



Department of Justice

STATEMENT OF

**SUSAN B. CARBON
DIRECTOR OF THE OFFICE ON VIOLENCE AGAINST WOMEN**

BEFORE THE

**COMMITTEE ON THE JUDICIARY
UNITED STATES HOUSE OF REPRESENTATIVES
SUBCOMMITTEE ON CRIME, TERRORISM AND HOMELAND SECURITY**

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OVERSIGHT OF THE OFFICE ON VIOLENCE AGAINST WOMEN

PRESENTED

February 16, 2012

**Testimony of Susan B. Carbon, Director
Office on Violence Against Women
United States Department of Justice**

Oversight of the Office on Violence Against Women

**United States House of Representatives Committee on the Judiciary
Subcommittee on Crime, Terrorism and Homeland Security
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Introduction

Thank you, Chairman Sensenbrenner, Ranking Member Scott, and members of the Committee for the opportunity to speak with you today. My name is Susan Carbon, and I am the Director of the Office on Violence Against Women (OVW) in the Department of Justice (DOJ). I am here today to discuss the work of OVW in implementing the Violence Against Women Act (VAWA), and the vital role that VAWA has played in our collective efforts to respond to the crimes of domestic violence, dating violence, sexual assault and stalking by enhancing victim safety and autonomy, increasing the availability of victim services, and improving offender accountability.

The mission of OVW is to provide federal leadership in developing the nation's capacity to reduce violence against women and administer justice for and strengthen services to victims. A key role of OVW is to provide financial and technical assistance to communities across the country that are developing programs, policies, and practices aimed at ending domestic violence, dating violence, sexual assault, and stalking. The services that OVW funds under VAWA are available to a wide range of individuals. Grants help victims who are women, men, teenagers, children, elderly, living in rural areas, college students, middle or high school students, persons with disabilities, and persons from many different culturally and linguistically specific populations. VAWA programs fund states, territories, local governments, tribal governments, courts, police, prosecutors, non-profit victim services organizations, colleges and universities, state, territorial and tribal sexual assault and domestic violence coalitions, homeless service providers, and community based programs, including faith-based organizations.

Domestic Violence, Dating Violence, Sexual Assault, and Stalking

Although violent crime has decreased nationwide, the crimes of domestic violence, dating violence, sexual assault, and stalking still devastate the lives of too many women, men, youth, and children. Since then-Senator Biden brought national attention to crimes of violence against women in hearings in 1990, we have learned more about their shocking prevalence. One in every four women and one in every seven men have experienced *severe* physical violence by a current or former spouse, boyfriend, or girlfriend.¹ Stalkers victimize approximately 5.2 million women and 1.4 million men each year in the U.S, with domestic violence-related stalking the

¹ Black, M.C., Basile, K.C., Breiding, M.J., Smith, S.G., Walters, M.L., Merrick, M.T., Chen, J., & Stevens, M.R. (2011). *The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report*. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention.

most common type of stalking and often the most dangerous.² One in ten 9th-12th grade students were physically hurt on purpose by a boyfriend or girlfriend in 2009 alone.³ One in five women and one in 71 men have been raped in their lifetimes, and nearly 1.3 million women in the U.S. are raped every year.⁴ The statistics are sobering – even more so with our understanding that these types of crimes are often the most underreported. Many victims suffer in silence without confiding in family and friends, much less reaching out for help from hospitals, rape crisis centers, shelters, or even the police.

Increasingly, we are learning more about the overwhelming numbers of children exposed to violence and the insidious effects of this exposure. A recent DOJ-funded study concluded that a majority of children in the United States have been exposed to violence, crime, or abuse in their homes, schools, and communities.⁵ Approximately 15.5 million children are exposed to domestic violence every year.⁶ The consequences of this problem are significant and widespread. Children's exposure to violence, whether as victims or witnesses, is often associated with long-term physical, psychological, and emotional harm.⁷ Children exposed to violence are also at a higher risk of engaging in criminal behavior later in life and becoming part of a cycle of violence.⁸ I am honored to work for an Attorney General who has been personally and professionally committed to this issue for many years.

² Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

³ Eaton, D. K., Kann, L., Kinchen, S., Shanklin, S., Ross, J., Hawkins, J., Harris, W. A., Lowry, R., McManus, T., Chyen, D., Lim, C., Whittle, L., Brener, N. D., & Wechsler, H. (2010, June 4). Youth risk behavior surveillance - United States, 2009. *Morbidity and Mortality Weekly Report Surveillance Summaries*, 59(SS-5), 1-142.

⁴ Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

⁵ Finkelhor, D., Turner, H., Ormrod, R., Hamby, S., & Kracke, K. (2009). *Children's exposure to violence: A comprehensive national survey. Juvenile Justice Bulletin* (No. NCJRS 227744). Washington, DC: Office of Juvenile Justice and Delinquency Prevention.

⁶ McDonald, R., Jouriles, E. N., Ramisetty-Mikler, S., Caetano, R., & Green, C. E. (2006). Estimating the number of American children living in partner-violence families. *Journal of Family Psychology*, 20(1), 137-142.

⁷ Dube, S., Felitti, V., Dong, M., Giles, W., & Anda, R. (2003). The impact of adverse childhood experiences on health problems: Evidence from four birth cohorts dating back to 1900. *Preventive Medicine*, 37(3), 268-277.

⁸ Gorman-Smith, D., Tolan, P. H., Sheidow, A. J., & Henry, D. B. (2001). Partner violence and street violence among urban adolescents: Do the same family factors relate? *Journal of Research on Adolescence*, 11(3), 273-95. Foshee, V. A., Benefield, T. S., Ennett, S. T., Bauman, K. E., & Suchindran, C. (2004). Longitudinal predictors of serious physical and sexual dating violence victimization during adolescence. *Preventive Medicine*, 39(5), 51007-16.

Foshee, V. A., Ennett, S. T., Bauman, K. E., Benefield, T., & Suchindran, C. (2005). The association between family violence and adolescent dating violence onset: Does it vary by race, socioeconomic status, and family structure? *Journal of Early Adolescence*, 25(3), 317-44.

Lavoie, F., Robitaille, L., Hébert, M., Tremblay, F., Vitaro, F., Vézina, L., & McDuff, P. (2002). History of family dysfunction and perpetration of dating violence by adolescent boys: A longitudinal study. *Journal of Adolescent Health*, 30(5), 375-83.

Cyr, M., McDuff, P., & Wright, J. (2006). Prevalence and predictors of dating violence among adolescent female victims of child sexual abuse. *Journal of Interpersonal Violence*, 21(8), 1000-17.

Wekerle, C., & Wolfe, D. A. (1999). Dating violence in mid-adolescence: Theory, significance, and emerging prevention initiatives. *Clinical Psychology Review*, 19(4), 435-56.

Wolfe, D. A. (2011). Risk factors for child abuse perpetration. In J. W. White, M. P. Koss, & A. E. Kazdin (Eds.), *Violence against women and children: Mapping the terrain. Volume I* (pp. 31-54). Washington, DC: American Psychological Association.

Knight, R. A., & Sims-Knight, J. (2011). Risk factors for sexual violence. In J. W. White, M. P. Koss, & A. E. Kazdin (Eds.), *Violence against women and children: Mapping the terrain. Volume I* (pp. 125-150). Washington, DC: American Psychological Association.

The Violence Against Women Act

Given the continued prevalence of the crimes of domestic violence, dating violence, sexual assault and stalking and the serious ongoing consequences to victims, their children and our communities, the grant programs authorized under VAWA are an investment in our nation's future. Congress recognized the severity of these serious crimes and our need for a national strategy with the enactment of VAWA in 1994. This landmark federal legislation's comprehensive approach to violence against women combined tough new penalties to prosecute offenders with programs to provide services for the victims of such violence. Congress authorized both formula grant programs and competitive, discretionary grant programs. This flexibility enables states to formulate their own responses to violence while also supporting the nationwide development and dissemination of evidence-based practices that create solutions for different professionals in the criminal justice and civil legal systems.

As a result of VAWA, we have witnessed a paradigm shift in how the issue of violence against women is addressed in the United States, and countless lives have been positively affected. VAWA has led to significant improvements in the criminal and civil justice systems, encouraging victims to file complaints, improving evidence collection, and increasing access to protection orders.⁹ Victims now can reach out for help, call the police, find 24-hour emergency services, and take steps to leave abusive relationships. According to FBI Uniform Crime Report data, between 1993 and 2010, the number of individuals killed by an intimate partner declined 30% for women and 66% for men.¹⁰ The annual incidence of intimate partner violence dropped by 67% during the same time period.¹¹ Fewer people are being victimized, and when they are, they feel safer reporting the abuse to the police. We have witnessed similar gains in the areas of sexual assault with the percentage of victims of rape and sexual assault who said they reported the assault to the police increasing from 28.8% in 1993 to 50% in 2010.¹²

By reducing crimes and the subsequent costs to the criminal justice and health care systems, VAWA has realized cost savings. A 2002 study found that VAWA saved an estimated \$12.6 billion in net averted social costs in its first six years alone.¹³ A recent study showed that the state of Kentucky averted \$85 million in costs by reducing violence and improving victims' quality of life through protection orders.¹⁴ Even small investments in VAWA have been shown to make a difference on the ground.¹⁵

Aldarondo, E., & Castro-Fernandez, M. (2011). Risk and protective factors for domestic violence perpetration. In J. W. White, M. P. Koss, & A. E. Kazdin (Eds.), *Violence against women and children: Mapping the terrain. Volume 1* (pp. 221-242). Washington, DC: American Psychological Association.

⁹ Roe, K. J. (2004). *The Violence Against Women Act and its impact on sexual violence public policy: Looking back and looking forward*. Retrieved from http://www.vawnet.org/Assoc_Files_VAWnet/VAWA-SVPubPol.pdf

¹⁰ Federal Bureau of Investigation. Uniform Crime Report (UCR) Supplementary Homicide Reports (SHR).

¹¹ Truman, J. L. (2011). *Criminal victimization, 2010. Bureau of Justice Statistics Bulletin* (No. NCJRS 235508) Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

Bastian, L. (1995). *Criminal victimization 1993. Bureau of Justice Statistics Bulletin* (No. NCJRS 151658) Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

¹² Truman, 2011.

Bastian, 1995.

¹³ Clark, K. A, Biddle, A., & Martin, S. (2002). A cost-benefit analysis of the Violence Against Women Act of 1994. *Violence Against Women*, 8(4), 417-428.

¹⁴ Logan, T., Walker, R., Hoyt, W., & Faragher, T. (2009). *The Kentucky civil protective order study: A rural and*

VAWA's most profound outcome may be breaking the cycle of violence by reaching children exposed to violence and intervening early when they have experienced assault or abuse. Without intervention, they are more likely to assault other children, join a gang, commit acts of violent delinquency, enter the juvenile justice system, develop psychiatric disorders, fail at school, be victimized by crime, and commit violent crimes as adults.¹⁶ Researchers have found that "recent exposure to violence at home . . . was one of the most significant predictors of a teen's use of subsequent violence at school or in the community."¹⁷ Childhood abuse and neglect increase the odds of arrest as a juvenile by 59%, arrest as an adult by 28%, and arrest for a violent crime by 30%.¹⁸ One study found that, when exposed to abuse as children, men are almost four times more likely to perpetrate domestic violence as adults, and women are 3.5 times more likely to be victimized.¹⁹ VAWA programs are critically important to break this intergenerational cycle of violence and end sexual and domestic violence for good.

VAWA Grant Programs Fulfill the Congressional Vision for VAWA

A key component of OVW's mission is the administration of VAWA grant programs that support the efforts of state, local, and tribal communities across the country and in our territories to create innovative and necessary programs, policies, and practices that serve victims and hold perpetrators accountable. With VAWA funding, communities are forging effective partnerships

urban multiple perspective study of protective order violation consequences, responses, and costs (No. NCJRS 228350). Washington, DC: U.S. Department of Justice.

¹⁵ Boba, R., & Lilley, D. (2008). Violence Against Women Act (VAWA) funding: A nationwide assessment of effects on rape and assault (No. NCJRS 225748). *Violence Against Women*, 15(2), 168-185.

¹⁶ Nelson, H. D., Nygren, P., McInerney, Y., & Klein, J. (2004). Screening women and elderly adults for family and intimate partner violence: a review of the evidence for the U.S. Preventive Services Task Force. *Annals of Internal Medicine*, 140(5), 387-96.

Dube, Felitti, Dong, Giles & Anda, 2003.

Margolin, G., & Gordis, E. (2004). Children's exposure to violence in the family and community. *Current Directions in Psychological Science*, 13, 152-155.

Widom, C. S., Czaja, S. J., & Dutton, M. A. (2008). Childhood victimization and lifetime revictimization. *Child Abuse & Neglect*, 32(8), 785-796.

Kelley, B., Thornberry, T., & Smith, C. (1997). *In the wake of childhood maltreatment. Juvenile Justice Bulletin* (No. NCJRS 165257). Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

Donziger, S. (1996). *The real war on crime: The report of the National Criminal Justice Commission*. New York, New York: HarperCollins Publishers, Inc.

Widom, C. (1989). Does violence beget violence? A critical examination of the literature. *Psychological Bulletin*, 106(1), 3-28.

Rosewater, A. (2003). *Promoting prevention, targeting teens: An emerging agenda to prevent domestic violence* (No. NCJRS 206959). San Francisco: Family Violence Prevention Fund, pp. 21.

Hagedon, J., & Moore, J. (2001, March). *Female gangs: A focus on research. Juvenile Justice Bulletin* (No. NCJRS 186159). Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

Hill, K. G., Lui, C., & Hawkins, J. D. (2001, December). *Early precursors of gang membership: A study of Seattle youth. Juvenile Justice Bulletin* (No. NCJRS 190106). Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

¹⁷ Rosewater, 2003.

¹⁸ Widom, C., & Maxfield, M. G. (2001, February). *An update on the 'cycle of violence'*. *National Institute of Justice Research in Brief*. Retrieved from <https://www.ncjrs.gov/pdffiles1/nij/184894.pdf>

¹⁹ Whitfield, C. L., Anda, R. F., Dube, S. R., & Felitti, V. J. (2003). Violent childhood experiences and the risk of intimate partner violence in adults. *Journal of Interpersonal Violence*, 18(2), 166-185.

among federal, state, local, territorial, and tribal governments, and between the civil and criminal justice systems and victim advocates. For example, in the *six-month* reporting period from July to December 2010 alone, OVW discretionary program grantees reported:

- Over 126,600 female and male victims were served;²⁰
- Over 258,100 services were provided to victims;²¹
- Grantees conducted 6,935 training events and trained 167,043 people;
- 280,075 protection orders were granted in jurisdictions that receive funding from OVW's Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Program); and
- More than 2,500 arrests were made for violations of protection orders.

Moreover, sub-grantees receiving funding awarded by States through OVW's STOP Violence Against Women Formula Grant Program (STOP Program) reported, in calendar year 2009:

- More than 476,200 female and male victims were served;
- Over 921,200 services were provided to victims;²²
- Subgrantees conducted 13,193 training events and trained 254,860 people; and
- More than 3,200 individuals were arrested for violations of protection orders.

These grant funded activities have an impact that goes well beyond the number of victims served, professionals trained, or arrests made. By requiring and supporting grantees' participation in coordinated community responses to domestic violence, dating violence, sexual assault, and stalking, OVW also ensures that these programs can serve as models for other agencies in their jurisdictions. This not only improves the quality of victim services and the criminal and civil justice response, it often changes the attitudes of the community as a whole.

Effective Grant Administration Must Be a Priority

OVW takes very seriously its grant-making responsibilities and is dedicated to managing its grant programs effectively and with transparency. As we continue to move forward as a grant making office, we strive to incorporate guidance we receive from various oversight entities such as the Office of the Inspector General (OIG) and the Government Accountability Office (GAO). We also recognize the inherent challenges that we face in administering millions of precious taxpayer dollars. It is imperative that our grants administration activities inspire public confidence in our ability to carry out our mission. In my tenure with the Office, I have instituted changes to our policies and practices which reflect my commitment to implementing strong financial management of grants.

²⁰ This does not include 2,523 families who were fully and partially served by Safe Haven's Program grantees, 4,672 children and 59 dependents who were fully and partially served by Transitional Housing Program grantees, and 121 families who were fully and partially served by Tribal Government Program grantees.

²¹ Because victims were reported only once in each category of service provided, this number represents the minimum number of times services were provided to victims by discretionary grantees from July-December 2010.

²² Because victims were reported only once in each category of service provided, this number represents the minimum number of times services were provided to victims by STOP subgrantees in 2009.

Grant Administration

One major example of this commitment is the creation of an OVW Grants Financial Management Division (GFMD). Although OVW had been in the planning phases of instituting this division for a number of years, it only came to fruition in time for the processing of our FY 2010 grants. The major services provided by OVW's GFMD include (1) pre- and post-award financial grants administration; (2) technical assistance on financial issues and grants administration to OVW recipients, including via a toll-free customer service line; and (3) financial grants management training to OVW grantees and program staff. The GFMD's knowledge of OVW programs and grantees and familiarity with the challenges faced in the administration of OVW programs has also enabled OVW to more closely scrutinize budgets and identify other issues *before* they become problems, often before awards are even made. The implementation of the GFMD also represents an area of our stewardship of scarce federal dollars. Before we established our GFMD, we conducted a cost analysis of assuming grants financial management functions. We concluded we could do the work less expensively and more effectively, using the on-site expertise to provide closer oversight and more accountability for OVW grantees.

This division is a crucial part of our response to grants challenges which the OIG has highlighted in the past. Unlike the State and local governments and agencies that receive a large portion of the department's grant dollars, many OVW grantees are small non-governmental community and faith-based organizations, often in rural communities. While these grantees share our commitment to ending violence against women, they are often first-time federal grant recipients without sophisticated financial systems to manage their awards. Having our own grants financial management division, allows us to focus on the unique needs of our grantees. For example, some grantees are unfamiliar with the federal grant requirements and may unknowingly violate federal administrative and cost principles. GFMD has identified some of the issues that grantees are facing and provides one-on-one guidance to ensure they have a better understanding of and are aware of the applicable rules and regulations. Another benefit of the GFMD has been its role in improving our grant close-out process. In FY 2010, OVW deobligated \$8,977,137 in grant funds, which were then incorporated into our FY 2011 program initiatives. Another step we have taken to assist our grantees in proper financial management is to provide annual trainings by both the GFMD and the OIG through our grantee orientations. These trainings are open to all discretionary grantees and required for all new grantees.

This fiscal year, the GFMD will be offering a number of topic-specific audio, in-person, and web-based trainings for OVW grantees. OVW proactively offers a range of trainings throughout the year to support grantees and prevent grant management mistakes before they are made. For example, OIG audits of OVW grantees have revealed that poor timekeeping and insufficient records are common problems. The GFMD is now providing specific training on this issue and working with grantees to improve their practices. In response to a recommendation from the OIG, OVW added a section to its program solicitations that requires applicants to respond to a number of questions regarding their financial accounting practices. OVW uses this information to assess the financial capability of the applicant organizations and to identify those organizations that will require additional training and technical assistance prior to making an award. Based on the responses provided to these questions and feedback from the field and

program staff, the GFMD identifies specific subject areas or topics requiring additional clarification or training and provides teleconferences to grantees to address their needs.

We understand that funding decisions impact communities across the country, and therefore these decisions must be made in a fair and transparent manner. A 2010 OIG audit highlighted the need to improve the internal controls of the OVW peer review process. I immediately asked staff to develop recommendations for correcting those issues identified. Recommendations were developed and adopted within short order. To be specific, OVW now requires that all peer reviewers submit their conflict of interest forms before receiving any scoring forms. While this might seem like a small solution, it works. Another issue in the same audit revolved around a handful of instances of inaccurate scoring. While it only affected a few applicants, when communities are competing for limited funds, every miscalculation impacts someone. Therefore we have added a requirement that scores be recalculated and certified when scoring is not automated.

Monitoring

Another inherent challenge in administering grant programs is ensuring the effective monitoring of grant awards for both financial and programmatic compliance and to avoid fraud, waste and abuse. In order to strengthen our monitoring policies and procedures, we developed a new OVW Monitoring Manual for Grants Program Specialists. Program staff have all been trained on the procedures addressed in the manual. Additionally, we have developed a grants management risk assessment tool. The OVW Grant Assessment Tool (GAT) is an automated system through which staff can carefully and impartially assess grant activities. Using this tool, OVW program specialists identify and set monitoring priorities for all grantees based on a standard set of criteria. The GAT also enables OVW to track risk assessments completed by program specialists and better coordinate on-site visits to grantees receiving multiple program awards. All OVW program specialists are required to use this tool to perform initial risk assessments for all new grants and supplemental grant awards. The GAT has made the process of identifying compliance issues with current grantees faster and more efficient by enabling program specialists to have access to a succinct and comprehensive overview of a grantee's performance on each of its current OVW grant awards. This allows for improved intra-office coordination of the review of grant proposals across all 21²³ grant programs administered by OVW.

The many steps OVW has taken to improve grant management have reduced the likelihood that grantees will violate grant requirements either inadvertently or intentionally. Many violations of grant requirements are minor, accidental, and easily cured. Most OIG audit findings regarding OVW grants are not about waste, fraud, or abuse, but rather concern inadequate accounting and insufficient documentation. Once a finding is identified, the OIG issues a recommendation. These recommendations are remedied when grantees provide appropriate documentation and work with OVW and the OIG to improve their accounting practices. The OIG closes the recommendation when it verifies that the problem has been solved or sufficient documentation demonstrates that no problem existed. Findings that may initially seem significant are often fully

²³ OVW administers 3 formula grant and 18 discretionary grant programs. However, because 4 youth programs were consolidated in the 2012 Congressional Budget, OVW will be administering 15 discretionary programs in the future.

addressed or dollar amounts greatly reduced once the appropriate documents are provided. In the overwhelming majority of cases, grantees have spent their funds appropriately and benefit from the lessons learned in the audit process. However, if OVW believes that a grantee has intentionally misspent funds, they are promptly reported to the OIG and may be prosecuted.

Program Consolidation

In addition to assessing our grants management processes, we regularly review the overall administration of our grant programs. Recently this internal review identified the advisability of requesting statutory consolidation of some of our grant programs. VAWA 2005 authorized four new programs that focus on children and youth and expand OVW's programming into the area of prevention. These programs are: Engaging Men and Youth in Preventing Domestic Violence, Dating Violence, Sexual Assault, and Stalking (Engaging Men and Youth); Grants to Assist Children and Youth Exposed to Violence (Children Exposed to Violence); Services to Advocate for and Respond to Youth (Youth Services; and Grants to Combat Domestic Violence, Dating Violence, Sexual Assault, and Stalking in Middle and High Schools (STEP). These programs individually have limited focus: Engaging Men and Youth funds prevention activities; Children Exposed to Violence focuses on children who come from families where there is domestic violence, dating violence, sexual assault, and stalking; Youth Services provides services for youth victims of these crimes; the STEP Program focuses on developing responses in the school environment. All of these activities are critically important to developing a comprehensive response to youth victims and to breaking an intergenerational cycle of violence. If a community wanted to pursue several or all of these activities, however, it would have to apply for and receive multiple grant awards. None of these programs had ever received an appropriation for more than \$3.5 million, so the reach of each program was extremely limited.

To facilitate our ability to fund more comprehensive youth and prevention projects, OVW proposed to consolidate these four small programs into one larger program as part of the FY 2012 and FY 2013 President's budget request. The consolidation was included in the FY 2012 Congressional Budget with an appropriation of \$10 million. The combined program will be able to fund more comprehensive projects in a greater number of communities than OVW is now able to do. Under the consolidated program, OVW will be able to support communities that wish to build comprehensive projects that provide services, promote prevention, and develop other responses that address both exposure and direct victimization.

Department-wide Coordination

In addition to improving our intra-office coordination, OVW has been actively involved in efforts within DOJ to improve coordination among the three major DOJ grant making components – the Office of Justice Programs, the Office of Community Oriented Policing Services, and OVW. In January, 2010, the Department of Justice's three grant components began bi-weekly meetings to address the issues raised by the Office of the Inspector General in the 2009 "Top Management and Performance Challenges in the Department" report and to develop Department-wide policies and procedures to improve grant processes. As a result of these meetings, we now have a Department-wide process for dealing with High Risk Grantees. The group, which is known as the Grants Challenges Working Group, developed and launched

an on-line financial training for grantees of the three components. The Grants Challenges Working Group continues to meet monthly in order to address and prioritize issues raised in OIG and GAO audits, as well as common areas of concern. In addition, there is now a quarterly meeting between the components and the OIG. OVW has found input from the Grants Challenges Working Group and from the OIG, GAO, and others helpful in our efforts to make significant, positive changes to our grant processes where needed. We welcome the continued suggestions and recommendations from these and other organizations.

Coordination within DOJ and among federal agencies also helps reduce duplicative uses of funding. Due to limited grant resources, DOJ encourages agencies to use multiple grant funding streams in a complementary manner in order to implement a comprehensive local approach to reducing crime. Using funding from multiple grant programs may be necessary to fully implement law enforcement and victim service projects in light of limited local and federal resources. In fact, OVW encourages applicants to maximize the impact of OVW grant funding by applying for other federal grants, leveraging state dollars and by contributing to the costs of their projects through in-kind contributions. Nonprofit, nongovernmental organizations often function by combining a number of small grants from various funding streams to provide victims with services to improve safety for themselves and their children. For instance, at a domestic violence shelter, a VAWA Legal Assistance for Victims grant may fund an attorney to help victims get protective orders, while a Victims of Crime Act grant funds a crisis counselor, an HHS Family Violence Prevention and Services Act grant funds a children's specialist who helps children in the shelter recover from the violence they have witnessed, a HUD Emergency Solutions Grant keeps the lights and heat on at the shelter, and a VAWA Transitional Housing grant funds short-term rental assistance for victims who are leaving the shelter and rebuilding their lives. OVW considers such a use of various federal funding streams an effective means of developing comprehensive victim services that can help victims escape their batterers permanently. In contrast, if a grantee were to use multiple funding streams to fund the same full-time victim counselor for the same 40 hours a week, this would be impermissible – and could constitute a fraudulent use of funds. To minimize the risk that grantees will engage in such "double-dipping," in FY 2009, OVW developed an award special condition specifically addressing the issue of duplicative funding in conjunction with the administration of Recovery Act Transitional Housing Assistance Program awards. OVW plans to address the issue of possible duplication of funds in all FY 2012 Grant Solicitations and plans to use this special condition on all OVW program awards beginning in FY 2012.

Cost Controls

Training conferences and meetings play a vital role in providing information, education, coordination, and innovative strategies and approaches to criminal and civil justice professionals and victim service agencies. OVW is fully cognizant of the importance of its fiduciary responsibility and that of its grantees to ensure conference spending is accomplished within proper guidelines and with restraint. OVW has provided explicit guidance to our award recipients about reducing conference costs, including that no OVW funding can be used to purchase food or beverages except under limited extenuating circumstances. Additionally, given the nature of a cooperative agreement and the fact that all of OVW's critical training and technical assistance awards are issued through cooperative agreements, all OVW cooperative

agreement recipients must receive prior approval from OVW for any conference supported with OVW funds. Travel costs must be minimized by finding the most cost effective locations and venues. OVW is also working with grantees to find alternative ways to provide training, such as webinars, teleconferences, and interactive online training modules. These types of trainings are not accessible to all grantees (such as rural grantees without broadband internet access) and may not provide the type of learning necessary to accomplish the training goal (such as building partnerships between police, courts, and service providers), so OVW works with grantees to determine sensible ways of reaching the target audience for a minimal cost.

Measuring Effectiveness

To aid our understanding of the effectiveness of VAWA grants, OVW has undertaken a significant effort to improve how we measure the work of VAWA grantees by developing and revising computerized progress report forms for grantees to collect relevant information. These progress report forms provide OVW with extraordinarily comprehensive and consistent data regarding grantee activities, including both process and outcome measures. While we use these progress report forms as a tool for monitoring, it is my goal to put to greater use this vast data collection. For example, our Transitional Housing grantees report the destination of their clients upon exit from program housing – and these reports tell that a substantial majority of these victims leave for permanent housing of their choice. Not only does this measure show true success for the grant program as a whole, but we should be using it to identify specific grantees with the most promising practices. The data also can reveal gaps in our services or barriers in our statute, which should guide our policy- and grant-making. Academic and governmental research also contribute greatly to our understanding of VAWA’s efficacy. Many of these studies are mentioned in the following sections illustrating VAWA’s achievements.

VAWA Programs Yield Successful Prosecutions

VAWA funds have supported significant improvements in the criminal and civil justice systems. One study finds that VAWA has “significantly strengthened victims’ involvement with criminal justice authorities such as prosecutors and court officers”²⁴ while other researchers have concluded that the “STOP program has been critical to law enforcement and prosecution training, and the development of specialized units.”²⁵

Specialized Responses for Law Enforcement and Prosecution

Law enforcement agencies are charged with identifying and arresting perpetrators of sexual assault, domestic violence, dating violence, and stalking. VAWA anticipates that law enforcement professionals will act to safeguard victims. The manner in which officers and agencies carry out these duties profoundly influences their success or failure in responding to violence against women. Specialized law enforcement units with dedicated staff that deal

²⁴ Cho, H., & Wilke, D. J. (2005). How has the Violence Against Women Act affected the response of the criminal justice system to domestic violence? *Journal of Sociology and Social Welfare*, 22, 125-139.

²⁵ Uekert, B., Miller, N., Dupree, C., Spence, D., & Archer, C. (2001). *The evaluation of the STOP Violence Against Women Grant Program, Law enforcement and prosecution components* (Publication No. NCJRS 189163). Washington, DC: U.S. Department of Justice.

exclusively with sexual assault, domestic violence, dating violence, or stalking often produce better outcomes for victims, police, and prosecution. From July to December 2010, 89 Arrest Program and Rural Domestic Violence, Dating Violence, Sexual Assault and Stalking Assistance Program (Rural Program) grantees reported that they developed or supported a specialized law enforcement unit.

Specialized domestic violence police units collect evidence in a much higher percentage of cases than traditional patrol units.²⁶ The evidence collected by specialized units is more likely to be useful for prosecution,²⁷ leading to higher rates of prosecution, conviction, and sentencing.²⁸ For example, Shelby County, Tennessee used its Arrest program funding to add two new officers to serve protection orders. This led to a 13% increase in the number of protection orders served over the previous reporting period. The City of Cleveland, Ohio used its Arrest program funding to create its first ever domestic violence warrant unit, enabling the police department to serve outstanding domestic violence warrants that otherwise might not have been served due to resource constraints.

Austin, Texas used Arrest Program funds to deliver training on dual arrests and department procedures relating to domestic violence:

A sheriff's office detective, with support from Domestic Violence Unit detectives, held seven domestic violence trainings for 109 sheriff's officers and civilian personnel. There were no dual arrests by sheriff's officers during this report period as a result of the impact of these trainings. Some sample comments from the evaluations: 'Very eye-opening. I was blaming the victim before this.' 'This class gave me a new perspective on domestic violence calls.' 'Instructors have good ideas on how to determine the predominant aggressor.' 'I have handled incidents of domestic violence involving staff and now see clues/symptoms I missed.' Austin Police Department (APD) Domestic Violence Unit detectives trained over 700 APD officers on domestic violence and Family Violence Protection Team procedures including all supervisors and district representatives and a cadet class of 60.

Jurisdictions with specialized domestic violence prosecution programs generally have the highest rates of successful prosecution.²⁹ From July to December 2010, 81 Arrest Program and Rural Program grantees reported that they developed or supported a specialized prosecution unit. In two years, a specialized domestic violence prosecution unit in Chicago convicted 71% of defendants compared to 50% of domestic violence defendants convicted by the rest of the Cook

²⁶ Friday, P., Lord, V. B., Exum, M. L., & Hartman, J. L. (2006). *Evaluating the impact of a specialized domestic violence police unit* (No. NCJRS 215916). Washington, DC: U.S. Department of Justice.

²⁷ Townsend, M., Hunt, D., Kuck, S., & Baxter, C. (2006). *Law enforcement response to domestic violence calls for service* (No. NCJRS 215915). Washington, DC: U.S. Department of Justice.

²⁸ Holleran, D., Beichner, D., & Spohn, C. (2010). Examining charging agreement between police and prosecutors in rape cases. *Crime & Delinquency*, 56(3), 385-413.

Jolin, A., Feyerherm, W., Fountain, R., & Friedman, S. (1998). *Beyond arrest: The Portland, Oregon domestic violence experiment, final report* (No. NCJRS 179968). Washington, DC: U.S. Department of Justice.

²⁹ Smith, B., Davis, R., Nickles, L., & Davies, H. (2001). *An evaluation of efforts to implement no-drop policies: Two central values in conflict, final report* (No. NCJRS 187772). Washington, DC: U.S. Department of Justice.

County office.³⁰ Four years after Milwaukee implemented a specialized prosecution unit, felony convictions had increased five-fold.³¹ Significantly, VAWA Grants to Encourage Arrest Program-funded prosecutors' offices had a 76% conviction rate for sexual assault cases in the second half of 2010.

VAWA funding has supported multi-agency, multi-disciplinary teams to investigate and prosecute sexual assault and abuse cases in the State of Vermont for many years, and the State has now committed to providing all citizens with access to these special investigation units. The most common model for a coordinated community response to sexual violence is a Sexual Assault Response Team, or SART. A SART is a community-based team that coordinates the responses of sexual assault victim advocates, Sexual Assault Nurse Examiners (SANEs), law enforcement, prosecutors, and others who may encounter a victim immediately after an assault. Upon the request of a sexual assault victim, the SANE (or other forensic examiner) conducts a forensic exam and collects evidence in a rape kit while providing the victim with medical care. A victim advocate also provides emotional and practical support before and after the exam, including throughout the law enforcement and criminal justice process.

SART and SANE programs have been found to improve the quality of forensic evidence, improve law enforcement's ability to collect information and to file charges, and increase the likelihood of successful prosecution.³² An OVW-funded project in West Virginia has found that changes following the establishment of a SART include greater communication and collaboration, on-call programs at local hospitals, and intensive training for service providers, nurses, law enforcement, and other professionals. In one county where law enforcement officers previously refused to work with the rape crisis center advocates, the officers now call an advocate when a victim is at the hospital and permit the advocate to be present during the victim interview.

Courts: The Importance of Training and a Dedicated Focus

Domestic violence courts process cases more efficiently, increase offender compliance, impose enhanced penalties, and achieve higher rates of conviction.³³ This helps stem the tide of

³⁰ Hartley, C. C., & Frohmann, L. (2003). *Cook County Target Abuser Call (TAC): An evaluation of a specialized domestic violence court, revised executive summary* (No. NCJRS 202944). Washington, DC: U.S. Department of Justice.

³¹ Harrell, A., Schaffer, M., DeStefano, C., & Castro, J. (2006). *The evaluation of Milwaukee's judicial oversight demonstration, final research report* (No. NCJRS 215349). Washington, DC: U.S. Department of Justice.

³² Campbell, R., Patterson, D., & Lichty, L. F. (2005). The effectiveness of Sexual Assault Nurse Examiner (SANE) programs: A review of psychological, medical, legal, and community outcomes. *Trauma, Violence, & Abuse*, 6(4), 313-329.

Bulman, P. (2009). Increasing sexual assault prosecution rates. *National Institute of Justice Journal*, (264), 14-17.

Campbell, R., Bybee, D., Ford, J., & Patterson, D. (2008). *Systems change analysis of SANE programs: Identifying the mediating mechanisms of criminal justice system impact* (No. NCJRS 226497). Washington, DC: U.S. Department of Justice.

Campbell, J. (2005). Assessing dangerousness in domestic violence cases: History, challenges, and opportunities. *Criminology & Public Policy*, 4(4), 653-672.

³³ Davis, R., Smith, B. E., & Rabbit, C. (2001). Increasing convictions in domestic violence cases: A field test in Milwaukee. *Justice System Journal*, 22(1), 61-72.

Harrell, Schaffer, DeStefano & Castro, 2006.

violence: victims are more inclined to follow through and testify if hearings occur in close proximity to the offense. The longer the lapse in time, the greater the likelihood an offender may persuade the victim to drop the charges, or coerce the victim into declining to testify. National studies have shown that courts need to take a more holistic approach to domestic violence case management in order to fully address the complexities of domestic violence cases and the needs and interests of the victims who seek remedies through the courts.³⁴ In Wisconsin, the Milwaukee County District Attorney's Office recently reported to OVW that:

[T]he new domestic violence case expedition or domestic violence fast-tracking is still in place in the three Milwaukee Domestic Violence Circuit Courts. On average, cases proceed to disposition within 67 days of their initial circuit court appearance. The [Arrest Program] funding made this possible and continues to enable our office to comply with its mandate with competent and effective prosecutions system-wide . . . Today, dozens of cases that would otherwise be dismissed in court due to the failure of the victim to appear as a result of undetected offender intimidation, are cases where the offender is held totally accountable.

OVW has funded highly interactive, effective education programming to enhance judicial skills and challenge judges' attitudes and values about domestic and sexual violence, victims, and perpetrators. A judge from California who recently attended a training with the National Judicial Institute on Domestic Violence said that:

I became a much better judge – better at understanding the enormous impact my decisions have on the families who come into my courtroom, better at making victims of violence feel safe and secure in court, and better at helping these individuals achieve safety, dignity, and support in their own communities. These interactive trainings give judges the opportunity to explore various approaches to solving problems that arise in the courtroom setting, ways to help eradicate future violence, and ways to make reasoned decisions that may end up saving lives.

VAWA Services Make All the Difference

We know that the provision of services to victims and their families is the primary conduit for creating safety. Over the past several decades, victim service providers and communities have worked diligently to create responsive programs and services to meet the often complex needs of victims and their families. Victims who receive comprehensive advocacy and services are more likely to achieve their goals of safety, autonomy, healing, and economic security than women not receiving such support and services.³⁵

Henning, K., & Klesges, L. (1999). *Evaluation of the Shelby County Domestic Violence Court, final report*. Shelby County, TN.

Newmark, L., Rempel, M., Diffily, K., & Kane, K. M. (2001). *Specialized felony domestic violence court: Lessons on implementation and impacts from the Kings County experience* (No. NCJRS 167237). Washington, DC: U.S. Department of Justice.

³⁴ Keilitz, S. (2004). *Specialization of domestic violence case management in the courts: A national survey*. Washington, DC: U.S. Department of Justice.

³⁵ Allen, N. E., Bybee, D. I., & Sullivan, C. M. (2004). Battered women's multitude of needs: Evidence supporting the need for comprehensive advocacy. *Violence Against Women, 10*(9), 1015-1035.

Victims who are seeking services frequently have children with them and request assistance to help their children heal from the trauma they have witnessed. This is why the Attorney General's Defending Childhood initiative is so important. This coordinated effort with our public and private partners will leverage resources throughout the government. OVW is proud to be an active partner. We have provided technical expertise on domestic violence, dating violence, sexual assault and stalking and contributed over \$4 million in grant funding to date. Collaborative efforts between domestic violence and sexual assault organizations and governmental agencies serving children, such as child welfare systems, maximize community resources and ensure that children and youth in need are identified and referred for assistance.

VAWA funds support essential coordination between law enforcement and victim service providers. A grant-funded law enforcement officer from Dauphin County, Pennsylvania articulates how the addition of a victim advocate enables him to concentrate on domestic violence cases. The officer explains:

I am able to spend more one-on-one time with the victims and am able to ensure all aspects of the case have been met and proper charges have been filed. Many times, after speaking with a victim, it is apparent the initial charges are inadequate and more serious charges related to the case are then brought. I am very fortunate that this grant has allowed me to work side by side with a victim advocate. The advocate is able to provide victim services, such as advocacy, support, referrals, crisis intervention, etc., which allows me the ability to obtain more detailed statements and collect evidence which might have been initially overlooked. Having a female victim advocate along also allows me to get follow-up photographs when our forensics unit is unavailable. This program has been so successful that another department has used it as a model to use in their domestic violence program.

Understanding the Needs of Sexual Assault Victims

Congress recognized the need for specialized services for rape victims during the 2005 reauthorization of VAWA by creating the Sexual Assault Services Program (SASP), the only federal funding stream dedicated to providing services solely and specifically for sexual assault victims. Overall, the purpose of SASP is to provide intervention, advocacy, accompaniment, support services, and related assistance for adult, youth, and child victims of sexual assault, family and household members of victims, and those collaterally affected by sexual assault. In Fiscal Years (FYs) 2009, 2010 and 2011, each state and territory received formula funds through SASP and these states and territories made subgrant awards to local programs to provide direct services to victims. OVW has also designed a Sexual Assault Demonstration Initiative (SADI) to address the challenges that multi-service agencies face in reaching both sexual violence victims within their communities. SADI Project sites are receiving customized guidance on developing and implementing models of service provision that prioritize the needs of sexual violence victims and provide resources they need to implement those models. The six demonstration sites are located in Sacaton, Arizona, Alpena, Michigan, Gering, Nebraska, New York, New York, Pittsboro, North Carolina, and Olympia, Washington.

Over the last two years, OVW worked with the FBI, law enforcement, and victim advocates to update the definition of rape used for the FBI's nationwide data collection, ensuring that rape will be more accurately reported nationally. The change sends an important message to all victims that what happens to them matters, and to perpetrators that they will be held accountable. Requests from members of Congress helped ensure this important change within the FBI's Uniform Crime Report (UCR) Summary Reporting System (SRS). The UCR is the national "report card" on serious crime; what gets reported through the UCR is how we, collectively, view crime in this country. Police departments submit data on reported crimes and arrests to the UCR SRS. "Forcible rape" had been defined by the UCR SRS as "the carnal knowledge of a female, forcibly and against her will." This definition, unchanged since 1927, was outdated and narrow, including only forcible male penile penetration of a female vagina. The new definition reads: "The penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim." This definition includes any gender of victim or perpetrator. It also includes instances in which the victim is incapable of giving consent because of temporary or permanent mental or physical incapacity (including due to the influence of drugs or alcohol) or because of age. The ability of the victim to give consent must be determined in accordance with state statute. Physical resistance is not required on the part of the victim to demonstrate lack of consent. The definition more closely matches the definitions used in state criminal codes. The change will allow law enforcement and the general public to better grasp the true extent of rape and make more targeted allocations of resources to promote public safety.

Legal Services Are Critical

VAWA also recognizes that access to legal services enhances safety for victims and their dependent children. Often, legal services are essential for victims to obtain comprehensive protection orders that will provide for care and custody of children, financial support and housing. Without this crucial assistance, victims may not be able to overcome legal and economic obstacles to achieving safety for themselves and their children. There is also a body of research indicating that the increased availability of legal services has significantly contributed to a decline in domestic violence in the United States.³⁶ Obtaining a protection order has been shown in multiple studies to reduce future assault and improve quality of life.³⁷ Even when orders were violated, there was a significant reduction in subsequent abuse.³⁸

Victims of domestic violence, however, often need highly trained attorneys willing to take on lengthy and complex litigation beyond the protection order hearing. Resources for this purpose are woefully inadequate. Since 1998, OVW has administered the Legal Assistance for Victims Program (LAV), the primary VAWA-funded vehicle for delivering legal assistance to victims of sexual assault, domestic violence, dating violence, and stalking. LAV is one of OVW's most-

³⁶ Dugan, L, Nagin, D. S., & Rosenfeld, R. (2003). *Do domestic violence services save lives?* (No. NCJRS 196548). *National Institute of Justice Journal*, 250, 20-25.

Farmer, A. & Tiefenthaler, J. (2002). Explaining the recent decline in domestic violence. *Contemporary Economic Policy*, 21(2), 158-172.

³⁷ Holt, V., Kernic, M., Wolf, M., & Rivara, F. (2003). Do protection orders affect the likelihood of future partner violence and injury? *American Journal of Preventive Medicine*, 24(1), 16-21.

Logan, Walker, Hoyt & Faragher, 2009.

³⁸ Logan, Walker, Hoyt & Faragher, 2009.

requested grant programs. This program has consistently provided services to an average of 35,424 victims during *each* six-month grantee reporting period.³⁹

The County of Schuylkill, Pennsylvania reports:

The bench appears to respect the work of the project attorneys, and this has greatly improved the experiences victims have in court. Being able to videoconference judges for protection orders in after hours from the shelter has been a godsend. It has improved accessibility and because the project's paralegal has assisted the victim/survivor in completing the petition, they are well prepared before the judge is called to hear the case – a tremendous improvement for the judges over the prior process. If the courts are happier, some might say the victim (and the service provider) will be, too.

VAWA Enhances the Capacity of Tribal Governments to Address Violence Against Native Women

American Indian and Alaska Native women are battered, raped and stalked at higher rates than other groups of U.S. women and often suffer more severe injuries.⁴⁰ OVW engages in ongoing dialogue with tribal leaders and advocacy organizations to determine how to increase the effectiveness of funds supporting efforts to address violence against American Indian and Alaska Native women. During FYs 2010 and 2011, OVW joined with DOJ's two other major grant-making components, the Office of Justice Programs and the Community Orienting Policing Services (COPS) Office, to combine DOJ's tribal-specific grant programs – including OVW's Grants to Indian Tribal Governments and Tribal Sexual Assault Services Programs – into a single Coordinated Tribal Assistance Solicitation (CTAS). Through the FY 2011 CTAS process,

³⁹ This is based on data that reflect LAV grantee activities from January 1, 2009 through December 31, 2010. Victims were reported once for each category of service received in each reporting period. However, victims may have received multiple services in the same reporting period and the same service(s) in multiple reporting periods.

⁴⁰ Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

Tjaden, P., & Thoennes, N. (2000). *Full report on the prevalence, incidence, and consequences of violence against women* (No. NCJRS 183781). Washington, DC: U.S. Department of Justice, pp. 22.

Yuan, N. P., Koss, M., Polacca, M., & Goldman, D. (2006). Risk factors for physical assault and rape among six Native American tribes. *Journal of Interpersonal Violence, 21*(12), 1566-1590.

Wood, D. S., & Magen, R. H. (2009). Intimate partner violence against Athabaskan women residing in interior Alaska. *Violence Against Women, 15*(4), 497-507.

Evans-Campbell, T., Lindhorst, T., Huang, B., & Walters, K. L. (2006). Interpersonal violence in the lives of urban American Indian and Alaska Native Women: Implications for health, mental health, and help-seeking. *American Journal of Public Health, 96*(8), 1416-1422.

Tjaden, P., & Thoennes, N. (2006). *Extent, nature, and consequences of rape victimization: Findings from the National Violence Against Women Survey* (No. NCJRS 210346). Washington, D.C.: U.S. Department of Justice.

Luna-Firebaugh, E. M. (2006). Violence against American Indian women and the Services-Training-Officers-Prosecutors Violence Against Indian Women (STOP VAIW) program. *Violence Against Women, 12*(2), 125-136.

Greenfield, L. A., & Smith, S. K. (1999). *American Indians and crime* (No. NCJRS 173386). Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

Bohn, D. K. (2003). Lifetime physical and sexual abuse, substance abuse, depression, and suicide attempts among Native American women. *Issues in Mental Health Nursing, 24*(3), 333-352.

Jones, L. (2007). The distinctive characteristics and needs of domestic violence victims in a Native American community. *Journal of Family Violence, 23*(2), 113-118.

OVW awarded a total \$36.6 million to over 61 tribal governments and their designees. Tribal leaders had informed the Department that a single application would significantly improve their ability to apply for, and receive, the critical federal funding on which so many of their communities depend. This coordinated approach allows OVW and its sister grant-making components to consider the totality of a tribal community's overall public safety needs in making award decisions.

A majority (56%) of the tribes receiving funds did not have domestic violence programs prior to the receipt of VAWA funding.⁴¹ This funding has played a significant role in increasing programs and services available to American Indian populations. These programs have both improved and increased the effectiveness of services provided by tribal court systems.⁴² Grantees from OVW's Grants to Tribal Domestic Violence and Sexual Assault Coalitions Program provide technical assistance to programs to help other professionals and organizations improve their response to American Indian and Alaska Native victims and to improve organizational infrastructure. The Southwest Indigenous Women's Coalition in Arizona reports:

Tribes were so thankful for the opportunity to meet with someone – a resource – who could provide them assistance in developing their communities' response to domestic violence/sexual assault and to help them get connected to outside resources.

Leveraging the Impact of VAWA Funding

Over the past 16 years, we have learned that truly effective coordinated community responses must be informed by the experiences of survivors and must be broad enough to include a diverse group of community partners that affect the safety of survivors and the accountability of perpetrators. Communities now recognize the specialized needs of victims and the training required to effectively respond to these types of crimes. In addition to providing direct services such as crisis intervention, advocacy, counseling, legal support and representation, and shelter, communities across the country engage in a wide variety of educational and preventive services. Unlike other crimes, domestic and sexual violence are often glamorized in the media and minimized by our legal system. Training is the key element not only for improving the way professionals perform their jobs but also for changing deeply held beliefs and biases about domestic violence, dating violence, sexual assault and stalking.

Years of experience have taught us the importance of quality training in combating domestic violence, dating violence, sexual assault and stalking. As a result, almost all OVW discretionary and formula grant programs support training of professionals to improve their response to these crimes. Understanding these issues is critical to an effective response to domestic and sexual violence and to preventing further harm and unintended negative consequences to victims. The City of Spartanburg, South Carolina reports that:

We have engaged the local faith community in our work through training programs offered by our minister liaison with the Domestic Violence Coordinating Council. We

⁴¹ Luna-Firebaugh, E. (2006). Violence Against American Indian Women and the Services-Training-Officers-Prosecutors *Violence Against Indian Women (STOP VAIW) Program*. *Violence Against Women*, 12, 125-136.

⁴² Luna-Firebaugh, 2006.

have offered scholarships for the past two years to our annual conference. This year we had ministers calling for scholarships even before the registration forms went out. To date, we have trained 230 ministers.

In addition, OVW funds technical assistance projects so that national experts can educate and disseminate evidence-based practices to advocates, clinicians, police, prosecutors, judges, health care practitioners, and many other professionals who are on the front lines. In these times of limited resources, OVW has made it a priority to expand the reach of VAWA grant programs by sharing the best practices and knowledge that our grantees have developed.

For example, OVW has worked with national organizations with expertise in training criminal justice professionals to create curricula for law enforcement, prosecutors, and judges focusing on elder abuse, neglect, and exploitation. VAWA's Abuse in Later Life Program funding has enabled the National Clearinghouse on Abuse in Later Life (NCALL) and the Federal Law Enforcement Training Center (FLETC) to help local law enforcement develop multidisciplinary teams that both respond to elder abuse and train other law enforcement officers. The curriculum can be customized for each locality. NCALL also partnered with the National District Attorneys' Association, the National Council of Juvenile and Family Court Judges and Futures Without Violence to educate prosecutors and judges. Victim service providers and adult protective service workers received assistance recognizing the unique needs of older victims and providing victim centered services. This curricula and technical assistance free OVW grantees from the costly, time consuming and redundant work of creating separate curricula for each community and enables them to focus instead on addressing elder abuse, neglect and exploitation in their communities. Many trainings and train-the-trainer development programs are open to non-grantees, spreading the knowledge across the country.

Looking Ahead: Responding to Economic Challenges, Taking the Next Steps to End Violence

The past few years have brought challenges to both victims and the programs that serve them. Financial stress does not generally cause a normal relationship – even an unhealthy one – to become abusive. However, it often exacerbates abuse when both victims and perpetrators have fewer options and resources. Job loss, foreclosure and other stressors may increase violence or trap a victim in a dangerous relationship. Couples who reported extensive financial strain had a rate of violence more than three times that of couples with low levels of financial strain.⁴³ Women whose male partners experienced two or more periods of unemployment were almost three times as likely to be victims of intimate partner violence as were women whose partners were in stable jobs.⁴⁴ More than half of domestic violence shelters report that abuse is more violent now than before the economic downturn.⁴⁵

In the best of economic times, a victim worries about finding a job and housing and providing for her children; these problems intensify during a recession. During an economic downturn, a

⁴³ Benson, M. L., & Fox, G. L. (2004). *When violence hits home: How economics and neighborhood play a role, Research in brief* (No. NCJRS 205004). Washington, DC: U.S. Department of Justice.

⁴⁴ Benson & Fox, 2004.

⁴⁵ Mary Kay Ash Charitable Foundation. (2010). *Mary Kay's truth about abuse*.

victim of domestic violence faces additional obstacles to leaving her abuser. Victims may not have financial reserves, the ability to easily find a job, friends and family who can put them up, access to credit, or other resources that are available when the economy is stronger. Without such resources, emergency domestic violence shelters and other services become the only place victims can turn. In fact the economic downturn has had a significant effect on demand for domestic violence and sexual assault services.

On just one day in 2011, over 67,399 adults and children found safety through domestic violence services. Yet on that same day, 10,581 requests for services went unmet because of a lack of resources or staffing – an alarming 11% increase from 2010.⁴⁶ In 2010, 1,441 (82%) domestic violence programs reported a rise in demand for services, while 1,351 (77%) of programs reported a decrease in funding.⁴⁷ The National Domestic Violence Hotline and National Dating Abuse Helpline received 288,227 calls in 2011, but Hotline and Helpline advocates were unable to answer 66,884 (23%) of these calls due to increased call volume. Some states have seen particularly dramatic increases: New Jersey – 43% increase in the number of crisis calls; Rhode Island – 45% increase in hotline calls; Vermont – 40% increase in hotline calls; Missouri – 65% increase in individuals turned away when shelters were full.⁴⁸ Challenges maintaining private, state, and local funding have intensified this problem. According to the National Alliance to End Sexual Violence, 70% of rape crisis centers experienced a reduction in funding in 2009 and 57% cut staffing.⁴⁹ In 2010, the National Network to End Domestic Violence reported that domestic violence programs laid-off or did not replace 2,000 staff positions including counselors, advocates and children’s advocates.⁵⁰ Sixteen domestic violence shelters closed in 2009.⁵¹

The principles underlying VAWA have proven to succeed – many more victims now come forward to ask for help, police make more arrests, and prosecutors take more cases. However, if services are not available when victims ask for help, they may be forced to choose between staying in an abusive relationship and becoming homeless. They may never get the courage to ask for help again.

The increased need for services combined with a reduction in available services and cuts to local law enforcement has created a shocking trend. Though homicides and incidents of domestic violence are still down dramatically from where they were in the early 1990s, they have started to increase since the recession first began. Domestic violence homicides of women began increasing in 2007. FBI data show that from 2006 to 2010 there was an 8% total increase in the number of women murdered by spouses, boyfriends, and former spouses. During that time, overall murders declined by 19%. States are reporting even more significant increases in

⁴⁶ National Network to End Domestic Violence. (2012, February). *Domestic Violence Counts 2011: A 24-hour census of domestic violence shelters and services across the United States*. Washington, DC: Author.

⁴⁷ National Network to End Domestic Violence. (2011, January). *Domestic Violence Counts 2010: A 24-hour census of domestic violence shelters and services across the United States*. Washington, DC: Author.

⁴⁸ All of the state-specific statistics were reported in 2011 by the respective state coalitions against domestic violence.

⁴⁹ National Alliance to End Sexual Violence. (2010). *2010 survey of rape crisis centers*. Washington, DC: Author.

⁵⁰ National Network to End Domestic Violence, 2011.

⁵¹ National Network to End Domestic Violence. (2010). *2010 survey of state domestic violence coalitions*. Washington, DC: Author.

domestic violence homicides: Alabama – 29% increase (2008-2009); Florida – 21.4% increase (2009-2010); Missouri – 35% increase (2007-2009); Wisconsin – 35% increase (2008-2009).⁵²

This recent trend argues for continued support for OVW's programs and for research on domestic and sexual violence through our sister agency, the National Institute of Justice (NIJ). OVW has had a long collaboration with NIJ as well as with the Bureau of Justice Statistics and the Centers for Disease Control and Prevention (CDC) in the Department of Health and Human Services. These agencies are critical partners in our efforts to understand what works and to plan our future programming. The CDC released results from a new surveillance system, the National Intimate Partner and Sexual Violence Survey in December 2011. These data have given us valuable new information on the prevalence of violence against women and men. The CDC intends to conduct the survey annually, allowing us to measure trends over time.

Now more than ever, we must invest in innovative ways to efficiently prevent costly acts of violence. OVW is using the latest research to target resources on effective solutions.

Averting Domestic Violence Homicide

Although the overall rate of female homicide has fallen since 1993, female intimate partner homicide remains a persistent and troubling problem. According to the Bureau of Justice Statistics, an estimated 40% of female homicide victims were killed by an intimate partner in 1993; that percentage increased to 45% in 2007.⁵³ Some experts estimate that for every woman who is killed, at least nine are nearly killed (gunshot or stab wound to head, neck, or torso; strangulation or immersion in water to the point of unconsciousness; severe head injury with a blunt object weapon).⁵⁴ Other victims are also killed as a result of intimate partner violence. These include family members, friends and occasionally law enforcement officers who attempt to intervene, as well as children who become targets of the violence.

The double tragedy of domestic violence homicide is the realization after the fact, in many cases, that the homicide could have been prevented. There is a growing consensus among researchers and practitioners that domestic violence homicides are predictable and therefore often preventable. In the majority of these cases, there was a prior history of domestic violence as well as other indicators of high risk. An 11-city study comparing women who had been killed with a control group of abused women found significant differences in the severity and pattern of abuse.⁵⁵ Most of the women who were killed had experienced attempted strangulation, threats with weapons, stalking, sexual assault, and obsessively jealous and controlling behavior by their partners.

⁵² All of the state-specific statistics were reported in 2011 by the respective state coalitions against domestic violence.

⁵³ Catalano, S., Smith, E., Snyder, H., & Rand, M. (2009). *Selected findings: Female victims of violence* (No. NCJRS 228356). Washington, D.C.: U.S. Department of Justice, Bureau of Justice Statistics.

⁵⁴ Campbell, J., Glass, N., Sharps, P., Laughon, K., & Bloom, T. (2007). Intimate partner homicide: Review and implications of research and policy. *Trauma, Violence, & Abuse*, 8(3), 246-269.

⁵⁵ Campbell, J.C., Webster, D., Kozoil-McLain, J., Block, C. R., Campbell, D., Curry, M. A., Gary, F., McFarlane, J., Sachs, C., Sharps, P., Ulrich, Y., & Wilt, S.A. (2003). Assessing risk factors for intimate partner homicide. *National Institute of Justice Journal*, 250, 14-19.

By the time abuse escalates to homicide, it is likely that someone in the family, the neighborhood, or the perpetrator's or victim's workplace has been aware that something is terribly wrong. A 2003 NIJ-funded study found that despite certain limitations, a lethality assessment tool can be used to reliably predict women who may be at risk of being killed by their partners.⁵⁶ Advocates, law enforcement officers, prosecutors, and the courts must take aggressive steps to plan for a victim's safety when these and other identified risk factors are present. OVW is undertaking a new initiative to screen victims, contain offenders, and provide victims in these cases with more comprehensive services over longer periods of time. The 2013 President's Budget requests \$4 million to expand this initiative.

Homicide reduction strategies work. Since implementing its High Risk Case Response Team, Newburyport, Massachusetts has had no domestic violence homicides. When a high risk offender is identified, a team of law enforcement, prosecutors, probation officers and victim advocates use this information to search for open warrants, make arrests, connect victims with services, and use pretrial conditions to keep offenders in custody. Between April 2007 and March 2008, the high risk team provided ongoing risk management to a total of 55 high risk cases. Not only were there no homicides, but 91% reported no reassaults by the offender and 93% did not need to relocate to a domestic violence shelter.⁵⁷

The Maryland Lethality Assessment Program (LAP) screens victims at crime scenes, protective order hearings, and in hospital emergency rooms. If a victim screens in as high risk for being seriously injured or killed, the first responder immediately calls the local 24-hour domestic violence hotline and encourages the victim to talk to the hotline worker. Over the past five years, Maryland law enforcement identified 17,604 high-danger victims through the LAP and, of this group, 10,394 (59%) spoke on the phone to a hotline worker. Of those who spoke to a hotline worker, 3,258 (31%) availed themselves of additional program services. At a time when some states are reporting record high spikes in domestic violence murders, Maryland has witnessed a 41% drop in intimate partner homicides over the past three years.⁵⁸

In my own state of New Hampshire, we created a Domestic Violence Fatality Review Committee to encourage systemic changes to help decrease the number of domestic homicides through interdisciplinary training and community-based prevention education. It is critical that all partners be involved in identifying high risk factors, gaps in system responses and barriers to safety in domestic violence situations.

These fatality reviews are being implemented around the country. Montana's Domestic Violence Fatality Review Commission consists of 18 individuals representing several regions and disciplines, including: local, state and federal law enforcement; courts; victim services; the legislature; tribal communities; health care and mental health care providers; educators; child protective services; legal services; and clergy. Team members review all available information, including police reports, autopsies, medical and mental health records, school records for

⁵⁶ Campbell, et. al., 2003.

⁵⁷ Jeanne Geiger Crisis Center, Inc. (2009). *Greater Newburyport High Risk Response Team, annual safety and accountability report 2006-2009*. Newburyport, MA: Author.

⁵⁸ Maryland Network Against Domestic Violence. (Summer 2011). *Reading the Signs Newsletter*, 4(2). Bowie, MD: Author.

children, criminal histories, shelter and/or victim-witness contacts, and court records. As a result, Montana residents have created long-term solutions to reduce the number of domestic violence injuries and homicides.

Stopping Sexual Assault on College Campuses

Research has helped us better understand how rapists target their victims and escape justice. This is particularly significant on our college campuses. College rapists may avoid the justice system by attacking acquaintances, picking women who will not be considered credible due to alcohol use or other factors, and by minimizing injuries by plying their victims with alcohol rather than using physical force. Nineteen percent of undergraduate women reported experiencing completed or attempted sexual assault since entering college. Most of these assaults occurred when the victim was incapacitated by alcohol. Rapes involving alcohol are much more prevalent than rapes involving date-rape drugs.⁵⁹ Risk of incapacitated rape increases significantly during college.⁶⁰ In one study, over 80% of undetected college rapists reported committing rapes of women who were incapacitated because of drugs or alcohol.⁶¹ Many college rapists create “cases” that victims are least likely to report and that prosecutors are less likely to prosecute.⁶² Only 2% of victims of incapacitated rape reported the assault to law enforcement.⁶³

Campuses often fail to respond to college rapists,⁶⁴ who continue to offend. Even the best-intentioned universities’ adjudication and other processes often blame the victim and fail to discipline the perpetrator.⁶⁵ In one study, 63% of rapists reported committing repeat rapes, averaging six each.⁶⁶ More than two-thirds (68%) of the repeat rapists admitted to other forms of interpersonal violence, averaging 14 violent acts. Their level of violence was nearly 10 times that of non-rapists, and nearly 3.5 times that of single-act rapists.⁶⁷ This portrait of college rapists is more consistent with the data on recidivism among sex offenders than with the still-prevalent image of a college student who, under the influence of alcohol, mistakenly crosses the line between sexual pressure and rape.⁶⁸

Our best chance to reduce this too-common type of sexual assault may be through bystander intervention. Although we tend to think of sexual assault as a crime usually involving only two

⁵⁹ Krebs, C. P., Lindquist, C. H., Warner, T. D., Fisher, B. S., & Martin, S. L. (2007). *The Campus Sexual Assault (CSA) Study*. Washington, D.C.: National Institute of Justice.

⁶⁰ Krebs, Lindquist, Warner, Fisher, & Martin, 2007.

⁶¹ Lisak, D., & Miller, P. M. (2002). Repeat rape and multiple offending among undetected rapists. *Violence and Victims*, 73-84.

⁶² Lisak & Miller, 2002; Krebs, Lindquist, Warner, Fisher, & Martin, 2007.

⁶³ Krebs, Lindquist, Warner, Fisher, & Martin, 2007.

⁶⁴ Lombardi, K., Jones, K., Dattaro, L., Jimenez, C., Cheek, L., et al. (2010, February 24). *Sexual assault on campus: A frustrating search for justice*. Washington, DC: The Center for Public Integrity. Retrieved from http://www.publicintegrity.org/investigations/campus_assault/

⁶⁵ Lombardi, et. al., 2010.

⁶⁶ Lisak & Miller, 2002.

⁶⁷ Lisak & Miller, 2002.

⁶⁸ Lisak & Miller, 2002.

people, sexual assaults are often witnessed by at least one person in the bystander role,⁶⁹ and nearly 60% of alcohol-facilitated rapes occur at parties.⁷⁰ Bystander intervention training is an innovative and evidence-based strategy to end violence against women.⁷¹ This prevention model empowers and trains potential bystanders about the causes of sexual violence. It builds on research about community members' expressed willingness to get involved in these issues, and helps to minimize negative long-term consequences for survivors by strengthening informal safety nets in their social and community networks.

The Vice President inspired the nation when he and Secretary of Education Arne Duncan visited the University of New Hampshire and announced unprecedented new guidance requiring schools to prevent and respond appropriately to sexual assault. The Vice President called on young men and women to stop rape on their college campuses. He has also asked all of the federal agencies to follow his lead. OVW is proud to respond to his challenge, and in October hosted a two-day summit for 50 college and university presidents. Participating schools included Historically Black Colleges and Universities, the University of California system, universities serving both urban and rural communities, universities with recent sexual assault cases or recent consent agreements with the Department of Education's Office of Civil Rights, universities that have been leaders in addressing sexual assault (including the University of New Hampshire), and universities receiving OVW Campus Program grants. Changing the culture of campuses to hold rapists accountable and bring justice to victims requires leadership from the top. College and university presidents are crucial. We are engaging these presidents as partners in reaching other campuses, talking about how we can work together, and building momentum to reach a broad range of colleges. OVW is working with the Department of Education's Higher Education Center for Alcohol, Drug Abuse, and Violence Prevention (HEC) to launch a dedicated website and resources for university presidents and trustees.

The center's online resources currently include an information page on complying with the Jeanne Clery Disclosure of Campus Security Policy and Campus Crime Statistics Act (Clery Act), a federal mandate requiring all institutions of higher education (IHEs) that participate in the Federal student financial aid program to disclose information about crime on their campuses and in the surrounding communities. In particular, IHEs are required, among other requirements, to collect, classify, and count crime reports and crime statistics; issue campus alerts; publish an annual security report; and submit crime statistics to the Department of Education.

Keeping Youth Safe through the Latest Technology

Statistics show that teens and young adults experience particularly high rates of violence. According to the latest data from the CDC, one in six women were raped before the age of 25.⁷² Forty-two percent of female rape victims were first raped before the age of 18.⁷³ More than one quarter of male victims were raped before the age of 11.⁷⁴ A total of 69.5% of female victims of

⁶⁹ Planty, M. (2002). Third-party involvement in violent crime, 1993-1999. Bureau of Justice Statistics Special Report. (No. NCJRS 189100). Washington, D.C.: U.S. Department of Justice.

⁷⁰ Krebs, Lindquist, Warner, Fisher, & Martin, 2007.

⁷¹ www.higheredcenter.org

⁷² Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

⁷³ Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

⁷⁴ Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

rape, physical violence, or stalking by an intimate partner first experienced dating violence before the age of 25.⁷⁵ It is essential to target young victims for prevention and intervention – both because they are at great risk for victimization, and because prevention and intervention could reduce the likelihood of future assaults.⁷⁶ According to NISVS data, women who were raped before the age of 18 were twice as likely to be raped as adults: more than one-third of women who were raped as minors were also raped as adults compared to 14% of women without an early rape history.⁷⁷

Unfortunately, many do not know where to turn for help. Teens frequently go to their peers, not their parents, for relationship support. A 2008 study found that 67% of students who were abused in a relationship talked to a friend, but only 13% also talked to a parent or other adult.⁷⁸ Unfortunately, adolescents are often afraid or do not know how to intervene if a friend is being abusive.⁷⁹

Young people need an easy way to ask questions about dating violence, access lifesaving crisis counseling, and learn how to help a friend. This generation is less likely to pick up the phone and call a traditional victim service provider. Using online social networking sites and sending text messages on a mobile phone have become teens' favored ways to interact.⁸⁰ DOJ has funded the National Dating Abuse Helpline (www.LoveIsRespect.org), which is staffed by youth advocates and also provides an online chat option. OVW recently funded the expansion of the Helpline to include text messaging and provide all services 24-hours a day. Young people can text "loveis" to 77054 and connect with a trained advocate. Since launching text capacity in September 2011, the Helpline has conducted over 10,000 chat and text conversations with young people in need. OVW is also reaching adolescents directly through www.ThatsNotCool.com, a website where they can learn by interacting with videos, games, and downloads they can share with friends.

⁷⁵ Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

⁷⁶ Campbell, Jacquelyn C., Alhusen, Jeanne, Draughon, Jessica, Kub, Joan, & Walton-Moss Benita. (2011). Vulnerability and Protective Factors for Intimate Partner Violence. In J.W. White, M.P. Koss & A.E. Kazdin (Eds.), *Violence Against Women and Children: Mapping the Terrain Volume 1* (243-264). Washington, D.C.: American Psychological Association.

Ullman, Sarah E., & Najdowski, Cynthia J. (2011). Vulnerability and Protective Factors for Sexual Assault. In J.W. White, M.P. Koss & A.E. Kazdin (Eds.), *Violence Against Women and Children: Mapping the Terrain Volume 1* (151-172). Washington, D.C.: American Psychological Association.

Gidycz, Christine A., Orchowski, Lindsay M., and Edwards, Katie M. (2011). Primary Prevention of Sexual Violence. In Mary P.Koss, Jacquelyn W. White, and Alan E. Kazdin (Eds.), *Violence Against Women and Children Navigating Solutions* (159-179). Washington D.C.: American Psychological Association.

Staggs, Susan L., Schewe, Paul A. (2011). Primary Prevention of Domestic Violence. In Mary P.Koss, Jacquelyn W. White, and Alan E. Kazdin (Eds.), *Violence Against Women and Children Navigating Solutions* (237-257). Washington D.C.: American Psychological Association.

⁷⁷ Black, Basile, Breiding, Smith, Walters, Merrick, Chen & Stevens, 2011.

⁷⁸ Black, B. M., Tolman, R. M., Callahan, M., Saunders, D. G., & Weisz, A. N. (2008). When will adolescents tell someone about dating violence victimization? *Violence Against Women*, 14(7), 741-758.

⁷⁹ Noonan, R., & Charles, D. (2009). Developing teen dating violence prevention strategies: Formative research with middle school youth. *Violence Against Women*, 15(9), 1087-1105.

⁸⁰ Lenhart, A., Purcell, K., Smith, A., & Zickuhr, K. (2010). *Social media & mobile internet use among teens and young adults*. Washington, DC: Pew Research Center.

Lenhart, A., Ling, R., Campbell, S., & Purcell, K. (2010). *Teens and mobile phones*. Washington, DC: Pew Research Center.

Technology can also be a tool of abuse.⁸¹ One in three teens who have dated say they've been text messaged 10 to 30 times an hour by a partner finding out where they are, what they are doing, or who they are with.⁸² Research shows that young women ages 18-24 experience the highest rate of stalking⁸³ and that a quarter of stalking victims report being stalked through the internet or electronic monitoring.⁸⁴ Stalkers will sometimes make hundreds of unwanted phone calls, while also sending text messages, instant messages, or emails to the victim. This harassing contact is common in teen dating violence.⁸⁵ One in four teens in a relationship has been called names, harassed, or put down by their partner through cell phones and texting.⁸⁶ One in ten has been threatened physically via digital communication.⁸⁷ Sixteen percent of college students have been the victim of abuse via technology.⁸⁸ VAWA has funded the Safety Net Project and the Stalking Resource Center to educate OVW grantees on technology abuse and how to keep victims of all ages safe. In addition, activities funded through OVW's Campus Program seek to strengthen security and investigative strategies to prevent and prosecute stalking on campuses. The Virginia Polytechnic Institute, Blacksburg Campus, reported that:

The number of stalking cases adjudicated on campus has doubled, which we attribute to increased awareness amongst our students about what constitutes stalking and how to report those behaviors.

Engaging Men in Preventing Violence Against Women

VAWA has been successful at engaging a broad range of partners to work together to intervene *after* violent crimes against women have occurred. We must shift from a historical paradigm that has focused on intervention, treatment, and accountability and address the entire cycle of violence at every stage. Many experts agree that it is imperative to involve men and boys in these efforts if we expect them to succeed. Men are eager to become partners. In fact, in a recent national poll, 73% of American men said that they think they can help reduce domestic violence and sexual assault.⁸⁹

Last spring, OVW launched the VAWA Engaging Men in Preventing Sexual Assault and Domestic Violence program. This is the first time in the history of OVW that a grant program focuses primarily on the prevention of violence against women and girls and acknowledges the critical roles men play in this prevention. The program supports multi-faceted strategies that involve men as allies, active positive bystanders and influencers of other men and boys. Authorized in VAWA 2005, this program uses the latest technology combined with hands-on

⁸¹ Fraser, C., Olsen, E., Lee, K., Southworth, C., & Tucker, S. (2010). The new age of stalking: Technological implications for stalking. *Juvenile and Family Court Journal*, 61(4), 39-55.

⁸² Teenage Research Unlimited. (2007). *Tech abuse in teen relationships study*. New York: Liz Claiborne, Inc.

⁸³ Baum, K., Catalano, S., Rand, M., & Rose, K. (2009). *Stalking victimization in the United States*. Bureau of Justice Statistics Special Report (No. NCJRS 224527). Washington, DC: U.S. Department of Justice.

⁸⁴ Baum, Catalano, Rand, & Rose, 2009

⁸⁵ Fraser, Olsen, Lee, Southworth, & Tucker, 2010.

⁸⁶ Lenhart, Ling, Campbell, & Purcell, 2010.

⁸⁷ Teenage Research Unlimited. (2007). *Tech abuse in teen relationships study*. New York: Liz Claiborne, Inc.

⁸⁸ Knowledge Networks, Inc. (2011). *2011 College dating violence and sbuse poll*. New York: Liz Claiborne, Inc.

⁸⁹ Family Violence Prevention Fund and Verizon Wireless Fathers' Day Poll, May 2007.

mentorship to reach young men and change their attitudes about violence. The program aims to develop new male leaders in the field, willing to publicly speak and act to oppose violence against women and girls and create a ripple effect, encouraging men in many more states and communities to get involved.

For example, Maine Boys to Men is developing the Reducing Sexism and Violence Program Bystander Intervention Project. The project creates teams of young men and women between the ages of 15 and 24 at the University of Southern Maine and three area high schools using the Reducing Sexism and Violence Program. Up to 400 student leaders will create campaigns and events in their school communities, develop media outreach, promote evidence-based bystander interventions to stop violence, and model healthy relationships.

Violence Against Women Act Reauthorization

Again, I want to thank you, Chairman Sensenbrenner, Ranking Member Scott, and members of the Committee, for the opportunity to testify before you today about the importance of OVW's work in implementing VAWA. As a Nation, we have made great strides. In the past seventeen years, we have changed the way that our communities respond to domestic violence, dating violence, sexual assault and stalking. But, there is still work to do if we are to reach our collective goal of breaking the cycle of violence that plagues families and communities across our country. The Obama Administration is dedicated to building upon the achievements of VAWA and ending domestic violence, dating violence, sexual assault, and stalking. For the first time the White House has a Senior Advisor on Violence Against Women, Lynn Rosenthal, with whom I am privileged to work closely.

I would like to end with a few words about VAWA reauthorization, because as you know, the authorizations for VAWA programs expired last year and VAWA is currently operating under the authority of P.L. 112-55, the Consolidated and Further Continuing Appropriations Act, 2012. With VAWA reauthorizations in both 2000 and 2005, Congress has shown an ongoing willingness and commitment to support the evolution of this important federal legislation. In past reauthorizations, Congress has identified and responded to challenges in the field, such as gaps in service for youth and elder victims and marginalized populations, and highlighted new strategies such as transitional housing. I cannot stress enough how critical it is for Congress to reauthorize VAWA once again and to use this opportunity to sustain, strengthen, and continue to enhance our nation's commitment to end violence against women. I look forward to working together with you to consider how VAWA reauthorization can help us respond to the challenges ahead.