of California San Francisco CoE has established certain topics as core competencies of the university's women's health medical school curriculum. Included are violence and assault (child abuse and incest, elder abuse, physical/emotional abuse, sexual assault, sexual harassment).
- The CoE at Indiana University developed the Introduction of Clinical Medicine Curriculum Course which gives first and second year students exposure to a variety of issues, including domestic violence, clinical trials, ethics, and women's health. The course is required for all medical students.
- The Yale University COE offers "A Guide on How to Prevent, Avoid, and Stop Sexual Harassment." The Office for Women in Medicine recently updated and revised this brochure which is currently being distributed to all students, postdoctoral fellows, and faculty at the Yale School of Medicine.
- The Tulane University COE established a lecture series at Tulane University Hospital and Clinic for its managers to gain a better understanding of domestic violence issues as well as to provide assistance for employees who may be victims of domestic violence.
- The Health Resources & Services Administration (HRSA) has developed several projects:
 - HRSA's Domestic Violence Distance-Based Training Series -- HRSA has established a contract to develop a three-part Distance Based Learning Domestic Violence Project that will primarily target HRSA's service delivery grantees. The first program in the series is expected to air in January 2000. The first broadcast of the three-part series will provide an overview of domestic violence. The second will have a clinical skill building focus designed primarily for health care providers. The third production on community organizing will be designed to bring together critical components of the local community, including the health care community, legal community, and domestic violence providers and advocates, for the purpose of building a coordinated community response to the problem.
 - HRSA is supporting an evaluation project targeted to Community and Migrant Health Centers (C/MHCs) that is designed to determine: 1) To what extent are domestic violence protocols being incorporated into HRSA-funded community-based primary health care programs? , and 2) What are the characteristics and components of domestic violence protocols used in HRSA-funded C/MHCs? A compendium of "best practices" will be assembled and disseminated to the

C/MHCs. It will include case-study descriptions of diverse strategies that C/MHCs are using to address domestic violence.

- HRSA is supporting two domestic violence projects at schools of public health to improve and expand education and training for health care providers. One has an urban focus and the other rural.
- Yale University School of Public Health has incorporated a violence prevention element into their project to strengthen the preparation of public health and other health professionals for practice in under served urban settings. The Urban Health Program provides a focal point within the University for collaboration with the community around education, training, and research. Elements include linkages with community-based practitioners and organizations, curriculum development, and student field placements.
- Saint Louis University School of Public Health is carrying out a project to mitigate family violence in rural communities in Southeast Missouri by means of health promotion activities developed and implemented through a partnership linking the School of Public Health with Whole Health Outreach, a local ecumenical group. Goals of the partnership are to enhance graduate education at the School of Public Health and to develop effective strategies for promoting healthy relationships and minimizing violence.
- HRSA's Ryan White CARE Act programs support networks of providers delivering comprehensive integrated HIV services for people living with HIV/AIDS. Within HIV provider networks, violence assessments and services for victims of violence are part of the comprehensive continuum of care that includes primary care, HIV care, and support services. The resources of existing care continua are designed to identify and meet the medical and social needs associated with HIV, including domestic violence. Providers use assessment protocols that are consistent with local and state laws to identify victims, witnesses and perpetrators of violence. The CARE Act providers coordinate violence related services within their HIV care networks by directly either providing or linking their patients and clients to services within familiar service systems. HRSA, through a national technical assistance contract, provides technical assistance to CARE Act grantees to design and develop implementation plans for needs assessments that can assist in identifying violence as a priority.
- HRSA's Health Care for the Homeless Program provided the Better Homes Fund with financial support to develop a diagnostic screening tool that identifies homeless women who have or are being abused. The Better Homes Fund is testing the screening tool at several HRSA-funded Health Care for the Homeless service sites. Interviewers report positive responses from women screened, and clients are reporting multiple traumatic events during their lives. The Fund is completing a manual to accompany the screening tool that instructs providers on violence and homeless women.
- Seventeen states receiving HRSA maternal and child health block grants have incorporated domestic violence performance measures into their programs to collect data

from maternal and child health service sites within their states. The measures will yield information on types of abuse, numbers of abused women, abuse during pregnancy, the incidence of maltreated children, prevention measures in place, available referral systems, and reductions in violence through interventions.

- HRSA's Women's and Children's Health Policy Center has produced an Issue Summary, *Abuse Against Women by Their Intimate Partners*. This issue summary presents the trends in fatal and non-fatal violence; determinants and risk factors; consequences; interventions; and issues for policy, practice, and research. The publication can be ordered from the National Maternal and Child Health Clearinghouse at 703-365-1964 or on the web at www.nmchc.org.
 - HRSA has partnered with the Family Violence Prevention Fund to distribute "Preventing Domestic Violence: Clinical Guidelines on Routine Screening" as well as an information package for Health Care Providers Respond to Domestic Violence Day. The package was sent to HRSA grantees across the country.
 - A National Conference on Health Care and Domestic Violence, convened by the Family Violence Prevention Fund National Health Resource Center on Domestic Violence and a National Conference Steering Committee including HHS Agency liaisons, will be held in October, 2000. This year's conference theme is "effective clinical responses to domestic violence". Plenary sessions will address: health care's role in ending domestic violence; enhancing health care's response to domestic violence; moving towards evidence-based care for domestic violence; culturally competent health care responses; and children-the hidden victims of domestic violence. ACF is a principal funder of the conference.
 - Region IV included major segments on domestic violence and sexual assault at its Women's Leadership Institute on Health and Health Policy. This week-long session, held three times annually for state family planning officials, is jointly sponsored by the Women's Health Coordinator and the Family Planning Office in the region, and conducted with the assistance of Emory University Regional Training Center.
 - Albuquerque has examined the administrative and legal requirements on screening for domestic violence in Indian Health Service (IHS) hospitals and clinics. They have used their funding to develop a screening tool and incorporate domestic violence performance measures into their program.
 - The Office on Women's Health sponsored The National Social Worker's Summit on Violence Against Women. This Summit held on April 7, 2000 convened the leading national presidents, deans, representatives and experts from schools of social work, clinical social work, government agencies/offices, social work organizations and domestic violence experts to develop policy and practice strategies to improve the quality of education, prevention, screening, and intervention strategies related to violence against women.
- II. Increasing the ability of battered women, including those on welfare, to obtain and retain employment and access child support.**

- The Department has published final regulations for the Temporary Assistance to Needy Families Program (TANF). The regulations include provisions pertaining to the Family Violence Option and how the Federal government, in determining state compliance with statutory time limits and work participation requirements, will grant states relief from penalties when they provide appropriate good cause domestic violence waivers to battered women. To be eligible for penalty relief, states will have to develop services plans that contribute to safety and employment. The preamble to the regulation includes an extensive discussion of federal intent regarding the treatment of battered women under TANF and the coordination of child support and TANF activities for battered welfare recipients.
- The Office of the Assistant Secretary for Planning and Evaluation has funded the first of two assessments of implementation of State policy and practice regarding domestic violence in the TANF program. The final report found that most states had completed the process of adopting the family violence option and were implementing policies and procedures. Urgent needs were identified. The two reports can be accessed on web at www.ssw.umich.edu/trapped/pubs.html. The report was prepared by the Center for Impact Research (formerly known as The Taylor Institute) in Chicago.
- Using funds from the above project, the Center for Impact Research prepared and published a guide for researchers and advocates in how to collect information on and evaluate the implementation of domestic violence practices by states under TANF. This also accessible from the website.
- The ACF, Office of Community Services, awarded grants to several states and localities to assist in the development of collaboration between domestic violence programs and welfare programs. These grants have been used for training, policy development, and joint intervention responses.
- The Administration for Children and Families/Office of Child Support Enforcement (OCSE) has four ongoing grants examining child support cooperation/good cause and domestic violence and a fifth, crosssite evaluation of the projects. The grants will provide additional information about the incidence of domestic violence among child support recipients and ways the child support and domestic violence communities can work collaboratively to meet the needs of battered women.
- ACF/OCSE has been working with States on the implementation of the "Family Violence Indicator" an automated flagging mechanism with the national database, the Federal Parent Locator Service, that will prevent the release of data on battered women.
- ACF/OCSE have formed an interstate domestic violence working group that is examining a number of issues including the need for child support agencies to recognize the VAWA provision giving full faith and credit to protection orders,

the non disclosure provisions of the Unified Interstate Family Support Act, and safeguarding of data on battered women in the interstate context.

- The Centers for Disease Control and Prevention has awarded the University of North Texas a research grant to look at poverty, welfare reform, and violent victimization of women. The purpose of the grant is to study the reciprocal effects of new welfare programs and intimate partner violence (physical, sexual, and psychological) in order to identify effects and patterns of multiple victimization that may vary by ethnicity and type of harm.
 - In May, 1999, literature was distributed to the regional OPDIV directors and to the state women's health coordinators of Region III on the Family Violence Option of VAWA, discussed the implications of the DVO for TANF, and encouraged all to participate in their states' rule writing for implementation of the DVO.
- III. Encouraging greater linkages between the child welfare, family and intimate violence, and criminal justice fields to better protect both children and parents in homes where violence occurs.**
- ACF/OCSE working in conjunction with the National Resource Center on Domestic Violence is also developing a computer-based training course on domestic violence and the family violence indicator to help train front line child support workers and the judiciary. We anticipate completion of this project in FY 2000.
 - With support from four HHS agencies and four DoJ agencies, eleven finalists have been selected as potential sites for a long-term community demonstration initiative which will test and evaluate implementation of "Effective Interventions in Cases of Domestic Violence and Child Maltreatment: Guidelines for Policy and Practice." Each site will develop an approach to bringing together its child welfare agency, domestic violence service providers and dependency courts to address these co-occurring problems. Up to five sites will be selected before the end of FY 2000. Three independent foundations, Lucile and David Packard Foundation, Edna McConnell Clark Foundation, and Annie E. Casey Foundation are making complementary investments in the initiative.
 - The Department of HHS collaborated with the Department of Justice in hosting a National Summit on the issue of children exposed to violence. Held June 22 to 24, 1999, in Washington, D.C., the invitation-only meeting of national leaders had a strong prevention focus. Under the leadership of Eric Holder, the Deputy Attorney General, the Summit was one part of a broader initiative to focus public attention on the problem, provided information and resources to local communities to improve their responses to assisting victims and their families, and to hold perpetrators accountable.
- IV. Enhancing community prevention and response systems by increasing collaboration between HHS and DOJ state and community-based grantees and other community-based groups.**

- The Administration for Children and Families (ACF) awarded a four-year Family Violence Prevention and Services grant from the Office of Community Services to Cangleska, Inc., the tribal chartered nonprofit organization that provides domestic violence services to the Oglala Sioux Tribe in South Dakota, to establish the Sacred Circle, National Resource Center to End Violence Against Native Women. Sacred Circle, National Resource Center to End Violence Against Native Women is a member of the National Resource Center Network. Sacred Circle addresses violence against Native women in the context of the unique historical, jurisdictional, and cultural issues that American Indian/Alaska Native Nations face. Sacred Circle also provides the focal point to establish a multi faceted systemic response to facilitate nonviolence in American Indian/Alaska Native communities.
- ACF has met with the Asian American Institute on Domestic Violence to address the needs of the Asian community, discussing the need for and benefit of developing strategic linkages with domestic violence researchers.
- ACF has established the National Latino Alliance for the Elimination of Domestic Violence (ALIANZA), which seeks to promote culturally and linguistically appropriate strategies that empower the Latino family and the culture in every aspect of domestic violence prevention and intervention work. Meetings during FY 1999 that will addressed the issues of the impact of welfare reform, immigrant and health care reform, as well as their impact on Latino access to care.
- The National Domestic Violence Hotline has been working to improve outreach to deaf battered women, and to support local programs with information on how to better serve this population. The Hotline mailed surveys to 650 programs nationwide and learned that most programs did not feel confident in the ability to respond to deaf abused women. The Hotline is responding to local programs with additional information to assist them in reaching this population. Funding was provided for four new projects on domestic violence and women with developmental disabilities.
- The Centers for Disease Control and Prevention (CDC) has funded, for an additional five years, an online electronic network run by the Pennsylvania Coalition Against Domestic Violence (PCADV). This online electronic network (VAWNET) is designed to enhance the ability of state domestic violence and sexual assault coalitions, and allied national organizations to develop and support effective local, state and national intervention and prevention initiatives through further development, expansion, and evaluation of a national electronic network on violence against women. The funding creates the opportunity to provide state domestic violence and sexual assault coalitions, and allied organizations with more immediate access to information and with a more efficient method of communicating about prevention and intervention initiatives.
- The Centers for Disease Control (CDC) and Prevention has awarded the Pennsylvania Coalition Against Rape a five-year cooperative agreement to establish the National Sexual Violence Resource Center (NSVRC). The purposes of the Center are to strengthen the existing support system serving sexual assault survivors; provide leadership in the prevention of sexual violence; provide comprehensive information and

resources, policy analysis and development; provide technical assistance and professional consultation to sexual assault programs, nations, State and local organizations, community volunteers, and the media designed to enhance community response to and prevention of sexual violence; compile, synthesize, and distribute research and evaluation findings, including those funded by Federal, State, and local agencies, foundations, sexual assault practitioners, professional associations, and universities; and publish and disseminate information on demonstration projects, prevention and intervention techniques; identify areas where additional information and research are needed to complement policy and practice; and recommend next steps for additional data compilation, innovative demonstration projects, sexual violence treatment programs, program administration, and service evaluations.

- CDC has awarded ten cooperative agreements to Women's Center, Inc. in Marquette, Michigan; University of Texas Health Science Center in San Antonio, Texas; Defensa de Mujeres in Watsonville, California; Maine Ambulatory Care Coalition in Manchester, Maine; Federated Dorchester in Dorchester, Massachusetts; Hope House of South Central Wisconsin, Inc., Baraboo, Wisconsin; SafeSpace Shelter of Dade Co., Inc., Miami, Florida; Spokane County Domestic Violence Consortium, Spokane; Washington, Women's Resource and Shelter Space, Eugene, Oregon; and the Family Violence and Rape Crisis Services, Inc. Siler City, North Carolina - to continue to evaluate the effectiveness of coordinated community responses in addressing intimate partner violence. The purpose of these projects is to enhance existing and new community prevention and response systems through collaboration at the community level, including community-based organizations, service providers, health care providers, criminal justice system, businesses, etc. The awards are made annually for three-year projects.
- Region IV's Office of the Regional Director is holding a series of state-based conferences on domestic violence. Planned with state and community partners, these conferences focus on partnership opportunities across public health, domestic violence service providers, law enforcement, child welfare, and community-based organizations. The two conferences in this calendar year were held in Montgomery, Alabama and Raleigh, North Carolina. The next conference, to be held in August, 2000, will be in Nashville, Tennessee.
- The SAMHSA-CMHS School Violence Prevention Program: Enhancing Resilience - CMHS is currently involved in two major grant programs to decrease school violence and promote the healthy development of children. The first, *Safe Schools/Healthy Students*, is a collaborative effort of the U.S. Departments of Health and Human Services, Education and Justice. It will provide grants totaling \$180 million to approximately 50 local education authorities who can show evidence of a partnership with local mental health and law enforcement. The second, *The School Action Grant Program*, will provide \$5.7 million to approximately 30 sites. The target populations of these programs are pre-school and school-age children and adolescents *and their families* who are already involved in, or at risk of being involved in, violence as perpetrators, victims, or witnesses. Research is clear that the most effective programs provide preventive and treatment services not just for children, but for their parents, teachers, and other care givers as well.

- The Sacred Circle, as a member of the national resource center network, addresses the issues of violence against native women in the context of the historical, jurisdictional and cultural context that American Indians and Alaskan Native Nations face. The Sacred Circle, formally known as the National Resource Center to End Violence Against Native Women, has developed a comprehensive set of materials to use in their training institutes which they present to Indian Tribes and Tribal organizations.
- Battered Family Service of Gallup, New Mexico has developed an approach that incorporates both Traditional American Indian and Western teaching into their program. The program also utilizes sandtray therapy which is non-verbal symbolic technique, with women and children across cultures. Morning star in Albuquerque adheres to traditional American Indian practices and teaching providing a cultural relevant environment for American Indian women.
- ACF will be holding a conference "Bridges to the Future: Policies, Practices, Partnerships for Eliminating Domestic Violence in the New Millennium" in Philadelphia, August 6-8, 2000. The conference will foster discussions among diverse groups representing Federal/State/and local Child Support, TANF, Child Care, Head Start, and Child Welfare Workers, and domestic violence advocates. Senator and Sheila Wellstone will speak at the conference and over 400 participants are anticipated. The conference is being sponsored by a number of ACF components and the National Coalition Against Domestic Violence.
- ACF/OCS supported the National Institute on Domestic Violence in the African American Community at its annual forum at the University of Minnesota on June 1-3, 2000. The title of the forum was "Substance Abuse and Domestic Violence: Understanding the Nexus for Change Among African Americans." The forum explored the nexus between these two issues as it affects African Americans and identified opportunities for change in the area. The forum also provided an opportunity for scholars and practitioners to mobilize around these two areas. Featured presenters were Dr. Larry Bennet and Dr. Frances Brisbane.
- ACF has provided support to the Women of Color network as they have developed a national resource guide and training manual that identifies individuals throughout the country with skill and experiences which can be employed through this network against domestic violence. This guide provides a solid basis for leadership development.
- ACF/OCSE has several court liaisons that have been developing linkages between the judiciary and the child support community. This work is taking a number of forms including forthcoming articles in the newsletter of the National Center for State Courts, a forthcoming article in Judicature, and presentations at judicial and bar conferences, including that of the American Bar Association later this year.
- In FY 2000, ACF/OCSE will convene a group of judges, court administrators, and experts on domestic violence, to develop recommendations for the implementation of the Family Violence Indicator override process. ACF is developing a State Practice Guide on the Family Violence Indicator that will be released later this year.

- ACF/OCSE has been working with the Battered Women's Economic Justice Project in the Development of a Guide to Child Support for Domestic Violence Advocates. Publication of the manual is anticipated at the end of FY 2000.
- On September 27-28, 1999, the first OWH Regional Domestic Violence Conference was held in collaboration with DOL, DOJ, and the University of Missouri-Kansas. The conference was attended by 250 participants from the service, faith, law enforcement, and education communities.
- Office on Women's Health, Centers of Excellence at University of Illinois in collaboration with the Circuit Court of Cook County, University of Illinois' Department of Psychiatry has launched a new mental health clinic in the Domestic Violence Courthouse. The clinic's aim is to serve women with mental health problems related to domestic violence, as well as their children and other family members. This clinic is staffed by a full time social worker and a case manager, to conduct initial assessments and facilitate referrals to needed care.
- HRSA has announced a new grant opportunity to improve systems of care for pregnant women experiencing domestic violence. The three-year demonstration program will develop/enhance systems of care that identify pregnant women who are experiencing domestic violence/abuse and provide appropriate information, referrals, and linkages to interventions. Awards will be made by September 30, 2000.
- HRSA helped to fund the State of Alaska to develop models for training health care professionals in urban, rural, and frontier areas to recognize and intervene appropriately in cases of domestic violence, using train-the-trainer workshops for teams of local providers, including traditional healers. Due to the success of the project, supplemental funding has been added for an evaluation and development of materials to support replication. Materials will include an instructional manual on implementing a family violence prevention project and a training curriculum manual on customizing materials.
- HRSA supports innovative primary care practice arrangements (nurse managed centers) that have also incorporated domestic violence prevention activities into their projects. In New York, targeted populations for these programs include people who are arraigned for misdemeanors in Midtown Community Court and students in public schools with limited access to health services. These students come from families living below the poverty level in communities with the highest crime and reportable illness rates in Manhattan. The students are primarily Hispanic and African American. Previous nurse managed clinics funded by HRSA provided services to survivors of sexual assault and child abuse and neglect.
- Several HRSA-supported projects being carried out to provide enhanced rural health services have supported the integration of domestic violence treatment and prevention elements into their programs through community-based consortiums. They include:

- The education and training component of the Healthy Families program for the prevention of family violence at the Sunshine Community Health Center in Alaska is combining with a new substance abuse prevention and treatment program, expanded mental health services, and extended primary care services to improve the health and well-being of families in the Center's service area which covers 12,250 square miles. The population served includes poor white families as well as several extended Alaska Native families. The project is training new lay providers and community volunteers to augment the services of the existing highly-trained mental and primary health professionals.
- Domestic violence and depression are among the key problems being addressed through the Kaibeto Health Services project in a poor, under served isolated area on the Navajo Reservation in northern Arizona. The project supports a primary care clinic to provide comprehensive health, social, and health promotion services to the reservation community. This program seeks to increase community self-sufficiency and improve health status through the provision of primary care and preventive health education services that lead to healthier lifestyles by encouraging self-responsibility.
- Through a community partnership in rural central South Carolina, domestic violence is being addressed as part of essential health services and behavioral health prevention services to school-age children and families living in under served communities. Comprehensive school-based services are being provided at three school sites and through a mobile medical unit. In addition to violence prevention activities, services will include primary care, mental health counseling, social work, pregnancy prevention, health education, health promotion, referral, case management, and follow-up services for substance abusers. Lay persons are being trained as Community Health Aides to conduct outreach and assist professionals with direct service delivery and carry out other program activities.
- HRSA's Healthy Families program provides screening and assessment through home visiting services to about 60 families of newborns who have been determined to be at risk for poor outcomes. The Nurturing Families program offers parenting education to families with children aged 4 to 12 to enhance family functioning by improving communications, increasing self-esteem, and fostering appropriate expectations. A collaborative rural health project under these programs is being conducted in Maine. The project is enhancing preventive education services to families in Knox County, targeting families of teens, and families residing in isolation or offshore islands. The rate of juvenile arrests in Knox County is 48 percent higher than the Statewide average. The program will establish a continuum of services to Knox County families with children from birth to age 18 and provide services for two island communities.
- A HRSA-funded school-based project in rural Vermont is addressing the problems of chronic disease, domestic violence, and substance abuse in four communities. The project expects to reach an under served, low-income, and transient population. The program consists of: (1) a school-based clinic; (2) a

community outreach and health education program; and (3) an arena for interagency human service cooperation and coordination. Its goal is to improve the health status of the community and ultimately lower health care cost.

V. Increasing the knowledge base about family and intimate violence, through data collection and research

- CDC and NIJ funded six new research grants in the violence against women field. These projects address issues including child sexual violence risk factors, two longitudinal evaluations of a dating violence curriculum and batterer's treatment programs, the evaluation of prevention and intervention programs in a variety of rural and/or ethnic communities.
- CDC staff authored three Morbidity and Mortality Weekly Reports (MMWRs) over the past six months. The MMWR articles addressed training for health care providers in West Virginia, results from the Georgia Women's Health Survey, and results of the evaluation of the STOP IT NOW! child sexual abuse prevention programs.
- NIH has established a trans-NIH Child Abuse and Neglect Working Group (CANWG) comprising representatives from most NIH Institutes and the Office of Behavioral and Social Sciences Research, the Office of Research on Women's Health (ORWH), with participation from other federal agencies. CANWG meets regularly to review NIH research efforts in child abuse and neglect, identify accomplishments and future research needs, and coordinate child abuse-related research efforts.
- Research supported by NIH-NIMH in the area of domestic violence has served the function of developing more reliable scientific knowledge by: (1) collecting systematic data on the epidemiology, characteristics, and course of different forms of violence; (2) documenting significant, serious mental health consequences in victims of domestic violence; (3) identifying risk factors that are associated with either perpetration or victimization in domestic violence; and (4) developing and testing interventions to prevent the occurrence and to ameliorate the mental health consequences of domestic violence.
- NIH-NIDA has a number of initiatives regarding violence against women and within the family including: (1) research on drug treatment for women who have been exposed to violence and have a diagnosis of post traumatic stress disorder; (2) prevention research both to prevent violence and to intervene after exposure to prevent substance abuse; (3) an amendment to all relevant NIDA program announcements to include research on the occurrence and health consequences of violence, drug abuse, and HIV/AIDS; and (4) the NIDA Research Program on the Etiology and Consequences of Drug Abuse among Women which supports a wide range of studies on violence against women, gender differences in child abuse and child neglect, and women both as victim and as perpetrator of violence.
- NIH-NIAAA has funded many extramural studies in response to a program announcement entitled, Research on Relationships between Alcohol and Violence. The

program announcement broadly calls for studies that 1) advance understanding of the biological and psychosocial mechanisms underlying associations between alcohol consumption and interpersonal violence, 2) identify and test interventions to reduce and/or prevent alcohol-related violence, and 3) explore the alcohol-related sequelae of such violence including studies of family violence. Other studies focus on treatment and health services research to address problems of victims of sexual assault and domestic violence.

- The National Institute of Child Health and Human Development (NICHD) has a broad research portfolio that is dedicated to advancing women's health. In FY 1999, the Institute continued to support several projects that study violence against women, especially in the area of women's reproductive health. Listed below are descriptions of this research.
 - NICHD-supported scientists are conducting an epidemiological study on violence as a risk factor associated with spontaneous abortion in urban, low-income women. The investigators are seeking to characterize the prevalence and type of violence experienced by women early in their pregnancy; evaluate whether violence during pregnancy is an important independent risk factor for spontaneous abortion; evaluate whether the frequency, nature, or timing of violence affects the risk of spontaneous abortion; and generate hypotheses regarding prevention and intervention programs for urban, low-income pregnant women.
 - In another related project, researchers are conducting a longitudinal study of pregnant women who have been physically abused by their male partners. The study will examine the patterns of partner violence during the pregnancy and after childbirth, how the violence effects the mental well-being of the abused mother, and also whether the infant is at risk.
 - Scientists are also trying to determine predictors of relationship violence in inner-city youths. Data from this study will provide some of the first detailed information on how partners contribute to the formation of violent relationships, how such attitudes and practices may be formed during late adolescence, and the variations of such contributions by gender and across ethnic groups.
- Under a congressional directive (House Report 104-659), the NIH convened a working group to support research on child abuse and neglect. Building on the progress of the working group, the NICHD is participating in an FY 2000 initiative for research on child neglect. One area the research initiative is targeting is the impact of neglect on individual development during infancy, childhood, adolescence, and adulthood. An implicit goal of such research, from an NICHD perspective, is to help determine to what extent childhood abuse and neglect may influence violent and other behavior as children develop and reach adulthood.

- In addition, A trans NIH conference on Youth Violence, coordinated by the OBSSR, is occurred on October 28-29, 1999. An RFA entitled "Research on the Development of Interventions for Youth Violence" was released in April, 2000.
- The Substance Abuse and Mental Health Services Administration (SAMHSA) awarded \$7.3 million in Knowledge Development and Application (KDA) grants to 14 community-based programs in 10 states for a study of women with substance abuse and mental health problems who are victims of violence. In FY 2000 SAMHSA anticipates awarding 10 new grants. A Data Coordinating Center was awarded \$1.2 million to provide guidance and direction in program development to the grantees.
- SAMHSA's Second National Conference on Women, "*Life Pathways: Women Healing, Thriving, and Celebrating*," took place June 27-30, 1999 in Los Angeles, California. Violence Against Women issues were highlighted during this conference.
- SAMHSA through its Center for Mental health Services(CMHS) is addressing the issue of violence against women through a number of studies:
 1. SAMHSA's *Women, Co-Occurring Disorders and Violence Study* addressees the psychological and emotional consequences of violence in women with histories of physical and/or sexual abuse, trauma, substance abuse and mental illness.
 2. *Women, Co-Occurring Disorders and Violence Study : Children's Substudy* is researching the risk and resiliency factors of children whose mother's have co-occurring disorders and histories of trauma.
 3. *Synthesis and Policy Forums on Mental Health Services for Trauma Victims* are assisting State Departments of Health understand the opportunities and pitfalls associated with providing services to persons who are the victims of trauma.
 4. *Violence Against Gay, Lesbian and Bisexual Youth Study* is examining the existing research on violence against gay, lesbian, and bisexual youth and the impact of such violence on the mental health of the victim and their family
 5. *Community Youth Mental Health Promotion and Violence/Substance Abuse Prevention Partnership Program-* is examining the effect of successful, long-term promotion and prevention programs which promote mental health and prevent violence and substance abuse among youth.
 6. *Youth Violence Prevention Cooperation Agreements*-provide communities with the opportunity to engage both mental health and non-mental health organizations in addressing the issues of promoting healthy development, enhancing resilience, and preventing violence and substance abuse among youth.
- In addition, CMHS through a collaborative effort with the Departments of Education and Justice is addressing violence in children, adolescents and their families. The *Safe*

Schools/Healthy Students Program through partnerships have developed and are implementing comprehensive plans to promote healthy development, fostering resilience in the face of adversity, and preventing violence for children, their parents, teachers, and other caregivers as well.

- AHRQ plans to release a RFA that calls for projects to conduct research on the outcomes, effectiveness, and cost-effectiveness of programs for early identification and treatment of domestic violence. The goals of this RFA are to develop new knowledge in the prevention of domestic violence, improve the identification of patients at risk, and evaluate outcomes and effectiveness of health care interventions designed to treat domestic violence victims.
- Office on Women's Health Region X has funded an Asian Pacific Islander American (APIA) Domestic Violence Project to assess the prevalence and incidence of domestic violence in the APIA community through the Seattle-based APIA women and Family Safety Center.
- Center of Excellence in Women's Health, funded by the HHS Office on Women's Health, University of California at San Francisco Alliances/Partnerships has spearheaded a community partnership grant entitled, "Evaluating Domestic Violence Shelter Services for Ethnically Diverse Women." The project seeks to evaluate community-based services for diverse battered women through the use of both qualitative and quantitative research methods. The study also seeks to gather an understanding of how domestic violence shelters can best help ethnically diverse battered women live without violence by examining their experiences in shelters.
 - Battered Women in Health Care Settings: A Qualitative Study - This study at the Center for Health Improvement and Prevention Studies (CHIPS), conducted in-depth face-to-face interviews with battered women. The study sought to uncover patient, provider, and organizational barriers to receiving optimal health.
 - How Health Care Professionals Help Battered Women - Data from in-depth interviews with survivors of domestic violence have revealed that many victims and physicians "dance" around the issue of domestic violence, yet with or without direct identification and disclosure, the validation these battered patients received from their health care professionals provided "relief" and "comfort." In some cases, it was found that validating experiences served as turning points in the women's perceptions of their relationships with the abusers and helped them move toward safety.
 - Identifying Patients Who Are Victims of Domestic Violence: The Physician's Experience - Six focus groups were conducted with health care providers in the following physician-specialties: Emergency Department, OB-GYN, and Primary Care. The goal of the groups was to understand, from the physicians' perspectives, their beliefs about domestic violence and how those contribute to what they consider positive health care experiences for survivors, and their

clinical practice behaviors regarding the provision of health care to battered women.

- **Simplifying the Physician's Response to Domestic Violence** - This project proposes that rather than asking physicians to identify, validate, document, refer, report, and follow-up on domestic violence, their task should be limited to identification of domestic violence and validation of its victims, followed by referrals to a domestic violence expert within the health care team. Simplification of the individual physician's role in the health care system's response to domestic violence could lead to improved efforts to identify and treat the victims of domestic violence.
- **The Influence of Race/Ethnic Differences on Patient/Provider Communications about Domestic Violence** - Hundreds of randomly selected Latina, white, and black women receiving care in one of three primary care clinics at San Francisco General Hospital were interviewed about the presence of violence in their lives. The data was collected in order to create a "survivor's profile," identify possible racial/ethnic differences on disclosure barriers, satisfaction with care received, and preferences for interventions, and identify associations between violence and physical and mental health indicators.
- **Mandatory Reporting of Domestic Violence: What do Patients and Physicians Think?** - Focus groups were convened with abused women from four ethnic groups to elicit women's views about mandatory reporting for domestic violence. The study found that mandatory reporting may pose a threat to the safety and well-being of abused women and may create unforeseen barriers to service delivery.

VI. Providing education, training and support for battered women and their families.

- **Office on Women's Health, Region III:** Planned and conducted along with the Clinicians' Regional Advisory Network a conference titled "Clinicians and Domestic Violence: Victim or Victor." The conference was attended by more than 80 health care workers from the HRSA community health centers and was aimed at improving clinicians' understanding of the legal system in domestic violence cases and their role. On October 1, 1999, Work to End Domestic Violence Day was created to provide educational materials on D.V. for federal workers at the Public Ledger Building in Philadelphia.
- **Office on Women's Health, Region V:** A monthly seminar was convened in collaboration with the Office of Women's Health in the Illinois Dept. of Public Health, the Cook County Commission on Women's Issues, The National Center of Excellence in Women's Health at the University of Illinois in Chicago and the Women's Bureau of the Dept. of Labor. One topic was on domestic violence and the attendees, an audience of predominantly working women, was given information on how to assist victims of domestic violence, on the cycle of partner violence, and the numerous resources in the Chicago area that help address issues of domestic violence.

- Office on Women's Health, Region VII: Developed and distributed 1200 cards to victims/providers of domestic violence. Developed a regional resource directory targeting social services available for D.V. victims and distributed at the D.V. Region VII Conference.
- Office on Women's Health, Region VIII: On October 12-22: Federal Office Building Lobby in Denver, CO had a display of domestic violence awareness materials for federal employees.
- The Speakers Bureau of The Center of Excellence in Women's Health at Magee Women's Hospital, funded by HHS, Office on Women's Health provides speakers to community groups. Domestic violence is one of the many topics addressed by speakers.
- Informercials by WTEA-TV and The Center of Excellence at the University of Michigan funded by HHS, Office on Women's Health address several women's health issues, including domestic violence. Additionally, the Corner Health Center has formed the Youth Theater Troupe. This Troupe, consisting of students, and led by a coordinator from Corner Health, performs a variety of skits on topics such as acquaintance rape and violence against women, and is then followed by facilitated discussions.
- The Center of Excellence at Indiana University, funded by HHS, Office on Women's Health has prepared pamphlets and fact sheets are being prepared for lay people and health care providers on several women's health topics, including domestic violence. There are various target audiences for the pamphlets and fact sheets. Pamphlets are being created for lay people who attend clinics and health fairs, and fact sheets are being designed for primary care physicians at Indiana University, Wishard Hospital, and others in the community.
- The Center of Excellence at Wake Forest University funded by HHS, Office on Women's Health held a Domestic Violence: Excellence Triathlon, a week-long public initiative that serves to educate consumers about domestic violence. Programs target all age groups, as well as both men and women. Events include a forum on sexual assault, community seminars, a health fair at the local mall on healthy relationships, a one-woman play, a silent witness exhibit which honors the lives of women who have been killed by violence, the Clothes Line Project, a Triathlon, the Splash and Dash and Fun Run (to increase awareness and raise money), as well as other activities.
- Also at Wake Forest Center of Excellence, Taking Care of Our Sisters is a multifaceted health outreach program created to encourage, educate, and promote good health for women of all ages. Information is to be distributed in safe and comfortable environments for women (i.e., malls, churches, community centers). One of the five aspects of the program includes focusing on one monthly topic which will be featured at a local library. The November 1999 lecture topic was Domestic Violence.



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



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

Dear Secretary Herman:

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

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

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

The Honorable Alexis M. Herman
Page 2

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

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

Sincerely,



Janet Reno
Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services

Fact Sheet: Violence Against Women Act II

In 1994, Congress passed and the President signed landmark legislation to fight violence against women. The Violence Against Women Act (VAWA) established new criminal provisions and key grant programs that improve the criminal and civil justice systems' response to domestic violence, sexual assault and stalking, and direct critical services to victims. This comprehensive law sent a clear message across the nation: violence against women is not only wrong, it is a crime. In the past six years, the Violence Against Women Act has protected the safety of countless women and held offenders accountable for their actions.

But there is still much work to be done. Violence still devastates the lives of too many women and children. Nearly one-third of women murdered each year are killed by their intimate partners. Violence by intimates accounts for over 20% of all violent crime against women in America. Women were raped and sexually assaulted 307,000 times in 1998 alone, and approximately one million women are stalked each year.

Congress must act now to pass the Violence Against Women Act II (VAWA II) with the following key measures to sustain and increase our efforts to combat violence against women:

I. Secure and strengthen key VAWA grant programs

In passing VAWA II, Congress should reauthorize and improve the VAWA grant programs to help keep victims safe and hold offenders accountable.

- ◆ **Reauthorize VAWA grant programs:** In the past six years, more than \$1.5 billion in VAWA grant funds have created a national domestic violence hotline and supported the work of prosecutors, law enforcement officials, the courts, victim advocates, health care and social service professionals, and intervention and prevention program staff. Unless Congress extends these programs now, the authorizations for nearly all of VAWA's critical grant programs will expire this year.
- ◆ **Ensure that VAWA grant programs cover victims in dating relationships:** Today, some jurisdictions may not use VAWA grant funds to target dating violence. New Bureau of Justice Statistics (BJS) data confirm that dating violence is a serious problem: the highest rates of domestic violence are among young persons ages 16 - 24, and more than four in ten incidents of domestic violence involve non-married partners. Our laws must provide these victims with access to services targeting their needs.
- ◆ **Direct critical resources toward victims who are traditionally underserved.** Some victims, including those who are elderly or disabled, live in rural areas, speak little or no English, or come from diverse cultural and religious backgrounds, face particular difficulties when they seek services. We must ensure that VAWA grant programs reach out to these victims.
- ◆ **Support monitoring and stewardship of the shelter program.** A set-aside of 1.5% of the battered women's shelter program is essential to extend monitoring and stewardship

activities. The additional staff resources and technical assistance capacity are critically needed and will result in enhanced sharing of information and best practices and improved monitoring of federal resources.

- ◆ **Set aside 5% of Justice Department grant funds for tribes.** A recent BJS study estimated that the rate of violent crime against Native American women is more than twice that committed against women generally. We must direct resources to tribes so that they can provide culturally appropriate assistance to victims in their communities and hold offenders accountable.
- ◆ **Provide critical support for key programs.** Legislation is needed to continue or strengthen programs targeted at judges and courts, the Domestic Violence Victims' Civil Legal Assistance Program, and the Grants to Combat Violent Crimes Against Women on Campuses.

II. Strengthen federal law enforcement's ability to protect all victims

VAWA and subsequent legislation authorized federal law enforcement officials to investigate and prosecute interstate domestic violence, stalking, violations of protection orders, and related firearms violations. Over 250 prosecutions have been brought under these provisions. Now we must close loopholes that hamper our ability to most effectively prosecute these crimes and strengthen these laws to better protect Native American victims and those in dating relationships.

III. Protect immigrant women and children from domestic violence

VAWA included important protections for battered immigrant women that lessened the ability of abusers to use immigration laws to coerce, control, or intimidate them. Unfortunately, new federal laws have inadvertently undermined these provisions. VAWA II would restore these protections.

IV. Enhance the efficacy of protection orders

VAWA requires states and territories to give full faith and credit to protection orders issued by other jurisdictions. VAWA II would eliminate some persisting barriers to enforcement of such orders and would facilitate enforcement of tribal protection orders. In addition, VAWA II would remove a financial obstacle by requiring STOP grant recipients to ensure that victims do not have to pay filing or service costs for protection orders in both civil and criminal cases.

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

VAWA II contains two measures to reduce the impact of domestic violence on children. First, it helps victims who flee abuse to obtain custody orders without returning to dangerous jurisdictions. Second, it would establish grants for supervised visitation centers. These centers protect victims and their children, and minimize the danger of parental abduction, by providing secure environments for visitation and exchange of children.

JUN-07-2000 14:43

OFC LEGIS. AFFAIRS&BUDGET

202 401 4562 P.02/02



NATIONAL DOMESTIC VIOLENCE HOTLINE

1-800-799-SAFE (7233)

1-800-787-3224 (TTY FOR THE DEAF)

Fact Sheet

More than 478,366 Calls In Almost Four Years!

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

Who is calling the Hotline?

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

Services available

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

6/6/00

P.O. BOX 161810 AUSTIN, TX 78716 - (512) 493-8117 (ADMIN.) - (512) 493-8541 FAX
A PROJECT OF THE TEXAS COUNCIL ON FAMILY VIOLENCE

TOTAL P.02



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

TO: Ann O'Leary

FAX: 456-2878

FROM: Jessica Rosenbaum

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

Total Pages (excluding this cover): 14

Additional Message:

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

**A COMMITMENT
TO END VIOLENCE AGAINST WOMEN**

JUNE 2000

Executive Summary

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

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

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

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

The Justice Department has awarded more than \$800 million dollars in VAWA grant funds to law enforcement officials, prosecutors, victim advocates, and courts to address the problem of violence against women at the state, local, and tribal levels. The Department, through the Offices of the United States Attorneys, has prosecuted over 242 cases involving interstate domestic violence, interstate stalking, interstate violation of a protection order, or possession of a firearm while under a protection order or after conviction for a misdemeanor crime of domestic violence.

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

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

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

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

- States and tribes are changing their laws to treat violence against women as a serious crime. Twenty-four states and the District of Columbia mandate arrest for most domestic violence offenses and forty-nine states now authorize law enforcement to make an arrest based on a probable cause determination that a protection order has been violated.¹
- Jurisdictions are changing the way they handle domestic violence cases to make sure these cases are given the attention they need. Court systems in thirty-six states have some type of special court jurisdiction, structure, or services to handle domestic violence cases.
- States are acting to lift some of the costs imposed on women who have been victimized by violence. As required by the VAWA, all states and the District of Columbia now have some provision for covering the cost of a forensic rape exam.
- States are increasingly recognizing that domestic violence hurts children too. Forty-seven states and the District of Columbia require courts to consider domestic violence in child custody decisions.
- United States Attorneys, at the Attorney General's request, have each appointed special VAWA points of contact in their offices to help coordinate prosecution of federal VAWA and VAWA-related crimes. Over 242 indictments on such crimes have been brought since the enactment of the law.

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

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

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

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

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

Federal Funds Are Making a Difference

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

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

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

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

STOP Formula Grant Program

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

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

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

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

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

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

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

STOP Violence Against Indian Women Grant Program

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

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

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

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

Grants to Encourage Arrest Policies Program

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

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

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

Rural Domestic Violence and Child Abuse Enforcement Program

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

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

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

Domestic Violence Victims' Civil Legal Assistance Grants Program

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

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

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

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

Grants to Combat Violent Crimes Against Women On Campuses

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

COPS Domestic Violence Grants

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

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

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

Training and Technical Assistance Grants

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

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

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

Keeping Victims Safe and Holding Offenders Accountable

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

Criminal Prosecutions under the VAWA

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

counterparts in the nationwide fight against domestic violence.

The Department has prosecuted more than 242 cases under the VAWA and VAWA-related criminal provisions of federal law. The following cases exemplify successful federal prosecutions that resulted in convictions and lengthy sentences for defendants:

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

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

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

Working to Make Nationwide Enforcement of Protection Orders a Reality

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

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

In order to help confirm the existence and terms of protection orders issued by jurisdictions nationwide, the FBI developed the National Crime Information Center Protection Order File, a national registry that came on line in May 1997. As of June 22, 1999, 25 states are participating -- either by linking their existing state system to the national registry or by entering protection

order information directly into it. The Department is assisting an ever-increasing number of states in developing their own protection order registries.

Addressing the Needs of Battered Immigrant Women

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

Understanding Violence Against Women

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

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

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

A sampling of publications addressing violence against women include:

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

Providing National and International Leadership on Combating Violence Against Women

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

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

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

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

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

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

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

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

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

PLANS FOR THE FUTURE

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

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

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

◆ Underserved Populations

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

◆ Cyberstalking

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

◆ Trafficking In Women

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

◆ Federal Legislation

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



OFFICE OF THE VICE PRESIDENT
WASHINGTON

June 12, 2000

Dear Members of Congress:

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

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

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

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

Sincerely,

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

Al Gore

61647

FACSIMILE

DATE: 6/9/0
TO: Ann/Heather
Mary Smith
456-1647
FAX #: 456-1647

FROM: Rebecca Werbel
Office of the Chief of Staff
Department of Health and Human Services

Phone: 202/690-7431 Fax: 202/401-5783

COMMENTS:
Signed letters to Cubin



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



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

Dear Secretary Herman:

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

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

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

The Honorable Alexis M. Herman
Page 2

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

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

Sincerely,



Janet Reno
Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services



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



The Honorable Rodney E. Slater
Secretary of Transportation
Washington, DC 20590

Dear Secretary Slater:

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

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

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

The Honorable Rodney E. Slater
Page 2

Consequently, we have an opportunity to make a lasting difference by taking steps to end domestic violence and help victims of this crime. At the Departments of Justice and Health and Human Services, we are working to ensure that our policies and practices on community policing, prosecutions, victim assistance, health care, research, and community outreach target violence against women. We hope that you will assess your own programs and policies to determine what steps your Department can take. At the Department of Transportation, for example, you can take steps to encourage local transportation providers to ensure that domestic violence and sexual assault hotline numbers are prominently advertised in our public transportation systems.

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

Sincerely,



Janet Reno
Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services



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



The Honorable Janice R. Lachance
Office of Personnel Management
Theodore Roosevelt Federal Building
1900 E Street, NW
Washington, DC 20415

Dear Ms. Lachance:

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

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

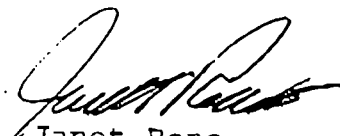
The Departments of Justice and Health and Human Services have led the federal effort to end violence against women. As the end of this Administration approaches, we want to make sure that the entire Federal Government is doing everything possible to address this problem. We believe there is still more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

The Honorable Janice R. Lachance
Page 2

installations, and our transportation systems, and we support American veterans, Americans abroad, and Tribal nations. Consequently, we have an opportunity to make a lasting difference by taking steps to end domestic violence and help victims of this crime. At the Departments of Justice and Health and Human Services, we are working to ensure that our policies and practices on community policing, prosecutions, victim assistance, health care, research, and community outreach target violence against women. We hope that you will assess your own programs and policies to determine what steps your agency can take. At the Office of Personnel Management, for example, you can ensure that our personnel and workplace policies protect victims in the federal work force and provide a model for employers throughout the Nation.

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

Sincerely,



Janet Reno

Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services



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



The Honorable William S. Cohen
Secretary of Defense
Washington, DC 20301-1000

Dear Mr. *William* Secretary:

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

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

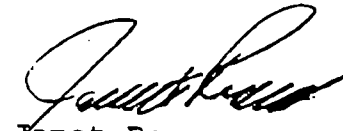
The Departments of Justice and Health and Human Services have led the federal effort to end violence against women. As the end of this Administration approaches, we want to make sure that the entire Federal Government is doing everything possible to address this problem. We believe there is still more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

The Honorable William S. Cohen
Page 2

opportunity to make a lasting difference by taking steps to end domestic violence and help victims of this crime. At the Departments of Justice and Health and Human Services, we are working to ensure that our policies and practices on community policing, prosecutions, victim assistance, health care, research, and community outreach target violence against women. We hope that you will assess your own programs and policies to determine what steps your Department can take. At the Department of Defense, you can use your newly created task force on violence against women to address the needs of victims on military installations.

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

Sincerely,



Janet Reno
Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services



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



The Honorable Lawrence H. Summers
Secretary of the Treasury
Washington, DC 20220

Dear Secretary Summers:

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

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

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

The Honorable Lawrence H. Summers
Page 2

American veterans, Americans abroad, and Tribal nations. Consequently, we have an opportunity to make a lasting difference by taking steps to end domestic violence and help victims of this crime. At the Departments of Justice and Health and Human Services, we are working to ensure that our policies and practices on community policing, prosecutions, victim assistance, health care, research, and community outreach target violence against women. We hope that you will assess your own programs and policies to determine what steps your Department can take. In conjunction with the Department of Justice, the Department of the Treasury can, for example, use its enforcement power to decrease the danger to victims from firearms violence.

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

Sincerely,



Janet Reno
Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services



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



The Honorable Andrew M. Cuomo
Secretary of Housing and Urban Development
Washington, DC 20410

Dear Secretary Cuomo:

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

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

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

The Honorable Andrew M. Cuomo
Page 2

Consequently, we have an opportunity to make a lasting difference by taking steps to end domestic violence and help victims of this crime. At the Departments of Justice and Health and Human Services, we are working to ensure that our policies and practices on community policing, prosecutions, victim assistance, health care, research, and community outreach target violence against women. We hope that you will assess your own programs and policies to determine what steps your Department can take. At the Department of Housing and Urban Development, for example, you can act in your role as landlord to ensure that battered women are as safe as possible in their homes.

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

Sincerely,



Janet Reno
Attorney General



Donna E. Shalala
Secretary
Department of Health
and Human Services

Fact Sheet: Violence Against Women Act II — DRAFT

Background

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

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

VAWA II Priorities

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

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

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

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

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

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

DATE: June 9, 2000



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 : Eric Morse

[] MARY M. BOURDETTE

OFFICE : _____

[] BARBARA CLARK

ROOM NO : _____

[] LAUREN HIGGINS

PHONE NO : _____

[] AMY LOCKHART

[] LULA BARNES

[☒] CHRISTY GALLAGHER

FAX NO : 456-2878

TOTAL PAGES
INCLUDING COVER) : 21

REMARKS:

**A Departmental
Agenda for Action**

**Violence Against
Women**

**Progress Report
June 2000**



**U.S. Department of
Health and Human Services**

**A Departmental Agenda for Action:
Family and Intimate Partner Violence**

Progress Report: June 2000

Over the past seven years, this Administration has led an historic effort to reduce crime in our Nation's communities and, in particular, to recognize and respond to violence against women. In 1994, as part of President Clinton's crime bill, Congress passed the landmark Violence Against Women Act to combat domestic violence, sexual assault and stalking. The law takes a comprehensive approach to fighting violence against women—combining tough new criminal penalties with programs to prosecute offenders and aid victims. This groundbreaking law has made a difference in the lives of countless women and children. The Department of Health and Human Services is committed to continuing our critical work to end violence against women. Below are some of the highlights from our efforts.

- I. Strengthening the health care system's ability to screen, treat, and prevent family and intimate violence**
- Agency for Healthcare Research and Quality (AHRQ) sponsored an expert panel meeting in April 1999 to discuss research needs related to the effectiveness of domestic violence interventions in health care settings. As documented by the Institute of Medicine in a 1997 report, despite growing public and private investments in development of treatment programs for victims of domestic violence, there are few well-designed studies of which intervention programs work best in terms achieving sustained improvements in the health and safety for the victim.
- In FY 2000, the AHRQ is providing \$1.0 million to support up to three large-scale, longitudinal studies of the outcome and effectiveness of health care interventions in managed care settings. Collaborating health entities will be required to share the costs of the studies, which will be three to five years in their initial phase. The studies will contribute to an understanding of which models of care are effective and cost-effective, and help establish incentives for more health plans to put programs in place.
- In FY 2000, the AHRQ has joined with the Family Violence Prevention Fund to cosponsor a Domestic Violence Senior Scholar in Residence for the 2000-2001 academic year. The purpose is to encourage a senior faculty researcher to develop an area of investigation related to the cost, quality, outcomes, and/or effectiveness of domestic violence screening and interventions in health care settings. The scholar also will promote linkages between the private and public sectors in health services research.
- AHRQ is supporting both intramural and extramural health services research related to

violence. Studies include one at Kaiser Permanente, Northwest which is examining the relationship between exposure to domestic violence, health status, and use of health care services at a large, non-profit health organization. Another is examining repeat admissions of domestic violence patients to hospital and emergency rooms in Connecticut.

- The Centers for Disease Control and Prevention (CDC) has received funding to conduct a population-based survey in publicly-funded reproductive health settings. The study's purpose is to ask health care providers about their training and practices related to screening for intimate partner violence, and about their referral of victims to support services. The Battelle Centers for Public Health Research and Evaluation (CPHRE) is assisting with development and implementation of the project on behalf of the CDC. The OMB package is done and the clinician survey and clinic administrator surveys are written.
- The Centers for Disease Control and Prevention (CDC) has funded Julia Perilla, Ph.D. from Georgia State University to conduct *Proyecto Nueva Vida* (Project New Life): A Community-based Domestic Violence Intervention with Latino Families. This longitudinal in-depth study of the impact of violence on abused Latinas, their male batterers, and their children will consider the manner in which historical, social, economic, philosophical, and spiritual aspects of Latino culture can be used to design and implement a comprehensive family intervention that contains both primary and secondary prevention strategies. The general aims are to: (1) enhance our understanding of the dynamics of domestic abuse in a Latino population; (2) evaluate a family intervention program whose objectives include (a) cessation of physical violence and reduction of verbal and emotional abuse against the woman, (b) increased levels of mutuality between the couple, broadening of beliefs and expectations regarding gender roles in men, women, and child participants; and (3) evaluate a 12-month reinforcement and support program that seeks to maintain the decreased levels of abuse and increased the psychological and systems functioning obtained in the initial intervention.
- CDC has awarded a services contract to the Institute of Medicine (IOM) to conduct an assessment study of the training needs of health care providers to detect, treat and refer victims of family and intimate partner violence and sexual assault. The intended purpose of the contract is to support prevention-oriented research that will lead to greater knowledge of prevention strategies for professional training and education.
- CDC sponsored the First National Sexual Violence Conference: "Coming Together to End Sexual Assault" on May 16-19, 2000 at the Adam's Mark Hotel in Dallas, Texas. The National Sexual Violence Prevention Conference brought together representatives from the public and private sector (including state and local health departments, agencies of the Department of Health and Human Services and other Federal departments, education agencies, academic institutions, private foundations, professional associations, community-based organizations, practitioners and survivors). Participants discussed innovative community responses to sexual violence prevention, state-of-the-art

communication strategies, promising interventions, policies, and programs, and the latest scientific information on the nature, causes, and prevention of sexual violence.

- The Administration for Children and Families, Family Violence Prevention and Services discretionary program, awarded eight discretionary grants for "Improving the Health Care Response to Domestic Violence." Health Resources and Services Administration (HRSA), Bureau of Primary HealthCare (BPHC) staff participated in the review of the applications. The grants will: 1) fund teams of domestic violence and health care representatives to provide training and technical assistance to health care institutions and staff that improves their response to domestic violence, 2) provide training stipends to minority colleges and universities to generate training that is responsive to the issue of ethnic and cultural minorities, and 3) fund public awareness projects that provide information on resources and services available to individuals experiencing abuse in under served communities. BPHC staff was sought for this grant review because of their expertise in community-based health care for under served women.
- The Administration on Aging awarded \$400,000 for the second year of a four-year grant to the National Association of State Units on Aging (NASUA) to establish a new National Center on Elder Abuse (NCEA). The NASUA operates the NCEA in partnership with the National Committee for the Prevention on Elder Abuse (NCPEA), National Association of Adult Protective Services Administrators (NAAPSA), American Bar Association's Commission on Legal Problems of the Elderly, University of Delaware's Department of Consumer Studies, and Goldman Institute on Aging.
- The HHS Office on Women's Health and the Assistant Secretary Management and Budget, Work and Family Life Center co sponsored a brown bag on Rape and Sexual Assault for HHS employees.
- The Centers of Excellence in Women's Health (COE), funded by the HHS Office on Women's Health, have initiated various activities on Domestic Violence which are all summarized in a booklet, *Domestic Violence Initiatives, May 2000*.
- UCLA Trauma Psychiatry Service: Program for Survivors of Violence Against Women Program is designed for adult survivors of violence against women. Treatment models address the complex intra psychic and interpersonal sequel of past traumatic experiences to facilitate recovery of the "whole person." Therapeutic intervention is specifically focused on the psychological impact of trauma. Treatment teams include mental health professionals, social workers, psychologists, and psychiatrists.
- A University of Michigan COE sponsored a Youth Forum on Violence Prevention along with the Adolescent Health Program, Mayor's Task Force for Increasing Safety for Women, and Violence Prevention Subcommittee. The Forum consisted of a discussion of safety needs by middle school girls.

- The COE at the University of Puerto Rico's partner Community Organization Taller Salud continues the development of strategies for health professional education in the identification of domestic violence victims. A proposal is being developed to solicit funds for a health professional workshop.
- The University of California San Francisco CoE has established certain topics as core competencies of the university's women's health medical school curriculum. Included are violence and assault (child abuse and incest, elder abuse, physical/emotional abuse, sexual assault, sexual harassment).
- The CoE at Indiana University developed the Introduction of Clinical Medicine Curriculum Course which gives first and second year students exposure to a variety of issues, including domestic violence, clinical trials, ethics, and women's health. The course is required for all medical students.
- The Yale University COE offers "A Guide on How to Prevent, Avoid, and Stop Sexual Harassment." The Office for Women in Medicine recently updated and revised this brochure which is currently being distributed to all students, postdoctoral fellows, and faculty at the Yale School of Medicine.
- The Tulane University COE established a lecture series at Tulane University Hospital and Clinic for its managers to gain a better understanding of domestic violence issues as well as to provide assistance for employees who may be victims of domestic violence.
- The Health Resources & Services Administration (HRSA) has developed several projects:
 - HRSA's Domestic Violence Distance-Based Training Series -- HRSA has established a contract to develop a three-part Distance Based Learning Domestic Violence Project that will primarily target HRSA's service delivery grantees. The first program in the series is expected to air in January 2000. The first broadcast of the three-part series will provide an overview of domestic violence. The second will have a clinical skill building focus designed primarily for health care providers. The third production on community organizing will be designed to bring together critical components of the local community, including the health care community, legal community, and domestic violence providers and advocates, for the purpose of building a coordinated community response to the problem.
 - HRSA is supporting an evaluation project targeted to Community and Migrant Health Centers (C/MHCs) that is designed to determine: 1) To what extent are domestic violence protocols being incorporated into HRSA-funded community-based primary health care programs?, and 2) What are the characteristics and components of domestic violence protocols used in HRSA-funded C/MHCs? A compendium of "best practices" will be assembled and disseminated to the

C/MHCs. It will include case-study descriptions of diverse strategies that C/MHCs are using to address domestic violence.

- HRSA is supporting two domestic violence projects at schools of public health to improve and expand education and training for health care providers. One has an urban focus and the other rural.
- Yale University School of Public Health has incorporated a violence prevention element into their project to strengthen the preparation of public health and other health professionals for practice in under served urban settings. The Urban Health Program provides a focal point within the University for collaboration with the community around education, training, and research. Elements include linkages with community-based practitioners and organizations, curriculum development, and student field placements.
- Saint Louis University School of Public Health is carrying out a project to mitigate family violence in rural communities in Southeast Missouri by means of health promotion activities developed and implemented through a partnership linking the School of Public Health with Whole Health Outreach, a local ecumenical group. Goals of the partnership are to enhance graduate education at the School of Public Health and to develop effective strategies for promoting healthy relationships and minimizing violence.
- HRSA's Ryan White CARE Act programs support networks of providers delivering comprehensive integrated HIV services for people living with HIV/AIDS. Within HIV provider networks, violence assessments and services for victims of violence are part of the comprehensive continuum of care that includes primary care, HIV care, and support services. The resources of existing care continua are designed to identify and meet the medical and social needs associated with HIV, including domestic violence. Providers use assessment protocols that are consistent with local and state laws to identify victims, witnesses and perpetrators of violence. The CARE Act providers coordinate violence related services within their HIV care networks by directly either providing or linking their patients and clients to services within familiar service systems. HRSA, through a national technical assistance contract, provides technical assistance to CARE Act grantees to design and develop implementation plans for needs assessments that can assist in identifying violence as a priority.
- HRSA's Health Care for the Homeless Program provided the Better Homes Fund with financial support to develop a diagnostic screening tool that identifies homeless women who have or are being abused. The Better Homes Fund is testing the screening tool at several HRSA-funded Health Care for the Homeless service sites. Interviewers report positive responses from women screened, and clients are reporting multiple traumatic events during their lives. The Fund is completing a manual to accompany the screening tool that instructs providers on violence and homeless women.
- Seventeen states receiving HRSA maternal and child health block grants have incorporated domestic violence performance measures into their programs to collect data

from maternal and child health service sites within their states. The measures will yield information on types of abuse, numbers of abused women, abuse during pregnancy, the incidence of maltreated children, prevention measures in place, available referral systems, and reductions in violence through interventions.

- HRSA's Women's and Children's Health Policy Center has produced an Issue Summary, *Abuse Against Women by Their Intimate Partners*. This issue summary presents the trends in fatal and non-fatal violence; determinants and risk factors; consequences; interventions; and issues for policy, practice, and research. The publication can be ordered from the National Maternal and Child Health Clearinghouse at 703-365-1964 or on the web at www.nmchc.org.
- HRSA has partnered with the Family Violence Prevention Fund to distribute "Preventing Domestic Violence: Clinical Guidelines on Routine Screening" as well as an information package for Health Care Providers Respond to Domestic Violence Day. The package was sent to HRSA grantees across the country.
- A National Conference on Health Care and Domestic Violence, convened by the Family Violence Prevention Fund National Health Resource Center on Domestic Violence and a National Conference Steering Committee including HHS Agency liaisons, will be held in October, 2000. This year's conference theme is "effective clinical responses to domestic violence". Plenary sessions will address: health care's role in ending domestic violence; enhancing health care's response to domestic violence; moving towards evidence-based care for domestic violence; culturally competent health care responses; and children-the hidden victims of domestic violence. ACF is a principal funder of the conference.
- Region IV included major segments on domestic violence and sexual assault at its Women's Leadership Institute on Health and Health Policy. This week-long session, held three times annually for state family planning officials, is jointly sponsored by the Women's Health Coordinator and the Family Planning Office in the region, and conducted with the assistance of Emory University Regional Training Center.
- Albuquerque has examined the administrative and legal requirements on screening for domestic violence in Indian Health Service (IHS) hospitals and clinics. They have used their funding to develop a screening tool and incorporate domestic violence performance measures into their program.
- The Office on Women's Health sponsored The National Social Worker's Summit on Violence Against Women. This Summit held on April 7, 2000 convened the leading national presidents, deans, representatives and experts from schools of social work, clinical social work, government agencies/offices, social work organizations and domestic violence experts to develop policy and practice strategies to improve the quality of education, prevention, screening, and intervention strategies related to violence against women.

II. Increasing the ability of battered women, including those on welfare, to obtain and retain employment and access child support.

- The Department has published final regulations for the Temporary Assistance to Needy Families Program (TANF). The regulations include provisions pertaining to the Family Violence Option and how the Federal government, in determining state compliance with statutory time limits and work participation requirements, will grant states relief from penalties when they provide appropriate good cause domestic violence waivers to battered women. To be eligible for penalty relief, states will have to develop services plans that contribute to safety and employment. The preamble to the regulation includes an extensive discussion of federal intent regarding the treatment of battered women under TANF and the coordination of child support and TANF activities for battered welfare recipients.
- The Office of the Assistant Secretary for Planning and Evaluation has funded the first of two assessments of implementation of State policy and practice regarding domestic violence in the TANF program. The final report found that most states had completed the process of adopting the family violence option and were implementing policies and procedures. Urgent needs were identified. The two reports can be accessed on web at www.ssw.umich.edu/trapped/pubs.html. The report was prepared by the Center for Impact Research (formerly known as The Taylor Institute) in Chicago.
- Using funds from the above project, the Center for Impact Research prepared and published a guide for researchers and advocates in how to collect information on and evaluate the implementation of domestic violence practices by states under TANF. This also accessible from the website.
- The ACF, Office of Community Services, awarded grants to several states and localities to assist in the development of collaboration between domestic violence programs and welfare programs. These grants have been used for training, policy development, and joint intervention responses.
- The Administration for Children and Families/Office of Child Support Enforcement (OCSE) has four ongoing grants examining child support cooperation/good cause and domestic violence and a fifth, crosssite evaluation of the projects. The grants will provide additional information about the incidence of domestic violence among child support recipients and ways the child support and domestic violence communities can work collaboratively to meet the needs of battered women.
- ACF/OCSE has been working with States on the implementation of the "Family Violence Indicator" an automated flagging mechanism with the national database, the Federal Parent Locator Service, that will prevent the release of data on battered women.
- ACF/OCSE have formed an interstate domestic violence working group that is examining a number of issues including the need for child support agencies to recognize the VAWA provision giving full faith and credit to protection orders,

the non disclosure provisions of the Unified Interstate Family Support Act, and safeguarding of data on battered women in the interstate context.

- The Centers for Disease Control and Prevention has awarded the University of North Texas a research grant to look at poverty, welfare reform, and violent victimization of women. The purpose of the grant is to study the reciprocal effects of new welfare programs and intimate partner violence (physical, sexual, and psychological) in order to identify effects and patterns of multiple victimization that may vary by ethnicity and type of harm.
- In May, 1999, literature was distributed to the regional OPDIV directors and to the state women's health coordinators of Region III on the Family Violence Option of VAWA, discussed the implications of the DVO for TANF, and encouraged all to participate in their states' rule writing for implementation of the DVO.

III. Encouraging greater linkages between the child welfare, family and intimate violence, and criminal justice fields to better protect both children and parents in homes where violence occurs.

- ACF/OCSE working in conjunction with the National Resource Center on Domestic Violence is also developing a computer-based training course on domestic violence and the family violence indicator to help train front line child support workers and the judiciary. We anticipate completion of this project in FY 2000.
- With support from four HHS agencies and four DoJ agencies, eleven finalists have been selected as potential sites for a long-term community demonstration initiative which will test and evaluate implementation of "Effective Interventions in Cases of Domestic Violence and Child Maltreatment: Guidelines for Policy and Practice." Each site will develop an approach to bringing together its child welfare agency, domestic violence service providers and dependency courts to address these co-occurring problems. Up to five sites will be selected before the end of FY 2000. Three independent foundations, Lucile and David Packard Foundation, Edna McConnell Clark Foundation, and Annie E. Casey Foundation are making complementary investments in the initiative.
- The Department of HHS collaborated with the Department of Justice in hosting a National Summit on the issue of children exposed to violence. Held June 22 to 24, 1999, in Washington, D.C., the invitation-only meeting of national leaders had a strong prevention focus. Under the leadership of Eric Holder, the Deputy Attorney General, the Summit was one part of a broader initiative to focus public attention on the problem, provided information and resources to local communities to improve their responses to assisting victims and their families, and to hold perpetrators accountable.

IV. Enhancing community prevention and response systems by increasing collaboration between HHS and DOJ state and community-based grantees and other community-based groups.

- The Administration for Children and Families (ACF) awarded a four-year Family Violence Prevention and Services grant from the Office of Community Services to Cangleska, Inc., the tribal chartered nonprofit organization that provides domestic violence services to the Oglala Sioux Tribe in South Dakota, to establish the Sacred Circle, National Resource Center to End Violence Against Native Women. Sacred Circle, National Resource Center to End Violence Against Native Women is a member of the National Resource Center Network. Sacred Circle addresses violence against Native women in the context of the unique historical, jurisdictional, and cultural issues that American Indian/Alaska Native Nations face. Sacred Circle also provides the focal point to establish a multi faceted systemic response to facilitate nonviolence in American Indian/Alaska Native communities.
- ACF has met with the Asian American Institute on Domestic Violence to address the needs of the Asian community, discussing the need for and benefit of developing strategic linkages with domestic violence researchers.
- ACF has established the National Latino Alliance for the Elimination of Domestic Violence (ALIANZA), which seeks to promote culturally and linguistically appropriate strategies that empower the Latino family and the culture in every aspect of domestic violence prevention and intervention work. Meetings during FY 1999 that will addressed the issues of the impact of welfare reform, immigrant and health care reform, as well as their impact on Latino access to care.
- The National Domestic Violence Hotline has been working to improve outreach to deaf battered women, and to support local programs with information on how to better serve this population. The Hotline mailed surveys to 650 programs nationwide and learned that most programs did not feel confident in the ability to respond to deaf abused women. The Hotline is responding to local programs with additional information to assist them in reaching this population. Funding was provided for four new projects on domestic violence and women with developmental disabilities.
- The Centers for Disease Control and Prevention (CDC) has funded, for an additional five years, an online electronic network run by the Pennsylvania Coalition Against Domestic Violence (PCADV). This online electronic network (VAWNET) is designed to enhance the ability of state domestic violence and sexual assault coalitions, and allied national organizations to develop and support effective local, state and national intervention and prevention initiatives through further development, expansion, and evaluation of a national electronic network on violence against women. The funding creates the opportunity to provide state domestic violence and sexual assault coalitions, and allied organizations with more immediate access to information and with a more efficient method of communicating about prevention and intervention initiatives.
- The Centers for Disease Control (CDC) and Prevention has awarded the Pennsylvania Coalition Against Rape a five-year cooperative agreement to establish the National Sexual Violence Resource Center (NSVRC). The purposes of the Center are to strengthen the existing support system serving sexual assault survivors; provide leadership in the prevention of sexual violence; provide comprehensive information and

resources, policy analysis and development; provide technical assistance and professional consultation to sexual assault programs, nations, State and local organizations, community volunteers, and the media designed to enhance community response to and prevention of sexual violence; compile, synthesize, and distribute research and evaluation findings, including those funded by Federal, State, and local agencies, foundations, sexual assault practitioners, professional associations, and universities; and publish and disseminate information on demonstration projects, prevention and intervention techniques; identify areas where additional information and research are needed to complement policy and practice; and recommend next steps for additional data compilation, innovative demonstration projects, sexual violence treatment programs, program administration, and service evaluations.

- CDC has awarded ten cooperative agreements to Women's Center, Inc. in Marquette, Michigan; University of Texas Health Science Center in San Antonio, Texas; Defensa de Mujeres in Watsonville, California; Maine Ambulatory Care Coalition in Manchester, Maine, Federated Dorchester in Dorchester, Massachusetts; Hope House of South Central Wisconsin, Inc., Baraboo, Wisconsin; SafeSpace Shelter of Dade Co., Inc., Miami, Florida; Spokane County Domestic Violence Consortium, Spokane; Washington, Women's Resource and Shelter Space, Eugene, Oregon; and the Family Violence and Rape Crisis Services, Inc. Siler City, North Carolina - to continue to evaluate the effectiveness of coordinated community responses in addressing intimate partner violence. The purpose of these projects is to enhance existing and new community prevention and response systems through collaboration at the community level, including community-based organizations, service providers, health care providers, criminal justice system, businesses, etc. The awards are made annually for three-year projects.
- Region IV's Office of the Regional Director is holding a series of state-based conferences on domestic violence. Planned with state and community partners, these conferences focus on partnership opportunities across public health, domestic violence service providers, law enforcement, child welfare, and community-based organizations. The two conferences in this calendar year were held in Montgomery, Alabama and Raleigh, North Carolina. The next conference, to be held in August, 2000, will be in Nashville, Tennessee.
- The SAMHSA-CMHS School Violence Prevention Program: Enhancing Resilience - CMHS is currently involved in two major grant programs to decrease school violence and promote the healthy development of children. The first, *Safe Schools/Healthy Students*, is a collaborative effort of the U.S. Departments of Health and Human Services, Education and Justice. It will provide grants totaling \$180 million to approximately 50 local education authorities who can show evidence of a partnership with local mental health and law enforcement. The second, *The School Action Grant Program*, will provide \$5.7 million to approximately 30 sites. The target populations of these programs are pre-school and school-age children and adolescents *and their families* who are already involved in, or at risk of being involved in, violence as perpetrators, victims, or witnesses. Research is clear that the most effective programs provide preventive and treatment services not just for children, but for their parents, teachers, and other care givers as well.

- The Sacred Circle, as a member of the national resource center network, addresses the issues of violence against native women in the context of the historical, jurisdictional and cultural context that American Indians and Alaskan Native Nations face. The Sacred Circle, formally known as the National Resource Center to End Violence Against Native Women, has developed a comprehensive set of materials to use in their training institutes which they present to Indian Tribes and Tribal organizations.
- Battered Family Service of Gallup, New Mexico has developed an approach that incorporates both Traditional American Indian and Western teaching into their program. The program also utilizes sandtray therapy which is non-verbal symbolic technique, with women and children across cultures. Morning star in Albuquerque adheres to traditional American Indian practices and teaching providing a cultural relevant environment for American Indian women.
- ACF will be holding a conference "Bridges to the Future: Policies, Practices, Partnerships for Eliminating Domestic Violence in the New Millennium" in Philadelphia, August 6-8, 2000. The conference will foster discussions among diverse groups representing Federal/State/and local Child Support, TANF, Child Care, Head Start, and Child Welfare Workers, and domestic violence advocates. Senator and Sheila Wellstone will speak at the conference and over 400 participants are anticipated. The conference is being sponsored by a number of ACF components and the National Coalition Against Domestic Violence.
- ACF/OCS supported the National Institute on Domestic Violence in the African American Community at its annual forum at the University of Minnesota on June 1-3, 2000. The title of the forum was "Substance Abuse and Domestic Violence: Understanding the Nexus for Change Among African Americans." The forum explored the nexus between these two issues as it affects African Americans and identified opportunities for change in the area. The forum also provided an opportunity for scholars and practitioners to mobilize around these two areas. Featured presenters were Dr. Larry Bennet and Dr. Frances Brisbane.
- ACF has provided support to the Women of Color network as they have developed a national resource guide and training manual that identifies individuals throughout the country with skill and experiences which can be employed through this network against domestic violence. This guide provides a solid basis for leadership development.
- ACF/OCSE has several court liaisons that have been developing linkages between the judiciary and the child support community. This work is taking a number of forms including forthcoming articles in the newsletter of the National Center for State Courts, a forthcoming article in Judicature, and presentations at judicial and bar conferences, including that of the American Bar Association later this year.
- In FY 2000, ACF/OCSE will convene a group of judges, court administrators, and experts on domestic violence, to develop recommendations for the implementation of the Family Violence Indicator override process. ACF is developing a State Practice Guide on the Family Violence Indicator that will be released later this year.

- ACF/OCSE has been working with the Battered Women's Economic Justice Project in the Development of a Guide to Child Support for Domestic Violence Advocates. Publication of the manual is anticipated at the end of FY 2000.
- On September 27-28, 1999, the first OWH Regional Domestic Violence Conference was held in collaboration with DOL, DOJ, and the University of Missouri-Kansas. The conference was attended by 250 participants from the service, faith, law enforcement, and education communities.
- Office on Women's Health, Centers of Excellence at University of Illinois in collaboration with the Circuit Court of Cook County, University of Illinois' Department of Psychiatry has launched a new mental health clinic in the Domestic Violence Courthouse. The clinic's aim is to serve women with mental health problems related to domestic violence, as well as their children and other family members. This clinic is staffed by a full time social worker and a case manager, to conduct initial assessments and facilitate referrals to needed care.
- HRSA has announced a new grant opportunity to improve systems of care for pregnant women experiencing domestic violence. The three-year demonstration program will develop/enhance systems of care that identify pregnant women who are experiencing domestic violence/abuse and provide appropriate information, referrals, and linkages to interventions. Awards will be made by September 30, 2000.
- HRSA helped to fund the State of Alaska to develop models for training health care professionals in urban, rural, and frontier areas to recognize and intervene appropriately in cases of domestic violence, using train-the-trainer workshops for teams of local providers, including traditional healers. Due to the success of the project, supplemental funding has been added for an evaluation and development of materials to support replication. Materials will include an instructional manual on implementing a family violence prevention project and a training curriculum manual on customizing materials.
- HRSA supports innovative primary care practice arrangements (nurse managed centers) that have also incorporated domestic violence prevention activities into their projects. In New York, targeted populations for these programs include people who are arraigned for misdemeanors in Midtown Community Court and students in public schools with limited access to health services. These students come from families living below the poverty level in communities with the highest crime and reportable illness rates in Manhattan. The students are primarily Hispanic and African American. Previous nurse managed clinics funded by HRSA provided services to survivors of sexual assault and child abuse and neglect.
- Several HRSA-supported projects being carried out to provide enhanced rural health services have supported the integration of domestic violence treatment and prevention elements into their programs through community-based consortiums. They include:

- The education and training component of the Healthy Families program for the prevention of family violence at the Sunshine Community Health Center in Alaska is combining with a new substance abuse prevention and treatment program, expanded mental health services, and extended primary care services to improve the health and well-being of families in the Center's service area which covers 12,250 square miles. The population served includes poor white families as well as several extended Alaska Native families. The project is training new lay providers and community volunteers to augment the services of the existing highly-trained mental and primary health professionals.
- Domestic violence and depression are among the key problems being addressed through the Kaibeto Health Services project in a poor, under served isolated area on the Navajo Reservation in northern Arizona. The project supports a primary care clinic to provide comprehensive health, social, and health promotion services to the reservation community. This program seeks to increase community self-sufficiency and improve health status through the provision of primary care and preventive health education services that lead to healthier lifestyles by encouraging self-responsibility.
- Through a community partnership in rural central South Carolina, domestic violence is being addressed as part of essential health services and behavioral health prevention services to school-age children and families living in under served communities. Comprehensive school-based services are being provided at three school sites and through a mobile medical unit. In addition to violence prevention activities, services will include primary care, mental health counseling, social work, pregnancy prevention, health education, health promotion, referral, case management, and follow-up services for substance abusers. Lay persons are being trained as Community Health Aides to conduct outreach and assist professionals with direct service delivery and carry out other program activities.
- HRSA's Healthy Families program provides screening and assessment through home visiting services to about 60 families of newborns who have been determined to be at risk for poor outcomes. The Nurturing Families program offers parenting education to families with children aged 4 to 12 to enhance family functioning by improving communications, increasing self-esteem, and fostering appropriate expectations. A collaborative rural health project under these programs is being conducted in Maine. The project is enhancing preventive education services to families in Knox County, targeting families of teens, and families residing in isolation or offshore islands. The rate of juvenile arrests in Knox County is 48 percent higher than the Statewide average. The program will establish a continuum of services to Knox County families with children from birth to age 18 and provide services for two island communities.
- A HRSA-funded school-based project in rural Vermont is addressing the problems of chronic disease, domestic violence, and substance abuse in four communities. The project expects to reach an under served, low-income, and transient population. The program consists of: (1) a school-based clinic; (2) a

community outreach and health education program; and (3) an arena for interagency human service cooperation and coordination. Its goal is to improve the health status of the community and ultimately lower health care cost.

V. Increasing the knowledge base about family and intimate violence, through data collection and research

- CDC and NIJ funded six new research grants in the violence against women field. These projects address issues including child sexual violence risk factors, two longitudinal evaluations of a dating violence curriculum and batterer's treatment programs, the evaluation of prevention and intervention programs in a variety of rural and/or ethnic communities.
- CDC staff authored three Morbidity and Mortality Weekly Reports (MMWRs) over the past six months. The MMWR articles addressed training for health care providers in West Virginia, results from the Georgia Women's Health Survey, and results of the evaluation of the STOP IT NOW! child sexual abuse prevention programs.
- NIH has established a trans-NIH Child Abuse and Neglect Working Group (CANWG) comprising representatives from most NIH Institutes and the Office of Behavioral and Social Sciences Research, the Office of Research on Women's Health (ORWH), with participation from other federal agencies. CANWG meets regularly to review NIH research efforts in child abuse and neglect, identify accomplishments and future research needs, and coordinate child abuse-related research efforts.
- Research supported by NIH-NIMH in the area of domestic violence has served the function of developing more reliable scientific knowledge by: (1) collecting systematic data on the epidemiology, characteristics, and course of different forms of violence; (2) documenting significant, serious mental health consequences in victims of domestic violence; (3) identifying risk factors that are associated with either perpetration or victimization in domestic violence; and (4) developing and testing interventions to prevent the occurrence and to ameliorate the mental health consequences of domestic violence.
- NIH-NIDA has a number of initiatives regarding violence against women and within the family including: (1) research on drug treatment for women who have been exposed to violence and have a diagnosis of post traumatic stress disorder; (2) prevention research both to prevent violence and to intervene after exposure to prevent substance abuse; (3) an amendment to all relevant NIDA program announcements to include research on the occurrence and health consequences of violence, drug abuse, and HIV/AIDS; and (4) the NIDA Research Program on the Etiology and Consequences of Drug Abuse among Women which supports a wide range of studies on violence against women, gender differences in child abuse and child neglect, and women both as victim and as perpetrator of violence.
- NIH-NIAAA has funded many extramural studies in response to a program announcement entitled, Research on Relationships between Alcohol and Violence. The

program announcement broadly calls for studies that 1) advance understanding of the biological and psychosocial mechanisms underlying associations between alcohol consumption and interpersonal violence, 2) identify and test interventions to reduce and/or prevent alcohol-related violence, and 3) explore the alcohol-related sequelae of such violence including studies of family violence. Other studies focus on treatment and health services research to address problems of victims of sexual assault and domestic violence.

- The National Institute of Child Health and Human Development (NICHD) has a broad research portfolio that is dedicated to advancing women's health. In FY 1999, the Institute continued to support several projects that study violence against women, especially in the area of women's reproductive health. Listed below are descriptions of this research.
 - NICHD-supported scientists are conducting an epidemiological study on violence as a risk factor associated with spontaneous abortion in urban, low-income women. The investigators are seeking to characterize the prevalence and type of violence experienced by women early in their pregnancy; evaluate whether violence during pregnancy is an important independent risk factor for spontaneous abortion; evaluate whether the frequency, nature, or timing of violence affects the risk of spontaneous abortion; and generate hypotheses regarding prevention and intervention programs for urban, low-income pregnant women.
 - In another related project, researchers are conducting a longitudinal study of pregnant women who have been physically abused by their male partners. The study will examine the patterns of partner violence during the pregnancy and after childbirth, how the violence effects the mental well-being of the abused mother, and also whether the infant is at risk.
 - Scientists are also trying to determine predictors of relationship violence in inner-city youths. Data from this study will provide some of the first detailed information on how partners contribute to the formation of violent relationships, how such attitudes and practices may be formed during late adolescence, and the variations of such contributions by gender and across ethnic groups.
 - Under a congressional directive (House Report 104-659), the NIH convened a working group to support research on child abuse and neglect. Building on the progress of the working group, the NICHD is participating in an FY 2000 initiative for research on child neglect. One area the research initiative is targeting is the impact of neglect on individual development during infancy, childhood, adolescence, and adulthood. An implicit goal of such research, from an NICHD perspective, is to help determine to what extent childhood abuse and neglect may influence violent and other behavior as children develop and reach adulthood.

- In addition, A trans NIH conference on Youth Violence, coordinated by the OBSSR, is occurred on October 28-29, 1999. An RFA entitled "Research on the Development of Interventions for Youth Violence" was released in April, 2000.
- The Substance Abuse and Mental Health Services Administration (SAMHSA) awarded \$7.3 million in Knowledge Development and Application (KDA) grants to 14 community-based programs in 10 states for a study of women with substance abuse and mental health problems who are victims of violence. In FY 2000 SAMHSA anticipates awarding 10 new grants. A Data Coordinating Center was awarded \$1.2 million to provide guidance and direction in program development to the grantees.
- SAMHSA's Second National Conference on Women, *"Life Pathways: Women Healing, Thriving, and Celebrating,"* took place June 27-30, 1999 in Los Angeles, California. Violence Against Women issues were highlighted during this conference.
- SAMHSA through its Center for Mental health Services(CMHS) is addressing the issue of violence against women through a number of studies:
 1. SAMHSA's *Women, Co-Occurring Disorders and Violence Study* addressees the psychological and emotional consequences of violence in women with histories of physical and/or sexual abuse, trauma, substance abuse and mental illness.
 2. *Women, Co-Occurring Disorders and Violence Study : Children's Substudy* is researching the risk and resiliency factors of children whose mother's have co-occurring disorders and histories of trauma.
 3. *Synthesis and Policy Forums on Mental Health Services for Trauma Victims* are assisting State Departments of Health understand the opportunities and pitfalls associated with providing services to persons who are the victims of trauma.
 4. *Violence Against Gay, Lesbian and Bisexual Youth Study* is examining the existing research on violence against gay, lesbian, and bisexual youth and the impact of such violence on the mental health of the victim and their family
 5. *Community Youth Mental Health Promotion and Violence/Substance Abuse Prevention Partnership Program-* is examining the effect of successful, long-term promotion and prevention programs which promote mental health and prevent violence and substance abuse among youth.
 6. *Youth Violence Prevention Cooperation Agreements*-provide communities with the opportunity to engage both mental health and non-mental health organizations in addressing the issues of promoting healthy development, enhancing resilience, and preventing violence and substance abuse among youth.
- In addition, CMHS through a collaborative effort with the Departments of Education and Justice is addressing violence in children, adolescents and their families. The *Safe*

Schools/Healthy Students Program through partnerships have developed and are implementing comprehensive plans to promote healthy development, fostering resilience in the face of adversity, and preventing violence for children, their parents, teachers, and other caregivers as well.

- AHRQ plans to release a RFA that calls for projects to conduct research on the outcomes, effectiveness, and cost-effectiveness of programs for early identification and treatment of domestic violence. The goals of this RFA are to develop new knowledge in the prevention of domestic violence, improve the identification of patients at risk, and evaluate outcomes and effectiveness of health care interventions designed to treat domestic violence victims.
- Office on Women's Health Region X has funded an Asian Pacific Islander American (APIA) Domestic Violence Project to assess the prevalence and incidence of domestic violence in the APIA community through the Seattle-based APIA women and Family Safety Center.
- Center of Excellence in Women's Health, funded by the HHS Office on Women's Health, University of California at San Francisco Alliances/Partnerships has spearheaded a community partnership grant entitled, "Evaluating Domestic Violence Shelter Services for Ethnically Diverse Women." The project seeks to evaluate community-based services for diverse battered women through the use of both qualitative and quantitative research methods. The study also seeks to gather an understanding of how domestic violence shelters can best help ethnically diverse battered women live without violence by examining their experiences in shelters.
- Battered Women in Health Care Settings: A Qualitative Study - This study at the Center for Health Improvement and Prevention Studies (CHIPS), conducted in-depth face-to-face interviews with battered women. The study sought to uncover patient, provider, and organizational barriers to receiving optimal health.
- How Health Care Professionals Help Battered Women - Data from in-depth interviews with survivors of domestic violence have revealed that many victims and physicians "dance" around the issue of domestic violence, yet with or without direct identification and disclosure, the validation these battered patients received from their health care professionals provided "relief" and "comfort." In some cases, it was found that validating experiences served as turning points in the women's perceptions of their relationships with the abusers and helped them move toward safety.
- Identifying Patients Who Are Victims of Domestic Violence: The Physician's Experience - Six focus groups were conducted with health care providers in the following physician-specialties: Emergency Department, OB-GYN, and Primary Care. The goal of the groups was to understand, from the physicians' perspectives, their beliefs about domestic violence and how those contribute to what they consider positive health care experiences for survivors, and their

clinical practice behaviors regarding the provision of health care to battered women.

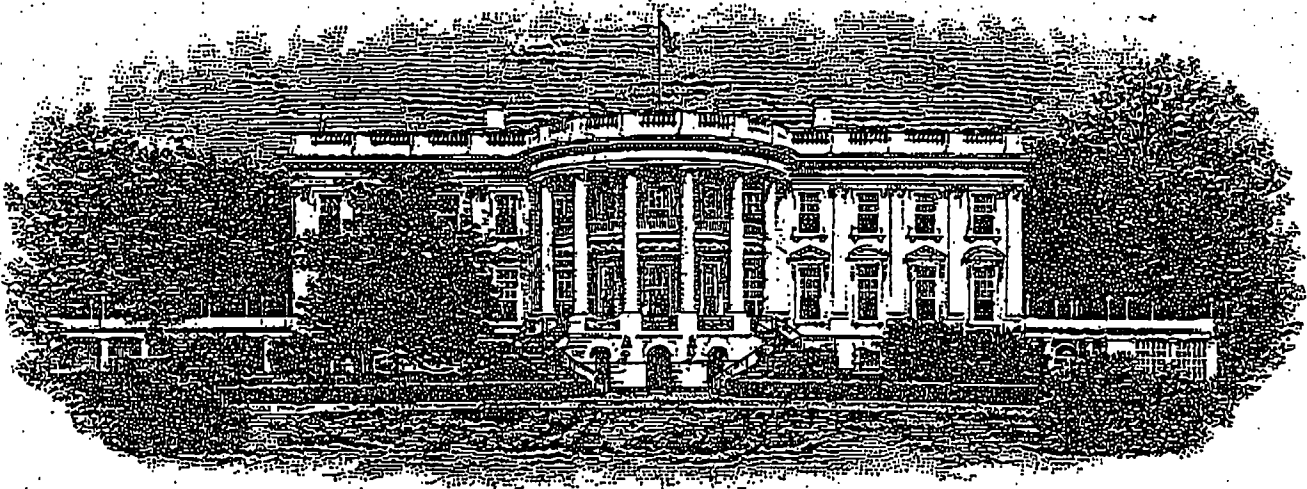
- **Simplifying the Physician's Response to Domestic Violence** - This project proposes that rather than asking physicians to identify, validate, document, refer, report, and follow-up on domestic violence, their task should be limited to identification of domestic violence and validation of its victims, followed by referrals to a domestic violence expert within the health care team. Simplification of the individual physician's role in the health care system's response to domestic violence could lead to improved efforts to identify and treat the victims of domestic violence.
- **The Influence of Race/Ethnic Differences on Patient/Provider Communications about Domestic Violence** - Hundreds of randomly selected Latina, white, and black women receiving care in one of three primary care clinics at San Francisco General Hospital were interviewed about the presence of violence in their lives. The data was collected in order to create a "survivor's profile," identify possible racial/ethnic differences on disclosure barriers, satisfaction with care received, and preferences for interventions, and identify associations between violence and physical and mental health indicators.
- **Mandatory Reporting of Domestic Violence: What do Patients and Physicians Think?** - Focus groups were convened with abused women from four ethnic groups to elicit women's views about mandatory reporting for domestic violence. The study found that mandatory reporting may pose a threat to the safety and well-being of abused women and may create unforeseen barriers to service delivery.

VI. Providing education, training and support for battered women and their families.

- **Office on Women's Health, Region III:** Planned and conducted along with the Clinicians' Regional Advisory Network a conference titled "Clinicians and Domestic Violence: Victim or Victor." The conference was attended by more than 80 health care workers from the HRSA community health centers and was aimed at improving clinicians' understanding of the legal system in domestic violence cases and their role. On October 1, 1999, Work to End Domestic Violence Day was created to provide educational materials on D.V. for federal workers at the Public Ledger Building in Philadelphia.
- **Office on Women's Health, Region V:** A monthly seminar was convened in collaboration with the Office of Women's Health in the Illinois Dept. of Public Health, the Cook County Commission on Women's Issues, The National Center of Excellence in Women's Health at the University of Illinois in Chicago and the Women's Bureau of the Dept. of Labor. One topic was on domestic violence and the attendees, an audience of predominantly working women, was given information on how to assist victims of domestic violence, on the cycle of partner violence, and the numerous resources in the Chicago area that help address issues of domestic violence.

- Office on Women's Health, Region VII: Developed and distributed 1200 cards to victims/providers of domestic violence. Developed a regional resource directory targeting social services available for D.V. victims and distributed at the D.V. Region VII Conference.
- Office on Women's Health, Region VIII: On October 12-22: Federal Office Building Lobby in Denver, CO had a display of domestic violence awareness materials for federal employees.
- The Speakers Bureau of The Center of Excellence in Women's Health at Magee Women's Hospital, funded by HHS, Office on Women's Health provides speakers to community groups. Domestic violence is one of the many topics addressed by speakers.
- Informercials by WTEA-TV and The Center of Excellence at the University of Michigan funded by HHS, Office on Women's Health address several women's health issues, including domestic violence. Additionally, the Corner Health Center has formed the Youth Theater Troupe. This Troupe, consisting of students, and led by a coordinator from Corner Health, performs a variety of skits on topics such as acquaintance rape and violence against women, and is then followed by facilitated discussions.
- The Center of Excellence at Indiana University, funded by HHS, Office on Women's Health has prepared pamphlets and fact sheets are being prepared for lay people and health care providers on several women's health topics, including domestic violence. There are various target audiences for the pamphlets and fact sheets. Pamphlets are being created for lay people who attend clinics and health fairs, and fact sheets are being designed for primary care physicians at Indiana University, Wishard Hospital, and others in the community.
- The Center of Excellence at Wake Forest University funded by HHS, Office on Women's Health held a Domestic Violence: Excellence Triathlon, a week-long public initiative that serves to educate consumers about domestic violence. Programs target all age groups, as well as both men and women. Events include a forum on sexual assault, community seminars, a health fair at the local mall on healthy relationships, a one-woman play, a silent witness exhibit which honors the lives of women who have been killed by violence, the Clothes Line Project, a Triathlon, the Splash and Dash and Fun Run (to increase awareness and raise money), as well as other activities.
- Also at Wake Forest Center of Excellence, Taking Care of Our Sisters is a multifaceted health outreach program created to encourage, educate, and promote good health for women of all ages. Information is to be distributed in safe and comfortable environments for women (i.e., malls, churches, community centers). One of the five aspects of the program includes focusing on one monthly topic which will be featured at a local library. The November 1999 lecture topic was Domestic Violence.

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: 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

President
Michael D. Robinson
Director
Michigan State Police
East Lansing, MI

Immediate Past President
Ronald E. Neubauer
Chief of Police
St. Peters, MO

First Vice President
Bruce D. Glasscock
Chief of Police
Plano, TX

Second Vice President
William B. Berger
Chief of Police
North Miami Beach, FL

Third Vice President
Joseph Samuels, Jr.
Chief of Police
Richmond, CA

Fourth Vice President
Joseph M. Pollack
Chief of Police
Garden Grove, CA

Fifth Vice President
Joseph G. Estey
Chief of Police
Hartford Police Department
White River Junction, VT

Sixth Vice President
Mary Ann Viverette
Chief of Police
Gaithersburg, MD

International Vice President
Christer Ekberg
Director
Swedish National Criminal
Intelligence Service
Stockholm, Sweden

Treasurer
Donald G. Pierce
Chief of Police
Bellingham, WA

Division of State Associations
of Chiefs of Police
General Chair
William P. Nolan
Chief of Police
North Little Rock, AR

Division of State and Provincial Police
General Chair
LeRoi R. Howard
Superintendent
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.

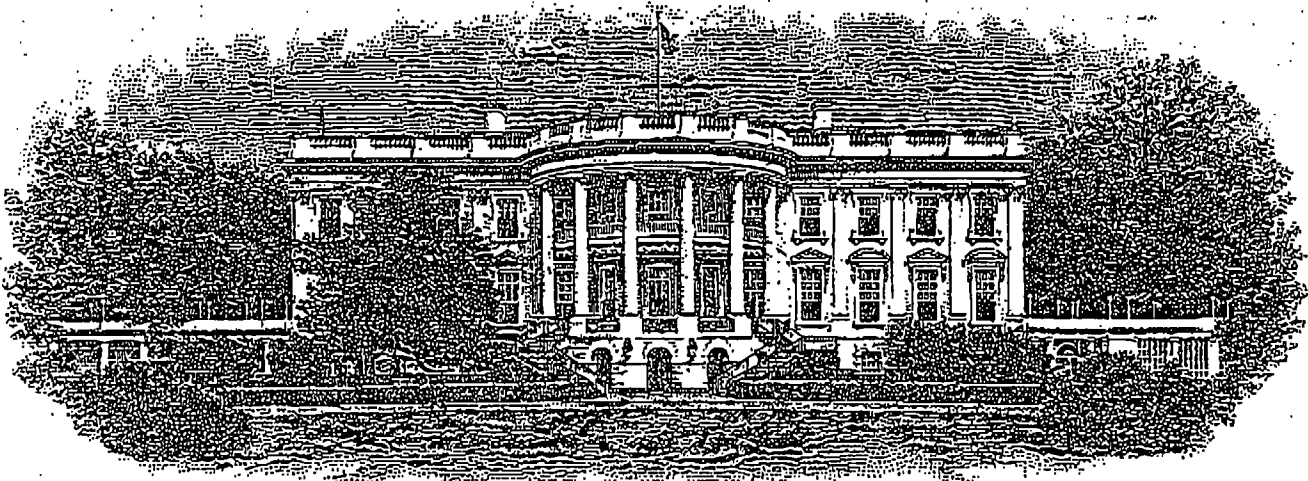
Since its enactment in 1994, the resources provided by the Violence Against Women Act have allowed law enforcement agencies to combat gender-based violence in a more efficient and effective manner. For example, the STOP grant program has allowed law enforcement agencies throughout the nation to develop 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

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.

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.

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.

To: Heather Howard

From: Tim Quinn

Date: June 10

Re: VAWA Resolution

Passed By The Crime & Social
Policy Committee.

Please call if you need
anything else.

Tim

Resolution No.

Submitted By:

The Honorable Rita L. Mullins
Mayor of Palatine

REAUTHORIZATION OF VIOLENCE AGAINST WOMEN GRANT PROGRAMS

1. **WHEREAS**, the United States Congress passed, and President Clinton signed, the Violence Against Women Act (VAWA) of 1994, which strengthened criminal laws, established the National Domestic Violence Hotline, and created grant programs to encourage a comprehensive community response to violence against women across America; and
2. **WHEREAS**, VAWA and related legislation have created federally funded programs to assist state and local governments and nonprofit agencies in their efforts to address violence against women in our communities by training personnel, enforcing laws, assisting victims of violence, and holding perpetrators accountable; and
3. **WHEREAS**, the U.S. Departments of Justice and Health and Human Services have awarded more than \$1.5 billion through VAWA grant programs since 1994, directing critical resources to our communities' collaborative efforts to respond to violence against women; and
4. **WHEREAS**, VAWA grants have provided needed federal funding to support critical state and local programming and initiatives that benefit cities across our nation, such as hiring and training law enforcement officers, prosecutors, victim advocates and court personnel, creating specialized domestic violence police and prosecution units, providing shelter and services for victims of domestic violence, providing civil legal assistance for victims of domestic violence, funding community-based domestic violence and sexual assault programs, and training health care and social services professionals; and
5. **WHEREAS**, the partnership between federal, state, and local governments created by VAWA has helped jurisdictions to improve the way they handle domestic violence and sexual assault cases and establish an infrastructure needed to improve our communities' ability to respond to violence against women; and

6. **WHEREAS**, the authorization for most of these VAWA-related grant programs expires at the end of fiscal year 2000; and
7. **WHEREAS**, we must maintain and improve upon our achievements in the fight to stop violence against women, assist victims, and hold perpetrators accountable; and
8. **WHEREAS**, reauthorization legislation has been introduced in the 106th Congress,
9. **NOW, THEREFORE, BE IT RESOLVED** that the U.S. Conference of Mayors supports the Violence Against Women Act grant programs and urges Congress to reauthorize these programs through fiscal year 2005 to continue to promote a comprehensive community response to violence against women; and
10. **BE IT FURTHER RESOLVED** that the new VAWA legislation should contain the following elements to help our cities combat violence against women:
 - re-authorization through fiscal year 2005 of the VAWA grant programs;
 - authorizing legislation for the Domestic Violence Victims' Civil Legal Assistance Program,
 - extension to fiscal year 2005 of the authorization of the Grants to Combat Violent Crimes Against Women on Campuses Grant Program;
 - an amended definition of domestic violence under all VAWA grant programs to permit projects to target services to victims of dating violence in all jurisdictions;
 - direction of critical resources toward traditionally underserved populations;
 - a specific allocation for courts and re-authorization of grants for model judicial training programs; and
 - protection for immigrant victims of domestic violence.

Children Exposed to Domestic Violence

Domestic violence has profoundly negative consequences, not only for those who are subjected to the violence itself. Many children who are witnesses – or are exposed – to domestic violence suffer adverse consequences, as well. The following statistics demonstrate the magnitude of the problem of children exposed to domestic violence, and the potential effects of that exposure:

Incidence of children who are exposed to domestic violence

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

The Effect of Witnessing Domestic Violence on Children

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

Co-incidence of Domestic Violence and Child Abuse and Neglect

- ❖ Domestic violence may be the single major precursor to child abuse and neglect fatalities in this

country. U.S. Advisory Board on Child Abuse and Neglect. (1995). *A nation's shame: Fatal child abuse and neglect in the United States: Fifth report*. Washington, DC: Department of Health and Human Services, Administration for Children and Families, p. 253.

- ❖ In homes where domestic violence occurs, children are physically abuse and neglected at a rate 15 time higher than the national average. Osofsky, J.D. *Children who witness domestic violence: The invisible victims*. Social Policy Reports: Society for Research in Child Development (1995) 9:3.
- ❖ It is estimated that between 30% to 60% of families in which there is domestic violence also include children who are abused. Edleson, J., *The Overlap Between Child Maltreatment and Woman Abuse*, (1999).
- ❖ The most chronically violent husbands have a nearly 100% probability of also physically abusing their male children. Ross S., *Risk of Physical Abuse to Children of Spouse Abusing Parents*. Child Abuse and Neglect (1996), 20:589-598.

The Effect of Child Abuse and Neglect on Children

- ❖ There is a significant link between victimization in childhood and later involvement in violent crimes. Individuals who are abused or neglected as children are more likely to be arrested as juveniles and as adults for a violent crime. On average, abused and neglected children begin committing crimes at a younger age, they commit nearly twice as many offenses as nonabused children, and they are arrested more frequently. (Spatz Widom, Cathy. *The Cycle of Violence*. National Institute of Justice (1992).
- ❖ According to one retrospective study, victims of child abuse and neglect were 59 percent more likely to be arrested as juveniles and 27 percent more likely to be arrested as adults; child abuse and neglect victims were 29 percent more likely to have committed violent crime than those who had not been maltreated. Maxfield, M.G., and C.S. Widom, *The Cycle of Violence: Revisited Six Years Later*, *Archives of Pediatric and Adolescent Medicine*, 150:390-395.
- ❖ Approximately 80% of abused and neglected children do not commit violent crimes. Widom, C.S., presentation of preliminary findings, NIJ Criminal Justice Research and Evaluation Conference, Washington, DC, July 21, 1997.