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Twenty Years Fighting Violence Against Women and Girls

September 2014



“For too long, we have ignored the right of women to be free from the fear of attacks based on their gender.”

Senator Joseph Biden, June 20, 1990

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“You cannot have a conversation about human rights and human dignity without talking about the right of every woman on this planet to be free from violence and free from fear.”

Vice President Joseph Biden, April 2, 2013

*This report was prepared by the Office of the Vice President to commemorate the 20<sup>th</sup> Anniversary of the Violence Against Women Act.*

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# Overview

## 20 Years Fighting Violence Against Women

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Twenty years after the passage of the Violence Against Women Act (VAWA), many citizens cannot remember a day in which Americans ignored this violence, or worse, condoned it.<sup>1</sup> The papers are flooded daily with stories from abroad—of gang rapes and kidnappings, of honor killings and acid attacks, of a child shot for promoting girls’ education.<sup>2</sup> History tells us, however, that what we see today so clearly as an assault on human dignity *abroad* has not always been seen so clearly at *home*.

Twenty years ago, for most citizens, domestic violence and sexual assault were covered by a veil of ignorance and inattention, an open secret, acknowledged but ignored.<sup>3</sup> In the late 1970s and early 1980s, public officials openly declared that the federal government had no role to play, that battling domestic violence was a “private family matter.” Then, members of Congress complained that federal intervention was “anti-family,” that shelters were “indoctrination centers” filled with “missionaries who would war” on the family, that domestic violence was somehow akin to “spanking” or “nagging.”<sup>4</sup> Citizens dismissed sexual assault and battering by blaming the victim—“She asked for it,” “she wore a short skirt,” “she drank too much.”

In 1990, when it was first introduced, the Violence Against Women Act gave a new name and a new voice to an ancient tragedy. To name something new is to have an idea of a better future. But a better future cannot exist without the hard work over months and years of many, many women and men—survivors and advocates, prosecutors and police, scientists and state officials. Over the course of twenty years, VAWA has become a mosaic built by hundreds of thousands of Americans—from public servants to state officials and survivors—all of whom have helped the nation emerge from a fog of dismissal and distrust.

In the name of every survivor who has suffered, of every child who has watched that suffering, the battle goes on; much remains to be done. Until the collective moral imagination of America has

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<sup>1</sup> S.C. Res. 1820, U.N. Doc. S/RES/1820 (June 19, 2008); Enrique Gracia, Intimate Partner Violence Against Women and Victim-Blaming Attitudes Among Europeans, 92 *Bill*, World Health Org. 380 (2014).

<sup>2</sup> Rama Lakshmi, Gang rape of a woman on a bus in New Delhi raises outrage in India, *Wash. Post*, Dec. 18, 2012; Tom de Castella, How many acid attacks are there?, *BBC News*, Aug. 9, 2013; Laura Smith-Spark, Third of teens in Amman, Jordan, condone honor killings, study says, *CNN*, June 20, 2013; Richard Leiby, Taliban says it shot Pakistani teen for advocating girls’ rights, *Wash. Post*, Oct. 10, 2012.

<sup>3</sup> Elizabeth Pleck, *Domestic Tyranny: The Making of American Social Policy Against Family Violence* 185 (2004) (“Rape and wife beating were often compared; each was a taboo subject, rarely discussed in public, except as a joking matter.”); see Michelle J. Anderson, Diminishing The Legal Impact of Negative Social Attitudes Toward Acquaintance Rape Victims, 13 *New Crim. L. Rev.* 644, 658 (2010).

<sup>4</sup> This debate occurred around the first federal effort to fund shelters, The Family Violence Prevention and Services Act, which took a 7 year effort. See 126 Cong. Rec. 24120 (1980) (statement of Sen. Helms); 126 Cong. Rec. 22797 (1980) (statement of Sen. Humphrey).

changed, this violence will continue. One day, we hope future generations will look back and wonder how this nation, founded upon the call of liberty and freedom, could have tolerated such violence and contrived such fanciful justifications to sustain it. Perhaps someday in the future, they will remember the beginning of an idea of a better future that became known as the Violence Against Women Act.

Since it was originally passed and signed into law in 1994, VAWA has been reauthorized three times.<sup>5</sup> Over that period, **VAWA has:**

- **Reduced intimate partner violence against men and women,**
- **Decreased the personal and social cost of gender-based violence, and**
- **Changed the prevailing culture around this violence.**

In this report, we open with a brief summary of how VAWA has helped to change America. We discuss the many ways in which VAWA has increased accountability and access to services and has reached underserved communities. The appendix provides details from over 100 programs throughout the country that VAWA has helped to inspire and support.

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<sup>5</sup> VAWA was reauthorized in 2000, 2005, and 2013.

## Twenty Years of Progress

### Lives Saved

Yearly domestic violence rates dropped dramatically by **64%** from 1993 to 2010.<sup>6</sup> Between 1993 and 2012, the number of individuals killed by an intimate partner declined 26% for women and 48% for men.<sup>7</sup>

### Money Saved

VAWA has helped the country save billions of dollars. One study showed that VAWA saved an estimated **\$12.6 billion** in net averted social costs in its first 6 years alone.<sup>8</sup> In just one state, orders of protection saved \$85 million in a single year through quality of life changes and savings in medical, criminal justice and other costs.<sup>9</sup>

### Justice Improved

VAWA-funded entities show highly increased rates of prosecution. The evidence collected by VAWA-funded specialized police units is more likely to be useful for prosecution,<sup>10</sup> leading to higher rates of prosecution, conviction, and sentencing.<sup>11</sup> Jurisdictions with specialized domestic violence prosecution programs generally have the highest rates of successful prosecution.<sup>12</sup>

### Services Improved

Comprehensive advocacy, assistance and legal services programs improve the lives of survivors of domestic and sexual violence. Victims who receive comprehensive services and advocacy like

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<sup>6</sup> Shannon Catalano, United States Department of Justice, Bureau of Justice Statistics, Intimate Partner Violence, 1993-2010, NCJ 239203 (2012).

<sup>7</sup> United States Department of Justice, Bureau of Justice Statistics (unpublished data).

<sup>8</sup> Kathryn Anderson Clark, et al., A Cost-Benefit Analysis of the Violence Against Women Act of 1994, 8 Violence Against Women 417 (2002) (amended to \$12.6 billion in Erratum, 9 Violence Against Women 136 (2003)).

<sup>9</sup> TK Logan, et al., The Kentucky civil protective order study: A rural and urban multiple perspective study of protective order violation consequences, responses, and costs, NCJ 228350 (2009).

<sup>10</sup> Meg Townsend, et al., Law Enforcement Response to Domestic Violence Calls for Service, NCJ 215915 (2006).

<sup>11</sup> Annette Jolin, et al., Beyond Arrest: The Portland, Oregon Domestic Violence Experiment, Final Report, NCJ 179968 (1999); David Holleran, et al., Examining Charging Agreement Between Police and Prosecutors in Rape Cases, 56 Crime & Delinquency 385 (2010).

<sup>12</sup> Barbara E. Smith, et al., Evaluation of Efforts to Implement No-Drop Policies: Two Central Values in Conflict, Final Report, NCJ 187772 (2001).

those funded by VAWA are more likely to achieve their goals of safety, healing, and economic security than women not receiving such support and services.<sup>13</sup>

## Technology and Tools Improved

Lethality prediction tools have produced significant drops in homicide in some jurisdictions;<sup>14</sup> forensic evidence collection has been improved by special sexual assault nurse examiner programs; DNA evidence is being collected; and communities that are testing old rape kits are apprehending serial offenders.<sup>15</sup>

## Challenges Ahead

### Rates of Violence are Too High

As long as there remains one victim of this violence, the rates will be too high. We know this violence is preventable and zero-tolerance must be our aim.

### Young Women are at High Risk

If one in five young women suffered from a disease, we as a nation would find a solution to that problem; but when it comes to violence against young women, we have known this statistic for 20 years.<sup>16</sup> We have made substantial national efforts in the White House Task Force to Protect Students from Sexual Assault and will continue to push hard on this problem.

### Bias Still Exists in the System

No one says that men who are robbed or slashed went to the wrong place or wore the wrong clothes, but they do say this about women. At the workplace or in schools, the law calls such victim-

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<sup>13</sup> Eleanor Lyon, et al., Meeting survivors' needs through non-residential domestic violence services and supports: Results of a multi-state study, NCJ 237328, 90 (2011).

<sup>14</sup> Maryland Network Against Domestic Violence, Annual Report 2012 -2013, [http://mnadv.org/\\_mnadvWeb/wp-content/uploads/2013/10/mnadv-annual-report\\_final-single-pages.pdf](http://mnadv.org/_mnadvWeb/wp-content/uploads/2013/10/mnadv-annual-report_final-single-pages.pdf); Jeanne Geiger Crisis Center, Newburyport Domestic Violence High Risk Team, Safety and Accountability Report: 2005-2013, <http://jeannegeigercrisiscenter.org/dvhrtn.html?pg=04>.

<sup>15</sup> Kym L. Worthy, Wayne County Prosecutor, Press Packet for the Proposed Sexual Assault Kit Evidence Submission Act (2014), available at [http://media.mlive.com/news/detroit\\_impact/other/2014%20March%2010%20-%20Press%20Packet%20for%20SAK%20ESA%20press%20conference.pdf](http://media.mlive.com/news/detroit_impact/other/2014%20March%2010%20-%20Press%20Packet%20for%20SAK%20ESA%20press%20conference.pdf).

<sup>16</sup> Beverly Miller & Jon C. Marshall, Coercive Sex on the University Campus, 28 Journal of College Student Personnel 38 (1987).



blaming, sex stereotypes by the name of sex discrimination; so too should they bear this name in our criminal justice system.<sup>17</sup>

## Health and Social Costs are Too High

We know that violence in the home may beget more violence in the home and the streets;<sup>18</sup> we know that this violence distorts the lives and minds of children;<sup>19</sup> we know that resulting health costs are enormous,<sup>20</sup> even though small investments in preventing this violence can have enormous rewards.<sup>21</sup>

## A Renewed National Effort

VAWA has funded programs that we know work at the state and local level, but for a truly zero-tolerance effort, this is not enough. The federal government can work to end sex stereotyping in rape trials and help states meet their existing requirements to address still shockingly high levels of lethal domestic violence.<sup>22</sup> For problems that have resisted twenty years of state and local change, America should use its federal powers.

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<sup>17</sup> See United States Department of Justice Letter to Missoula County Attorney (Feb. 14, 2014), available at [http://www.justice.gov/crt/about/spl/documents/missoula\\_ltr\\_2-14-14.pdf](http://www.justice.gov/crt/about/spl/documents/missoula_ltr_2-14-14.pdf) (“where a law enforcement agency’s failure to adequately respond to allegations of sexual assault is premised, at least in part, on sex-based stereotypes, that failure violates the Equal Protection Clause.”).

<sup>18</sup> Charles L. Whitfield, et al., Violent Childhood Experience and the Risk of Intimate Partner Violence in Adults, 18 *Journal of Interpersonal Violence* 166 (2003); Deborah Gorman-Smith, et al., Partner Violence and Street Violence among Urban Adolescents: Do the Same Family Factors Relate?, 11 *Journal of Research on Adolescence* 273 (2001).

<sup>19</sup> Cathy S. Widom & Michael G. Maxfield, National Institute of Justice, Research Brief: An Update on the “Cycle of Violence” (2001), available at <https://www.ncjrs.gov/pdffiles1/nij/184894.pdf>; Vincent J. Felitti & Robert F. Anda, The Relationship of Adverse Childhood Experiences to Adult Medical Disease, Psychiatric Disorders and Sexual Behavior: Implications for Healthcare in *The Impact of Early Life Trauma on Health and Disease* (ed. Ruth A. Lanius, et al.) (2010).

<sup>20</sup> *Id.*

<sup>21</sup> Rachel Boba & David Lilley, Violence Against Women Act (VAWA) funding: A nationwide assessment of effects on rape and assault, 15 *Violence Against Women* 168 (2009).

<sup>22</sup> Jennifer Temkin, “And Always Keep a Hold of Nurse, For Fear of Finding Something Worse”: Challenging Rape Myths in the Courtroom, 13 *New Crim. L. Rev.* 710 (2010); Violence Policy Center, *When Men Murder Women: An Analysis of 2011 Homicide Data* (2013).

# History

## The Violence Against Women Act

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In June of 1990, then-Senator Joseph Biden introduced the Violence Against Women Act. He explained: “The bill has three broad, but simple, goals: to make streets safer for women; to make homes safer for women; and to protect women’s civil rights.”<sup>23</sup> It was comprehensive—dealing with any kind of gender-based violence, whether homicide, stalking, rape or domestic violence—and it was gender-neutral, recognizing that men, too, could be victims of gender crimes.

Twenty years after its passage, the Violence Against Women Act reflects a larger struggle waged by women to gain equal rights in the 20<sup>th</sup> century. In 1964, in a landmark but last minute addition to the 1964 Civil Rights bill, our country’s most important civil rights legislation was amended to add “sex discrimination” to its prohibitions—an action some thought was a joke at the time, and the bill’s supporters feared would kill the bill. But by the 1970s, liberals and conservatives alike were working to eliminate sex discrimination from American law. During these years, the Supreme Court affirmed the rights of men and women not to be subject to stereotypes about what is feminine or masculine.<sup>24</sup> Sex discrimination was not to be tolerated, at least in theory. Women lost the fight for the Equal Rights Amendment, but they did not give up the fight – at work or in school.

However far women had traveled, there were still no federal laws prohibiting what we would today call “violence against women” – *no one even called it “violence against women.”* In the early 1970s, state rape laws were reformed in many ways. Most states eliminated the common law rule that victims had to “resist to the utmost” or raise a “prompt outcry.”<sup>25</sup> States began to call into question the so-called Model Penal Code’s rule—taught to every law student in America before the 1980s—recommending that rape complainants should undergo psychiatric examinations.<sup>26</sup> Shelters for battered women had cropped up in isolated cities across the country. Protective orders were allowed in some states. But police still watched in their police cars as husbands stood on their wives necks.<sup>27</sup>

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<sup>23</sup> Women and Violence, Hearing Before the S. Comm. on the Judiciary, 101st Cong. 3 (1990) (statement of Sen. Biden).

<sup>24</sup> See, e.g., *City of Los Angeles, Dep’t of Water & Power v. Manhart*, 435 U.S. 702, 711 (1978) (holding that unequal pension plan contributions for male and female employees based on actuarial tables reflecting women’s greater life spans violated the sex discrimination prohibitions of Title VII of the Civil Rights Act).

<sup>25</sup> Jill Elaine Hasday, *Contest and Consent: A Legal History of Marital Rape*, 88 Cal. L. Rev. 1373, 1392-93 (2000); See also Oriana Mazza, *Re-Examining Motions to Compel Psychological Evaluations of Sexual Assault Victims*, 82 St. John’s L. Rev. 763, 766 (2008).

<sup>26</sup> Roberta J. O’Neale, *Court Ordered Psychiatric Examination of a Rape Victim in a Criminal Rape Prosecution - Or How Many Times Must a Woman Be Raped*, 18 Santa Clara L. Rev. 119 (1978).

<sup>27</sup> *Thurman v. City of Torrington* arose when Tracey Thurman sued her local police department, alleging that officers and the city ignored her repeated pleas to arrest her estranged husband, including: “Approximately 25 minutes after Tracey’s call to the Torrington Police Department and after her stabbing, a single police officer ... arrived on the scene. Upon the arrival of [the officer], Charles Thurman was holding a bloody knife. Charles then dropped the knife and, in the presence of [the officer], kicked

Despite progress in the 1980s, there were still laws on the books that betrayed the remnants of a day when women were the legal property of their husbands. In some states, you could shoot your wife's lover for infidelity and never go to jail (on the theory that the killing was a protection of property—the wife).<sup>28</sup> In other states, model laws allowed men to plead to manslaughter, not murder, if their wife “left them” or was seen with another man, under the so-called provocation defense.<sup>29</sup> If you were a wife and raped by your husband, it was still the case that there were different rules: in some states, the victim had to resist to the utmost; in other states, the victim had to make a “prompt outcry,” rules that did not apply to other rapes.<sup>30</sup> In some states, rape law said it was not an aggravated rape if you were on a date – or what the law called the “voluntary social companion” exemption.<sup>31</sup>

To the extent that federal efforts targeted battering at the time, they had been resisted, even filibustered. In 1980, when the Senate debated the Family Violence Prevention and Services Act (FVPSA), members of Congress complained that federal intervention would destroy the family and create a federal family bureaucracy like an OSHA (the Occupational Safety and Health Administration). The argument today sounds strange, even oxymoronic, but at the time it was powerful.<sup>32</sup> Conservative detractors waged an intense fight against a very small authorization for federal shelter funding. This was the state of the law in 1990 when then-Senator Biden introduced the Violence Against Women Act.

### **The Violence Against Women Act: 1990-2010**

In June 1990, the first hearings were held before the Senate Judiciary Committee. It was difficult testimony to give and difficult testimony to hear. As one rape survivor told the Senate Judiciary Committee: “textbooks may offer definitions of rape,” but those definitions do not comprehend “the trauma experienced by the victim.”<sup>33</sup> Witnesses warned that the justice system mocked their trauma. A slashing victim called the justice system “cruel” for claiming she was the “architect of her own suffering,”<sup>34</sup>—she should not have been “at the bar at midnight” or worn the “short skirt”; that she “was a prostitute of sorts”; and that the entire slashing incident was a lie.<sup>35</sup> At trial,

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... Tracey Thurman in the head and ran into the ... residence. Charles returned from within the residence holding [Tracey's son] and dropped the child on his wounded mother. Charles then kicked Tracey in the head a second time. Soon thereafter, [three other officers] arrived on the scene but still permitted Charles Thurman to wander about the crowd and to continue to threaten Tracey.” *Thurman v. City of Torrington*, 595 F. Supp. 1521, 1525-26 (D. Conn. 1984).

<sup>28</sup> See Lawrence M. Friedman, *Crime and Punishment in American History* 221-22 (1993); see also Kaplan et al., *supra* note 55, at 427-31; Laurie J. Taylor, Comment, *Provoked Reason in Men and Women: Heat-of-Passion Manslaughter and Imperfect Self-Defense*, 33 *UCLA L. Rev.* 1679, 1694-95 (1986).

<sup>29</sup> *State v. Wille*, 858 P.2d 128, 130-1 (Or. 1993); *State v. Utz*, 513 A.2d 1191, 1192-94 (Conn. 1986).

<sup>30</sup> Jill Elaine Hasday, *Contest and Consent: A Legal History of Marital Rape*, 88 *Cal. L. Rev.* 1373, 1392-93 (2000).

<sup>31</sup> See, e.g., Susan Purcell, *The Evolution of Delaware Sex Crimes Legislation in the 1990s*, 19 *Sum Del. Law. J.* 8, 10 (2001).

<sup>32</sup> 126 *Cong. Rec.* 24120-24 (1980) (statements of Senator Helms, Kassebaum, and Hatch).

<sup>33</sup> *Women and Violence*, Hearing Before the S. Comm. on the Judiciary, 101st Cong. 23 (1990) (statement of Nancy Ziegenmeyer).

<sup>34</sup> *Id.* at 27 (statement of Marla Hanson) (June 20, 1990).

<sup>35</sup> *Id.* at 30.

questioning about her clothing lasted for twenty minutes and details of her sexual life were revealed—even though this was not a rape case.<sup>36</sup>

On that day in June of 1990, no one could predict whether the topic would yield the same resistance encountered in the 1980s battle for FVPSA. Would VAWA’s opponents claim the bill was an attack on the family, that funding shelters would create “indoctrination” centers, an OSHA for domestic violence?<sup>37</sup> When VAWA was introduced in 1990, the bill had little support from outside groups, whether women’s groups or civil rights groups. One group claimed the bill would violate the First Amendment, another that its rape penalties were too high, and still another that it would detract from efforts to pass legislation addressing other more important women’s issues. One representative of a major civil rights group told the Chief Counsel of the Judiciary Committee that the problem was a “fad.”

Those on the ground, who experienced the violence, who worked with survivors and their advocates, would ultimately come to sound the call for change. On a trip to Rhode Island, then-Senator Biden was invited to give a speech on VAWA at the State House by the Rhode Island Coalition Against Domestic Violence. As one woman later explained the extraordinary impact of the visit: “Here was a prominent US Senator saying the things we had long wanted to hear and that we all believed. He made us feel like this actually might happen, that this bill might pass.”<sup>38</sup>

Empowered by grassroots support for the bill, then-Senator Biden held more hearings. There were hearings in the Senate on legal questions, hearings in the House on the House version of the bill introduced by then-Representative Boxer, field hearings where other Senators on the committee heard from survivors and battered women’s shelters.<sup>39</sup> As women spoke, minds began to change. And, as minds began to change, the Senate Judiciary Committee found itself creating report after report detailing what so few seemed to have understood.<sup>40</sup> Congress was on the road to creating what would become a “voluminous” record,<sup>41</sup> not only of the scale of the violence but also the depth of ignorance and stereotype surrounding it.

Passing VAWA was not easy. There were only two women in the Senate when it was introduced; after the bruising battles of an earlier day, some civil rights groups and women’s groups were distrustful. Following the great principle of VAWA, which is to build trust among those who distrust, then-Senator Biden brought women leaders together. Ultimately with the leadership of wise women in the field, the tide would begin to turn; the objections from inside Washington

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<sup>36</sup> Id. at 32.

<sup>37</sup> 126 Cong. Rec. 22797, 24124 (1980) (statements of Sens. Humphrey and Hatch).

<sup>38</sup> Conversation between Lynn Rosenthal and Deb DeDeBare whose recollection places the date before 1992.

<sup>39</sup> National Immigrant Women’s Advocacy Project, Legislative History, Congressional Hearings, Reports to Congress, and Other Reports: VAWA, <http://niwaplibrary.wcl.american.edu/reference/additional-materials/vawa-legislative-history/violence-against-women-act-hearings-and-reports>.

<sup>40</sup> See, e.g., Majority Staff of the S. Comm. on the Judiciary, 102nd Cong., Violence Against Women: The Increase of Rape in America (Comm. Print 1990); Majority Staff of the S. Comm. on the Judiciary, Violence Against Women: A Week in the Life of America, S. Rep. 102-118 (1992); Majority Staff of the S. Comm. on the Judiciary, 103rd Cong., The Response to Rape: Detours on the Road to Equal Justice (Comm. Print 1993).

<sup>41</sup> United States v. Morrison, 529 U.S. 598, 619-620 (2000)

would begin to disappear. Soon, led by the NOW Legal Defense Fund (now Legal Momentum), a coalition was brought together of grassroots providers, shelters, religious organizations, survivors, mental health providers, prosecutors, and victims' rights advocates.<sup>42</sup>

The battle, however, was far from over. A new source of opposition emerged: the organized federal and state judiciary. From the start, the legislation was opposed by the Department of Justice under President George Herbert Walker Bush. Then, the fight turned to the judiciary. In his 1991 State of the Judiciary speech, Chief Justice Rehnquist publicly blasted VAWA, calling its criminal provisions “open-ended,” and its civil rights provision “so sweeping,” that it would “involve the federal courts in a whole host of domestic relations disputes.”<sup>43</sup> This was not a new claim. States' rights had been heard in the fight against FVPSA, and Justice Rehnquist invoked then by Senators for the proposition that shelter funding would force the federal government “into . . . resolving ordinary family disputes.”<sup>44</sup>

Women stood up to the judges. The coalition of grassroots groups stood up. The National Association of Women Judges stood up, issuing a resolution opposing the federal judiciary's position.<sup>45</sup> (Of course, women judges at the time were a small minority of the federal and state bench.) In 1992, the legal objections intensified: some federal judges urged a committee of the American Bar Association to declare itself against the bill.<sup>46</sup> Had America's lawyers rejected it, there is little question that VAWA would have died. Women stood up. Brave women, women judges, prominent women lawyers, and they won.

When some members of the House and Senate urged then-Senator Biden to cut the controversial civil rights remedy from the bill, he refused. When asked at a House hearing about the Chief Justice's objections to the remedy, then-Senator Biden and his cosponsor, then-Representative Boxer, asked the committee to consider the legal objections carefully.<sup>47</sup> What did it mean, after all, for the judiciary to say that the law would bring cases of divorce and custody into federal court?<sup>48</sup> What the charge assumed was that women would lie—that they would lie about violence to gain child custody or a higher divorce settlement.

Finally, in the middle of the night in a debate on the 1994 crime bill, then-Senator Biden met with the leaders of the Senate. He asked for two things: major new funding for community policing and VAWA—all of VAWA including its civil rights remedy. In return, he promised to reduce the federal workforce by two percent to pay for the new money authorized. Somewhere near midnight,

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<sup>42</sup> Fred Strebeigh, *Equal: Women Reshape American Law*, 346-351 (2009).

<sup>43</sup> William H. Rehnquist, Chief Justice of the United States, 1991 Year-End Report on the Federal Judiciary, reprinted at 138 Cong. Rec. 581, 583 (1992) (inserted in the record by Sen. Pryor).

<sup>44</sup> 126 Cong. Rec. 24120 (1980) (statement of Sen. Helms).

<sup>45</sup> Strebeigh, at 396.

<sup>46</sup> Strebeigh, at 389.

<sup>47</sup> Violence Against Women: Hearing Before the Subcomm. on Crime and Criminal Justice of the H. Comm. on the Judiciary, 102nd Cong. 7-14 (1992).

<sup>48</sup> Violent Crime Control and Law Enforcement Act of 1994, Pub. L. No. 103-322, 108 Stat. 1796, § 40302(e)(4) (noting that nothing in the law was to confer federal jurisdiction “over any State law claim seeking the establishment of a divorce, alimony, equitable distribution of marital property, or child custody decree”).

the deal was sealed, and VAWA passed the Senate. Even then, there were doubters. At conference, some House members urged that the civil rights remedy be cut—after all, said this member, there were no “feminists” in the room. The civil rights remedy stayed.

The year after VAWA was passed, signs emerged that the civil rights remedy was in trouble. Although most lower federal courts were upholding the remedy, the Supreme Court would decide a case that, for the first time in 60 years, would strike a law based on the commerce clause, one of VAWA’s constitutional bases.<sup>49</sup> When the civil rights remedy was drafted, it relied upon existing constitutional law.<sup>50</sup> The Supreme Court had now changed the law. That same year, 1995, Christy Brzonkala filed suit against her attackers under VAWA’s civil rights remedy, arguing that a campus rape had forced her to drop out of college. She alleged that one said they “like to get girls drunk and ...”<sup>51</sup>

In 2000, Chief Justice Rehnquist would pen the majority opinion in *United States v. Morrison*, striking down VAWA’s civil rights remedy. Justice Rehnquist said that Christy Brzonkala had no VAWA remedy, even while acknowledging that no civilized nation should cognize such crimes. Women had no right to federal protection, said the majority, their recourse was to the states. He acknowledged that Congress had developed a “voluminous” record of state failure to protect women but explained that the remedy’s rationale would allow Congress to regulate “family law and other areas of traditional state regulation,” even “marriage, divorce, and childrearing.”<sup>52</sup> Justice Souter, in dissent, called the decision a “tragedy”<sup>53</sup> that the court would come to regret. To VAWA’s supporters, however, it appeared that the judges had won in the Supreme Court what they had lost in Congress.

The decision was a setback but not a defeat. The vast bulk of VAWA remained intact—its provisions on education and prevention, its special victims units for prosecutors and police, its training of judges. Now, the “hard part” was making the law “*work for women in America*.”<sup>54</sup> Then-Senator Biden resolved to push even harder to address the problem; to inject civil rights into the system through education and prevention, even if not by law. Over the next 15 years, he would twice seek VAWA’s reauthorization as evidence flooded in that VAWA was working, saving American lives and money.<sup>55</sup>

At first, the effort was easy; in 2000 and 2005, reauthorizations met with increasing bipartisan support. In 2011, however, the law would lapse. For the first time since its 1994 passage, partisan

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<sup>49</sup> *United States v. Lopez*, 514 U.S. 549 (1995).

<sup>50</sup> Constitutionalists testifying before the Senate Judiciary Committee confirmed the constitutionality of the remedy. S. Rep. No. 103-138, at 39 (1993).

<sup>51</sup> *Brzonkala v. Virginia Polytechnic and State University*, 935 F. Supp. 779, 782 (W.D.V.A. 1996).

<sup>52</sup> *Morrison*, 529 U.S. at 599, 620 (2000); but see the Violent Crime Control and Law Enforcement Act of 1994, Pub. L. No. 103-322, 108 Stat. 1796, § 40302(e)(4) (quoted above).

<sup>53</sup> *Morrison*, 529 U.S. at 641.

<sup>54</sup> Implementation of the Violence Against Women Act, Hearing Before the S. Comm. on the Judiciary, 103rd Cong. 1 (1994).

<sup>55</sup> Kathryn Anderson Clark, et al., A Cost-Benefit Analysis of the Violence Against Women Act of 1994, 8 *Violence Against Women* 417 (2002) (amended to \$12.6 billion in Erratum, 9 *Violence Against Women* 136 (2003)); Centers for Disease Control and Prevention, *Costs of Intimate Partner Violence Against Women in the United States* (2003).



bickering would stall VAWA. But, by then, Senator Biden had become Vice President of the United States.

## **The Violence Against Women Act: 2010-Today**

While Congress allowed the law to lapse, Vice President Biden renewed his efforts. He named the first White House Advisor on Violence Against Women. He convened an interagency working group made of up of more than 20 agencies, including the Departments of Housing and Urban Development, Treasury, and Health and Human Services to address the social and health impact of this violence. As a result of this effort, President Obama announced 15 new action steps across the federal government to reduce domestic violence and sexual assault, including new rules on housing discrimination, pilot projects to increase access to legal services, and the first-ever White House roundtable on sexual assault hosted by the Vice President and the White House Council on Women and Girls.

In 2011, after reviewing data showing that risk to young women of sexual assault remained the highest of any age group, the Vice President used the bully pulpit of the White House to develop the “**1 is 2 Many Campaign**” working with educators, parents, researchers and college students to raise awareness on dating violence and sexual assault. In January 2012, the Justice Department modernized the definition of rape in the Uniform Crime Report to better reflect the scope of this crime.<sup>56</sup> In April 2012, President Obama directed federal agencies to develop policies to address the effects of domestic violence in the federal workforce and to assist victims.<sup>57</sup>

Meanwhile, the Vice President worked with the Congress to ensure that VAWA would not die. In 2013, after a lengthy political battle, VAWA was finally reauthorized. The 2013 law solidified consensus that VAWA services were available without regard to sexual orientation or gender identity. It also made important strides in closing federal loopholes that, in effect, made it harder to enforce the law to protect Native American women.

In 2014, the Vice President and the White House Council on Women and Girls issued the first White House report on campus sexual assault, **Not Alone**. This report was a reminder that some of VAWA’s greatest challenges had not been met. In one of the very first VAWA hearings in 1990, a campus survivor had warned of a system that was broken. Much progress had been made but some challenges remained. In particular, evidence shows that rape myths have remained resistant to change.<sup>58</sup>

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<sup>56</sup> In January 2012, The Attorney General announced significant changes to the UCR definition of rape which had not been amended since the 1927 definition “the carnal knowledge of a female, forcibly and against her will” to “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.” Thus, the new definition included non-forcible rape, oral and anal penetration, rape of males and rape of females by females. Press Release, Federal Bureau of Investigation, Attorney General Eric Holder Announces Revisions to the Uniform Crime Report’s Definition of Rape (January 6, 2012), available at <http://www.fbi.gov/news/pressrel/press-releases/attorney-general-eric-holder-announces-revisions-to-the-uniform-crime-reports-definition-of-rape>

<sup>57</sup> Memorandum Establishing Policies for Addressing Domestic Violence in the Federal Workforce, Daily Comp. Pres. Docs., 2012 DCPD No. 00281.

<sup>58</sup> Amy Dellinger Page, Judging Women and Defining Crime: Police Officers’ Attitudes Toward Women and Rape, 28 Sociological Spectrum 389 (2008).

# Protection and Accountability

## A More Effective Justice System Response

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Before VAWA, federal law never attempted to use its full potential to reach violence against women. There were no major grant programs specifically focused on violence against women. And, as in many states, the federal criminal law did not give parity to this violence—while the federal law had been used to cover a large range of criminal offenses that elude the states (where interstate travel is concerned), there was no attempt to use this power to target violence against women. Because most crimes remain subject to state jurisdiction, VAWA aimed to inject equal treatment into the state system by providing an “unprecedented” number of programs geared toward helping local law enforcement banish myths about rape and battering.<sup>59</sup> Meanwhile, at the federal level, it created new offenses for battering, rape, and stalking using federal interstate jurisdiction.

### Breaking the Taboo

If there was one thing that we knew in 1990, it was that false, and often sexist, beliefs about this violence distorted our criminal justice system. Was it any wonder that the system had such low reporting rates for rape and domestic violence, when many Americans did not think them crimes at all? In a 1975 national survey, 28% of respondents agreed that slapping a spouse was “necessary,” “normal” or “good.”<sup>60</sup>

Thankfully, over the years, these attitudes have changed. A 2006 study showed that 97% of college students surveyed agreed that for a husband to use physical force to make his wife have sex would constitute intimate partner violence.<sup>61</sup> Today, a majority of men report that they have a family member or friend that they believe has been a victim of domestic violence or sexual assault.<sup>62</sup> On the other hand, pockets of resistance remain: we know that rape myths and victim-blaming continue to exist in the larger community and in the criminal justice system, both at home and abroad.<sup>63</sup>

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<sup>59</sup> Lisa M. Seghetti & Jerome P. Bjelopera, Cong. Research Serv., R42499, *The Violence Against Women Act: Overview, Legislation, and Federal Funding* (2012).

<sup>60</sup> Ursula Dibble & Murray A. Straus, *Some Social Structure Determinants of Inconsistency between Attitudes and Behavior: The Case of Family Violence*, 42 *Journal of Marriage and the Family* 71, 73 (1980).

<sup>61</sup> Erin L. Nabors, et al., *Domestic Violence Beliefs and Perceptions Among College Students*, 21 *Violence and Victims* 779, 786 (2006).

<sup>62</sup> Family Violence Prevention Fund & Verizon Wireless, *Most Men Willing to Get Involved in Efforts to Prevent Domestic Violence, Sexual Assault*, <http://www.verizonwireless.com/news/article/2007/06/pr2007-06-07.html> (2007).

<sup>63</sup> The White House Council on Women and Girls, *Rape and Sexual Assault: A Renewed Call to Action*, 16 (2014), available at [http://www.whitehouse.gov/sites/default/files/docs/sexual\\_assault\\_report\\_1-21-14.pdf](http://www.whitehouse.gov/sites/default/files/docs/sexual_assault_report_1-21-14.pdf); Jennifer Temkin, “And Always Keep a Hold of Nurse, For Fear of Finding Something Worse”: Challenging Rape Myths in the Courtroom, 13 *New Crim. L. Rev.* 710, 715, 719 (2010) (Noting that many of the rape myths are not only false but should have no bearing on criminal liability).



## Asking the Right Questions: Creating a Federal Institution

When VAWA was first drafted, it was difficult to get a sense of the scope of the problem—data was conflicting if non-existent. After VAWA was passed, then-Senator Biden pushed to create an Office on Violence Against Women within the Department of Justice<sup>64</sup> to ensure that there was an institution devoted to this problem embedded within our federal justice system. Over the years, that Office has consistently identified needs and distributed funds to state and local programs, using a smart, targeted approach. In partnership with other agencies, this focus has developed promising practices and yielded several landmark studies, including the 2010 CDC Report on Intimate Partner Violence.<sup>65</sup>

## Filling Federal Gaps: Guns

In 1994, gaps existed in federal protections normally granted victims of other serious crimes. It is unlawful for most felons to possess a gun—but these provisions did not necessarily address violence against women.<sup>66</sup> When VAWA was first passed in 1994, Congress made it a federal crime to possess a firearm or ammunition while subject to a valid permanent protection order for harassing, stalking, or threatening an intimate partner.<sup>67</sup> A 1996 amendment to the Gun Control Act extended the ban on firearm possession to individuals convicted of a qualifying misdemeanor crime of domestic violence, even if the conviction occurred before the date of the law's enactment.<sup>68</sup>

## Equalizing Federal Power

Not surprisingly, when VAWA was first passed, almost every state crime involving interstate elements (from gun crimes to cattle rustling) was covered by the federal criminal code—but not sexual assault and domestic violence. As then-Senator Biden said in 1992, if you can take a cow across state lines and commit a federal felony, then the same treatment was due crimes disproportionately affecting women.<sup>69</sup>

The original VAWA thus extended federal power to treat domestic violence and sexual assault similar to other federal crimes. For example, the first federal prosecution under these laws involved a husband who severely beat his wife. For five days, he drove her in and out of West Virginia before taking her to a hospital in Kentucky. The Fourth Circuit upheld the law as within traditional federal criminal jurisdiction.<sup>70</sup> This set a decisive precedent that combatting violence

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<sup>64</sup> Leading the Fight: The Violence Against Women Office, Hearing Before the Subcomm. on Crime and Drugs of the S. Comm. on the Judiciary, 107th Cong. 4 (2002) (“A strong, independent Violence Against Women Office should lead the fight with a voice that has credibility, a very high profile, and an ear to the Attorney General himself, not just to cut checks.”).

<sup>65</sup> Matthew J. Breiding, et al., Centers for Disease Control and Prevention, Intimate Partner Violence in the United States — 2010 (2014).

<sup>66</sup> See 142 Cong. Rec. 26674 (1996) (statement of Sen. Lautenberg).

<sup>67</sup> 18 U.S.C. §922(d)(8) and 18 U.S.C. §922(g)(8).

<sup>68</sup> Law enforcement officers, military personnel, and other government officials are allowed to retain their government-issued duty weapons when a protection order is issued against them, but this exemption does not extend to a misdemeanor conviction for domestic violence. 18 U.S.C. §922(g)(9).

<sup>69</sup> Violence Against Women: Hearing Before the Subcomm. on Crime and Criminal Justice of the H. Comm. on the Judiciary, 102nd Cong. 8 (1992).

<sup>70</sup> United States v. Bailey, 112 F.3d 758 (4th Cir. 1997).

against women is, literally, *the federal government's business*.<sup>71</sup> Since then, there have been hundreds of cases filed and 175 convictions obtained.<sup>72</sup> In reauthorizing VAWA, Congress has expanded these interstate provisions to cover cyberstalking and crimes committed in federal maritime and territorial jurisdiction.

### **Working Together: Incentives for Justice Partnerships**

One of VAWA's key legal innovations focused on incentivizing cooperation between civic groups otherwise at war. Rather than a stick, the law provided a carrot: if police and prosecutors worked together with advocates, they could receive seed money for their cooperative efforts. The money could be used to train law enforcement or to provide victims assistance and strengthen local nonprofits, but only on condition of cooperative effort. To obtain a grant, a state had to certify that it provided a basic level of legal protections and that it would use the formula grants to coordinate the community's response.<sup>73</sup>

The coordinated community response model (CCR) is one of the hallmarks of the Violence Against Women Act. Evidence shows that efforts to address violence against women are particularly effective when they are combined and integrated across various disciplines.<sup>74</sup> Participants in a CCR ideally include law enforcement agencies, advocates, health care providers, and child protection services. CCRs may also work with local businesses and employers, the media, and clergy, and often engage the entire community in efforts to change the social norms and attitudes that contribute to violence against women.<sup>75</sup> Studies show that these programs have increased both arrests and prosecutions in sexual assault and domestic violence cases.<sup>76</sup> Along the way, they have helped to defuse myths and inequalities and reduce the effects of violence against women.<sup>77</sup>

### **Training Programs for Law Enforcement and Court Personnel**

On average, VAWA funds help to train over 500,000 law enforcement officers, prosecutors, judges, victim advocates, and other personnel every year. Ongoing training may help police officers to better understand victim behavior.<sup>78</sup> For instance, before being trained, many law

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<sup>71</sup> Garrine P. Laney, Cong. Research Serv., RL30871, Violence Against Women Act: History and Federal Funding 2-3 (2010).

<sup>72</sup> Federal Criminal Case Processing Statistics, Bureau of Justice Statistics, available at <http://bjs.ojp.usdoj.gov/fjsr/>.

<sup>73</sup> Office of Violence Against Women, United States Department of Justice, OVW Fiscal Year 2013 STOP Violence Against Women Formula Grant Program 11 (2013).

<sup>74</sup> Anne P. DePrince, et al., The impact of victim-focused outreach on criminal legal system outcomes following police-reported intimate partner abuse, 18 Violence Against Women 861 (2012); Branda Nowell & Pennie Foster-Fishman, Examining multi-sector community collaboratives as vehicles for building organizational capacity, 48 American Journal of Community Psychology 193, 196-203 (2011).

<sup>75</sup> Sandra J. Clark, et al., Urban Institute, Coordinated Community Responses to Domestic Violence in Six Communities: Beyond the Justice System (1996).

<sup>76</sup> Laura F. Salazar, et al., Examining the behavior of a system: An outcome evaluation of a coordinated community response to domestic violence, 22 Journal of Family Violence 631 (2007).

<sup>77</sup> Doug Wilson & Andrew Klein, An Evaluation of the Rhode Island Sexual Assault Response Team (SART), NCJ 210584 (2009); Stan J. Orchowsky, Evaluation of a Coordinated Community Response to Domestic Violence: The Alexandria Domestic Violence Intervention Project – Final Report, NCJ 179974 (1999).

<sup>78</sup> Melissa Reuland, et al., United States Department of Justice, Police-Community Partnerships to Address Domestic Violence 25 (2006).

enforcement professionals shared the common misconception that stranger rape is more common than date rape, or that date rape is somehow less traumatic.<sup>79</sup> Law enforcement or legal system personnel may ask why victims don't "just" leave, even though that might be the most dangerous time for the victim of domestic violence. They may believe, contrary to fact, that all rapes involve physical injury or that most victims make a prompt complaint.<sup>80</sup>

Law enforcement has come to recognize that these myths may imperil lives and encourage offenders. As one former law enforcement officer notes:

"I think sex crimes are extremely unique because of the preconceived ideas, notions, bias that no other crime victim experiences... Imagine the power that sex offenders experience because victims weren't being believed or because they weren't being given the support they needed to participate in the criminal justice system."<sup>81</sup>

A national law enforcement report adds: untrained police officers may not be aware that:

"A victim's first contact with law enforcement rarely happens after the first or even the second domestic violence incident," but rather may only occur "after the pattern of abuse is well established and the level of physical injury has become serious."<sup>82</sup>

## Special Prosecution, Policing and Courts

Specialization has proved a powerful tool in improving the criminal justice response to violence against women. VAWA funding supports law enforcement and prosecution units that deal exclusively with domestic violence or sexual assault, and often with remarkable results. Specialized domestic violence police units collect evidence in a much higher percentage of cases than traditional patrol units.<sup>83</sup> The evidence collected by specialized units is more likely to be useful for prosecution,<sup>84</sup> leading to higher rates of prosecution, conviction, and sentencing.<sup>85</sup> Specialized prosecution units also make a difference: from 2008 to 2012, a study of 50-60 VAWA-

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<sup>79</sup> International Association of Chiefs of Police (IACP), Bringing Sexual Assault Offenders to Justice: Realities of Sexual Assault [video], available at <http://www.theiacp.org/Police-Response-to-Violence-Against-Women>.

<sup>80</sup> Michelle J. Anderson, Diminishing the Legal Impact of Negative Social Attitudes Toward Acquaintance Rape, 4 New Crim. L. Rev. 644 (2010).

<sup>81</sup> International Association of Chiefs of Police (IACP), Bringing Sexual Assault Offenders to Justice: Realities of Sexual Assault [video], available at <http://www.theiacp.org/Police-Response-to-Violence-Against-Women>.

<sup>82</sup> IACP National Law Enforcement Policy Center, Concepts and Issues Paper: Domestic Violence (2006), available at <http://www.theiacp.org/portals/0/pdfs/DomesticViolencePaper0606.pdf>.

<sup>83</sup> Paul C. Friday, et al., Evaluating the Impact of a Specialized Domestic Violence Police Unit, NCJ 215916 (2006).

<sup>84</sup> Meg Townsend, et al., Law Enforcement Response to Domestic Violence Calls for Service, NCJ 215915 (2006).

<sup>85</sup> Annette Jolin, et al., Beyond Arrest: The Portland, Oregon Domestic Violence Experiment, Final Report, NCJ 179968 (1999); David Holleran, et al., Examining Charging Agreement Between Police and Prosecutors in Rape Cases, 56 Crime & Delinquency 385 (2010).

funded prosecutors' offices showed that they accepted for prosecution a remarkable 73% of sexual assault cases.<sup>86</sup>

Evidence suggests that specialization is also important in court systems. Domestic violence courts process cases more efficiently, increase offender compliance, impose enhanced penalties, improve outcomes for victims, and achieve higher rates of conviction.<sup>87</sup> One study found that 75% of victims said they would be more likely to report future violence if a domestic violence court were available to them.<sup>88</sup>

## Intimate Partner Homicide Reduction

Tragically, intimate partner violence can escalate and lead to death. Although the rate of intimate partner homicides has decreased since the passage of VAWA, there is a long way to go before we reach zero. In one hopeful development, some communities are adopting methods to predict which abusers pose the greatest threats.<sup>89</sup> After applying one lethality assessment tool, Maryland witnessed a 34% drop in intimate partner homicides.<sup>90</sup> Inspired by the tragic domestic violence homicide of a client, Newburyport, Massachusetts created one of the first high risk teams in the country and identified over 100 high risk victims during its first six years of operation from 2005 to 2011.<sup>91</sup> Since the formation of the team, there have been zero domestic violence homicides reported in the community.<sup>92</sup>

In 2013, Vice President Biden and Attorney General Holder announced VAWA funding for twelve communities to replicate these projects.<sup>93</sup> VAWA 2013 took additional steps in this direction, by requiring states to develop goals and activities to reduce domestic violence homicides and integrating homicide reduction into key VAWA grant programs. Jurisdictions in 31 states have begun using lethality assessment tools,<sup>94</sup> but there is an urgent need to make more progress.<sup>95</sup>

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<sup>86</sup> Muskie School of Public Service, Violence Against Women Act: Measuring Effectiveness Initiative, Summary Data Reports on Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program, available at <http://muskie.usm.maine.edu/vawamei/cdsarrestgraphs.htm>.

<sup>87</sup> Lauren B. Cattaneo & Lisa A. Goodman, Through the Lens of Therapeutic Jurisprudence: The Relationship Between Empowerment in the Court System and Well-Being for Intimate Partner Violence, 25 Journal of Interpersonal Violence 481 (2010); Adele Harrell, et al., Urban Institute, The Evaluation of Milwaukee's Judicial Oversight Demonstration, NCJ 215349, 35 (2006); Richard R. Peterson & Jo Dixon, Examining prosecutorial discretion in domestic violence cases, Presented at the Annual Meeting of the American Society of Criminology, Toronto, Canada (2005); Lisa Newmark, et al., Specialized Felony Domestic Violence Court: Lessons on Implementation and Impacts From the Kings County Experience, NCJ 167237 (2001); Robert C. Davis, et al., Increasing Convictions in Domestic Violence Cases: A Field Test in Milwaukee, 22 Justice System Journal 61 (2001).

<sup>88</sup> Smith, A., (February, 2001), Domestic violence laws: The voices of battered women, Violence and Victims, 16(1):91-111.

<sup>89</sup> Jacquelyn C. Campbell, et al., Assessing Risk Factors for Intimate Partner Homicide, 250 Nat'l Inst. of Just. J. 14 (2003).

<sup>90</sup> Maryland Network Against Domestic Violence, Annual Report 2012 -2013, available at [http://mnadv.org/\\_mnadvWeb/wp-content/uploads/2013/10/mnadv-annual-report\\_final-single-pages.pdf](http://mnadv.org/_mnadvWeb/wp-content/uploads/2013/10/mnadv-annual-report_final-single-pages.pdf).

<sup>91</sup> Jeanne Geiger Crisis Center, Making an Impact by Preventing Domestic Violence Homicide, <http://jeannegeigercrisiscenter.org/dvhrtn.html?pg=04>.

<sup>92</sup> Id.

<sup>93</sup> Press Release, The White House, Office of the Vice President, Vice President Biden and Attorney General Holder Announce Grants to Help Reduce Domestic Violence Homicides (March 13, 2013), available at <http://www.whitehouse.gov/the-press-office/2013/03/13/vice-president-biden-and-attorney-general-holder-announce-grants-help-re>.

<sup>94</sup> Maryland Network Against Domestic Violence, LAP: Nationally, <http://mnadv.org/lethality/lap-nationally/>.

<sup>95</sup> Violence Policy Center, When Men Murder Women: An Analysis of 2011 Homicide Data (2013).

# Shelter and Support

## Increased Access to Essential Victim Services

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Although one of VAWA's landmark achievements has been improving the ability of police and the courts to respond to violence against women, this alone is not sufficient. Without a helping hand, millions of women would still struggle to leave their abusers. Survivors need justice, but also support in moving beyond their traumatic experiences: a safe place to live, counseling, healthcare, and civil legal assistance.

### National Hotlines

The original VAWA established the National Domestic Violence Hotline (NDVH). Since the hotline was created 18 years ago, 3.4 million people have used it to receive help with domestic and dating violence.<sup>96</sup> Beginning in 2007, the NDVH established the National Teen Dating Abuse Helpline and [loveisrespect.org](http://loveisrespect.org), a website with resources for teens and young adults to prevent and end abusive relationships. In 2011, as a result of Vice President Biden's **1 is 2 Many** campaign, the Helpline was expanded to offer support via live chat and text messages. Now, both hotlines provide these digital services in addition to responding to telephone calls.<sup>97</sup>

### Coordinated Services

In 2012, VAWA funded programs helped more than 700,000 survivors and their children.<sup>98</sup> The VAWA approach has never been to privilege law enforcement over services but to bring these together to produce better survivor-centered outcomes. Studies show, for example, that the coordination encouraged by modest seed money is successful in increasing rates of reporting and prosecution and is also more successful in “encourag[ing] victims to access services.”<sup>99</sup>

### Housing Programs and Protections

Finding a safe, affordable place to live is one of the critical obstacles victims face in seeking to leave their abusers. Although domestic violence occurs at all income levels, rates of abuse are higher among women with fewer economic resources.<sup>100</sup> The lack of affordable housing and long waiting lists for assisted housing force many women and their children to choose between abuse at home and life on the streets.<sup>101</sup> Domestic violence is among the leading causes of housing

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<sup>96</sup> National Domestic Violence Hotline, 2013 Year-End Review, available at <http://www.thehotline.org/year-end-review-2013/>.

<sup>97</sup> In 2013 alone, hotline, chat and text services responded to over 200,000 calls, 43,500 chats, and 10,000 text messages. Id.

<sup>98</sup> Muskie School of Public Service, Violence Against Women Act: Measuring Effectiveness Initiative, Summary Data Reports, available at <http://muskie.usm.maine.edu/vawamei/summaryreports.htm>.

<sup>99</sup> Christopher Mallios & Jenifer Markowitz, Benefits of a Coordinated Community Response to Sexual Violence, 7 Aequitas Strategies in Brief 2 (2011).

<sup>100</sup> Claire Renzetti, Economic Issues and Intimate Partner Violence, in Sourcebook on Violence Against Women 171, 173 (Claire Renzetti, Jeffrey Edelson, and Raquel Kennedy Bergen ed., 2011).

<sup>101</sup> Charlene K. Baker, et al., Domestic Violence, Housing Instability, and Homelessness: A Review of Housing Policies and Program Practices for Meeting the Needs of Survivors, 15 Aggression and Violent Behavior 430, 431 (2010).

instability and homelessness for women and children.<sup>102</sup> One in four homeless women report domestic violence as a reason they are homeless,<sup>103</sup> and the greater a woman's housing instability the greater her risk--46% of homeless women in one study reported staying in an abusive relationship because they had nowhere else to go.<sup>104</sup>

Recognizing this link, in 2003, Congress created transitional housing assistance grants for victims fleeing domestic and sexual violence.<sup>105</sup> This program has a strong track record of helping survivors move to more permanent housing.<sup>106</sup> VAWA 2005 and 2013 reauthorizations included important housing protections to ensure that survivors would not be discriminated against in public or federally-subsidized housing and can also transfer to a different location if threatened with imminent harm.<sup>107</sup>

These are important steps forward, but many women still face the terrible choice of staying in a home where they are being abused or having no home at all. More must be done to help survivors find safe, affordable housing.

## Healthcare and Medical Assistance

Survivors of domestic violence or sexual assault may need both immediate and long-term medical and mental health care. Sexual assault, physical abuse and stalking can have long-lasting physical and psychological consequences, including post-traumatic stress disorder, withdrawal, depression, anxiety, insomnia, unhealthy diet-related behaviors, substance abuse and other health conditions (traumatic brain injury, sexually transmitted infections, etc.).<sup>108</sup> VAWA 2005 created new funding to help health care providers screen for domestic violence and build linkages with domestic violence programs.<sup>109</sup> Through the Sexual Assault Services Program, VAWA funds rape crisis centers to provide crisis intervention and longer-term therapy to help survivors rebuild their lives.

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<sup>102</sup> Charlene K. Baker, et al., Domestic Violence, Housing Instability, and Homelessness: A Review of Housing Policies and Program Practices for Meeting the Needs of Survivors, 15 *Aggression and Violent Behavior* 430, 431 (2010).

<sup>103</sup> Jana L. Jasinski, et al., The Experience of Violence in the Lives of Homeless Women: A Research Report, NCJ 211976 (2005).

<sup>104</sup> Chiquita Rollins & Kris Billhardt, The SHARE Study [Presentation] (2012), available at <https://multco.us/file/15123/download>.

<sup>105</sup> PROTECT Act of 2003, Pub. L. 108-21.

<sup>106</sup> From 2009 to 2012, 70-80% of victims exited from the transitional housing program to permanent housing and 83-90% stated they now had a lower risk of experiencing violence. Muskie School of Public Service, Violence Against Women Act: Measuring Effectiveness Initiative, Summary Data Reports on the Transitional Housing Program, available at <http://muskie.usm.maine.edu/vawamei/thousinggraphs.htm>.

<sup>107</sup> Victims often face unfair eviction and denial of housing benefits because of the violence and criminal actions of others. Monica McLaughlin, National Network to End Domestic Violence, Housing Needs of Victims of Domestic Violence, Sexual Assault, Dating Violence, and Stalking 2 (2014).

<sup>108</sup> Centers for Disease Control and Prevention, Intimate Partner Violence: Consequences (2014), available at <http://www.cdc.gov/violenceprevention/intimatepartnerviolence/consequences.html>.

<sup>109</sup> Violence Against Women and Department of Justice Reauthorization Act of 2005, Pub. L. No. 109-162, 119 Stat 3024 (2006) ("It is the purpose of this title to improve the health care system's response to domestic violence, dating violence, sexual assault, and stalking through the training and education of health care providers, developing comprehensive public health responses to violence against women...").



VAWA grants have also funded state and local programs to train and hire forensic nurses. Trained nurse examiners provide important health care and support for survivors.<sup>110</sup> In some places, the existence of a Sexual Assault Nurse Examiner (SANE) program has been the determining factor for whether rape victims receive medical attention.<sup>111</sup> The 2013 VAWA reauthorization added language promoting SANE programs and requiring that forensic rape exams be provided to victims without any upfront costs. SANE programs have been shown to increase sexual assault prosecutions and convictions by as much as 70%.<sup>112</sup>

## Legal Assistance

Providing victims with lawyers and legal assistance can be a powerful equalizer in the courts. Legal assistance helps victims file for protection orders, retain custody of their children, and navigate the justice and immigration systems. Evidence suggests that legal services may be one of the principal factors contributing to the decline in domestic violence.<sup>113</sup> The 2000 VAWA reauthorization created a legal assistance program for victims, and this program now serves approximately 70,000 victims each year.<sup>114</sup>

## Services and Justice for Communities of Color and Underserved Populations

For women from underserved racial and ethnic communities, support and justice may seem out of reach. Survivors may distrust or fear police because of their immigration status or find that service providers do not provide the culturally relevant help they need. VAWA addresses these problems by funding culturally specific organizations established within the communities they serve. These organizations can help survivors leverage the many strengths of their religious, ethnic, linguistic, community and cultural traditions.

VAWA 2005 created a new grant program, the “Culturally Specific Services Program,” to develop services driven by community needs. Every six months, these organizations serve approximately 100,000 individuals. But a few targeted programs are not enough; every VAWA program must improve its response to communities of color. VAWA funds national training and technical assistance towards this end.

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<sup>110</sup> Raquel Kennedy Bergen & Shana L. Maier, Sexual Assault Services, in Sourcebook on Violence Against Women 227, 232-33 (Claire Renzetti, Jeffrey Edelson, and Raquel Kennedy Bergen ed., 2011).

<sup>111</sup> Rebecca Campbell, et al., The Effectiveness of Sexual Assault Nurse Examiner (SANE) Programs: A Review of Psychological, Medical, Legal, and Community Outcomes, 6 Trauma, Violence & Abuse 313, 320 (2005).

<sup>112</sup> Rebecca Campbell, et al., Prosecution of Adult Sexual Assault Cases: A Longitudinal Analysis of the Impact of a Sexual Assault Nurse Examiner Program, 18 Violence Against Women 223, 236 (2012); M. Elaine Nugent-Borakove et al., Testing the Efficacy of SANE/SART Programs: Do They Make a Difference in Sexual Assault Arrest & Prosecution Outcomes?, NCJ 214252, 42 (2006).

<sup>113</sup> Laura Dugan, et. al., Do domestic violence services save lives?, 250 Nat'l Inst. of Just. J. 20, 24; Amy Farmer and Jill Tiefenthaler, Explaining the Recent Decline in Domestic Violence, 21 Contemp. Econ. Pol'y 158, 167 (2003).

<sup>114</sup> Muskie School of Public Service, Violence Against Women Act: Measuring Effectiveness Initiative, Summary Data Reports, available at <http://muskie.usm.maine.edu/vawamei/summaryreports.htm>.

## Children, Youth Services, and Prevention

As many as 15 million children are exposed to intimate partner violence every year,<sup>115</sup> and one-half to two-thirds of residents in domestic violence shelters and transitional housing facilities are children—nearly 20,000 of them on a given day nationwide.<sup>116</sup> VAWA funds training for professionals and services to help children and youth overcome the effects of exposure to violence. In 2005, Congress authorized four new youth and prevention-focused grant programs to increase resources, services and advocacy to help children and young people exposed to violence and to support prevention programming.<sup>117</sup>

## Rural Programs

Survivors living in rural communities and remote areas face unique challenges. Public transportation, public housing, and other services may be minimal.<sup>118</sup> Responding to these difficult circumstances, VAWA's Rural Grants program has led to the development of outreach services, task forces, and councils, and an improved understanding of how to combat violence against women in rural areas.<sup>119</sup> In the most recently reported six month period, VAWA Rural Program grantees provided direct services to over 14,000 victims/survivors of sexual assault, domestic violence, dating violence, stalking, and child sexual assault and sponsored more than 2,800 education events, reaching more than 100,000 community members, parents, and students of all ages.<sup>120</sup>

## Services for Elderly and Disabled Victims

Elderly and disabled victims are particularly vulnerable to physical and sexual abuse, as they are often dependent on caretakers and face many barriers to reporting abuse and seeking services. Studies suggest that women with disabilities are approximately 40% more likely to experience physical and sexual violence.<sup>121</sup> Violence and abuse suffered by women with disabilities and Deaf women may be more severe, of longer duration, inflicted by multiple perpetrators, and occur in settings atypical for other victims (e.g., group homes, hospitals, and institutions).<sup>122</sup> Women with disabilities and Deaf women frequently have greater challenges than other victims accessing the

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<sup>115</sup> Renee McDonald, et al., Estimating the Number of American Children Living in Partner-Violent Families, 20 Journal of Family Psychology 137 (2006).

<sup>116</sup> National Network to End Domestic Violence, Domestic Violence Counts 2012: A 24-Hour Census of Domestic Violence Shelters and Services (2013), available at [http://nnedv.org/downloads/Census/DVCounts2012/DVCounts12\\_NatlReport\\_Color.pdf](http://nnedv.org/downloads/Census/DVCounts2012/DVCounts12_NatlReport_Color.pdf).

<sup>117</sup> Violence Against Women and Department of Justice Reauthorization Act of 2005, Pub. L. No. 109-162, §§ 303 and 401. In 2013, Congress re-authorized funding for these purposes but consolidated the four grant programs into two. Violence Against Women Reauthorization Act of 2013, Pub. L. No. 113-4, §§ 302 and 402.

<sup>118</sup> Rural Assistance Center, Domestic Violence Frequently Asked Questions, <http://www.raconline.org/topics/domestic-violence/faqs>; National Coalition Against Domestic Violence, Rural Victims of Violence (2007), <http://ncadv.org/files/RuralVictims.pdf>.

<sup>119</sup> Campaign for Funding to End Domestic and Sexual Violence, FY 2013 Appropriations Briefing Book 14 (2012), available at [http://nnedv.org/downloads/Policy/FY\\_13\\_Briefing\\_Book.pdf](http://nnedv.org/downloads/Policy/FY_13_Briefing_Book.pdf).

<sup>120</sup> Muskie School of Public Service, Violence Against Women Act: Measuring Effectiveness Initiative, Summary Data Reports, available at <http://muskie.usm.maine.edu/vawamei/summaryreports.htm>.

<sup>121</sup> D.A. Brownridge, Partner violence against women with disabilities, Violence Against Women, 12(9), 805–822 (2006).

<sup>122</sup> N. Nosek & R. Hughes, Violence against women with disabilities, Fact sheet #1: Findings from Studies 1992-2002. Baylor College of Medicine, Center for Research on Women with Disabilities. Available at <http://www.bcm.edu/crowd/index.cfm?pmid=1409#pers> (2006).



legal system, advocacy, services, and community.<sup>123</sup> Older victims of intimate partner violence are often overlooked. For instance, in one study, only three percent of older women indicated their healthcare provider had ever asked them about physical or sexual violence.<sup>124</sup>

Since the 2000 VAWA reauthorization, funding has been available to states and localities to address the special challenges posed by these vulnerabilities. These grant programs support a team approach: law enforcement agencies, prosecutors, victim services, and elder and disability service providers work together to recognize abuse, support victims, and bring perpetrators to justice. While this specialized grant program has been critical in developing these services, the next step is to ensure that all providers offer accessible services and understand the needs of older victims and individuals with disabilities.

## Expanding Support and Protection

### VAWA in the 21<sup>st</sup> Century

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Each time that VAWA has been reauthorized, Congress has expanded the law to reach more people who have experienced violence. In doing so, our political system has continually affirmed VAWA's core commitment that in our society, every victim of intimate partner violence, sexual assault or stalking, no matter who they are or where they are, should have somewhere to turn. We know, for example, that men as well as women are victims of sexual assault; indeed, rape of boys and young men takes a terrible toll on its victims, and men may be more hesitant to report than women.<sup>125</sup>

### Protecting Immigrant Survivors

From the beginning, VAWA recognized that immigration status can become a powerful tool of control in the hands of an abusive partner. Immigrant victims may be dependent upon their partner's status in order to remain in the country or may fear that contacting law enforcement will lead to deportation. Abusive partners often hold the threat of deportation or loss of immigration status over the victim's head as a tool of abuse.

To alleviate this, VAWA created a self-petition process which allows victim spouses of US citizens to apply for lawful permanent residence status for themselves and their children. While their applications are being processed, victims can remain in the country and apply for a temporary work authorization. The 2000 VAWA reauthorization expanded the immigration provisions to reach more victims by creating the U visa. Those whose abusers are not U.S. citizens or lawful

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<sup>123</sup> Id

<sup>124</sup> A. Bonomi, M. Anderson, R. Reid, D. Carrell, P. Fishman, F. Rivara, & R. Thompson, Intimate partner violence in older women. *The Gerontologist*, 47(1), 34–41 (2007).

<sup>125</sup> Matthew J. Breiding, et al., Centers for Disease Control and Prevention, Intimate Partner Violence in the United States — 2010, 57-58, 61-63 (2014).

permanent residents can apply for a U visa if they have been the victim of a crime and assisted the authorities regarding that crime (e.g. providing assistance to law enforcement or prosecutors' offices). A U visa provides qualified victims and their children with temporary legal status and work authorization, as well as possibly the option of applying for lawful permanent residence status in the future.

Similarly, victims of trafficking may seek a T visa through the 2000 Victims of Trafficking and Violence Protection Act (TVPA). These provisions allow immigrant victims of crime to emerge from the shadows and report what has happened to them, with greater security and opportunity for their futures.

VAWA and the TVPA have been “pivotal in the struggle to end violence against immigrant women.”<sup>126</sup> VAWA self-petitions have nearly quadrupled since 1997, from about 2,500 to more than 9,200,<sup>127</sup> and U.S. Citizen and Immigration Services has approved the statutory maximum 10,000 petitions for U visas for five years in a row.<sup>128</sup>

### **Extending Supports to the LGBT Community**

LGBT individuals experience domestic violence at roughly the same rate as the general population. However, LGBT survivors may have different vulnerabilities to abuse<sup>129</sup> and face greater barriers to accessing services. According to a 2010 survey by the National Coalition of Anti-Violence Programs, only 3% of LGBT survivors sought protection orders and just 5% sought access to shelters.<sup>130</sup> The low rate of help-seeking by LGBT survivors is not surprising: homophobia, hostility towards transgender individuals, and lack of awareness about victimization within the community all play a role. In addition, the needs of LGBT victims have often been overlooked by law enforcement, prosecutors, courts, and victim service providers. Regrettably, it is still the case that not all states ensure the availability of civil protection orders to LGBT victims.

The debate over the 2013 reauthorization of VAWA raised awareness that violence also occurs in LGBT relationships, and Congress specifically recognized LGBT survivors as an underserved population. LGBT-specific services are now included in the authorized purposes for STOP Violence Against Women Formula Grant funds. Importantly, the 2013 VAWA reauthorization also prohibited recipients of VAWA funds from discriminating against LGBT victims, reflecting Congress's judgment that victims should never be denied life-saving services on the basis of their sexual orientation or gender identity. This was a significant victory not only for LGBT victims but also for the federal recognition of “gender identity.”

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<sup>126</sup> Roberta Villalon, *Violence Against Latina Immigrants: Citizenship, Inequality, and Community* 35-36 (2010).

<sup>127</sup> William A. Kandel, Cong. Research Serv., R42477, *Immigration Provisions of the Violence Against Women Act* 4-5 (2012).

<sup>128</sup> Press Release, U.S. Citizenship and Immigration Services, USCIS Approves 10,000 U Visas for 5th Straight Fiscal Year (Dec. 11, 2013), available at <http://www.uscis.gov/news/alerts/uscis-approves-10000-u-visas-5th-straight-fiscal-year>.

<sup>129</sup> Chandra L. Ford, et al., *Intimate Partner Violence Prevention Services and Resources in Los Angeles: Issues, Needs, and Challenges for Assisting Lesbian, Gay, Bisexual, and Transgender Clients*, 14 *Health Promotion Practice* 841, 842 (2013).

<sup>130</sup> National Coalition of Anti-Violence Programs, *Lesbian, Gay, Bisexual, Transgender and Queer Intimate Partner Violence in the United States in 2010* 27-28 (2011), available at <http://www.avp.org/storage/documents/2011ipvreportfull2010data.pdf>.

## Reducing Intimate Partner Violence in Native American Communities

In general, Native Americans are the victims of violent crimes at a higher rate than the rest of the population,<sup>131</sup> and intimate partner violence is no exception. Vast numbers of Indian women have been subjected to intimate partner violence, including rape, physical violence and stalking.<sup>132</sup> Shockingly, the homicide rate against Native women in some counties comprised primarily of tribal land has reached more than ten times the national average.<sup>133</sup>

Through VAWA, Congress has made repeated efforts to improve victim services and reduce violence in Native American communities, beginning in 1994 with a grant program dedicated to this problem.<sup>134</sup> By 2012, however, unique challenges remained. From 1978 to 2013, tribes only had criminal jurisdiction over crimes involving Indian perpetrators, because of the Supreme Court's decision in *Oliphant v. Suquamish Indian Tribe*.<sup>135</sup> This situation left large numbers of domestic violence crimes unprosecuted as many non-Indians live on tribal lands. The 2013 VAWA reauthorization restored tribes' authority to preside over cases involving non-Indian perpetrators and Indian victims on tribal land in cases involving domestic violence, dating violence, and violations of protection orders. "What we have done, I think, has been game-changing," Attorney General Eric Holder stated following the passage of the law: "we're really only at the beginning stages of reversing what is a horrible situation."<sup>136</sup>

## Addressing Sexual Assault on College Campuses

The recent public attention surrounding sexual assault on college campuses has brought to light, once more, an issue plaguing our higher education system for decades. Studies show that about one in five women is a survivor of attempted or completed sexual violence while in college.<sup>137</sup> Reporting rates are also particularly low, reflecting victims' concern for their privacy and belief that they will be blamed for the assault; their expectation that college disciplinary processes will not punish offenders or treat victims with sensitivity; and their fear of retaliation.<sup>138</sup>

Since the passage of the original VAWA, the federal government has taken steps to address the problem. VAWA established the Safe Campuses for Women grant program to assist colleges and universities in preventing and responding to sexual assault. The National Institute of Justice issued and funded important reports on the prevalence of violence against women on college campuses, the responses of colleges and universities to the problem, and the effectiveness of campus sexual

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<sup>131</sup> Jennifer Truman Ph.D., et al., Bureau of Justice Statistics, Criminal Victimization, 2012, NCJ 243389, 7 (2013).

<sup>132</sup> Matthew J. Breiding, et al., Centers for Disease Control and Prevention, Intimate Partner Violence in the United States — 2010, 27-28 (2014).

<sup>133</sup> Ronet Bachman, et al., Violence Against American Indian and Alaska Native Women and the Criminal Justice Response: What is Known, NCJ 223691, 5, 18-26 (2008).

<sup>134</sup> United States Department of Justice, Office on Violence Against Women, Tribal Communities, <http://www.ovw.usdoj.gov/tribal.html>.

<sup>135</sup> 435 U.S. 191 (1978).

<sup>136</sup> Sari Horowitz, New Law Offers Protection to Abused Native American Women, Wash. Post, Feb. 8, 2014.

<sup>137</sup> Christopher P. Krebs, et al., The Campus Sexual Assault (CSA) Study, NCJ 221153, 5-3 (2007).

<sup>138</sup> See Dean G. Kilpatrick, et al., Drug-Facilitated, Incapacitated and Forcible-Rape: A National Study, NCJ 219181, 2-3 (2007).

assault prevention programs.<sup>139</sup> In VAWA 2013, Congress returned to the problem and ultimately passed amendments to the Jeanne Clery Act mandates; which among other things, included that schools' policies address primary prevention and awareness programs, and encourage prompt, fair and impartial investigations and resolutions.<sup>140</sup> In addition, schools must provide victims of these crimes with a written explanation of their rights and options and include information about the resources available to victims in their annual report.

In January 2014, the President established the White House Task Force to Protect Students from Sexual Assault, co-chaired by the Office of the Vice President and the White House Council on Women and Girls.<sup>141</sup> Among other steps, the Task Force has offered best practices on how to conduct sexual assault "climate surveys," emphasized promising bystander intervention strategies, recommended reporting and confidentiality policies, issued guidance about schools' legal obligations, and suggested specialized training for school officials on how sexual assault occurs and common reactions of victims. Finally, it sought to improve government transparency by maintaining a dedicated website – [www.NotAlone.gov](http://www.NotAlone.gov) – to make enforcement data public and to make other resources accessible to students and schools. The Task Force will continue to develop and promote best practices and new enforcement tools to combat campus sexual assault.

## The International Front

For President Obama and Vice President Biden, the mission to eradicate violence against women has always extended beyond our shores. An estimated one in three women worldwide has been beaten, coerced into sex, or otherwise abused in her lifetime.<sup>142</sup> Intimate partner violence is the most common form of violence experienced by women globally.<sup>143</sup> Other forms of violence include human trafficking, sexual violence—including as a tactic of war—and harmful traditional practices, such as early and forced marriage, female genital mutilation/cutting, and "honor" killings.

In response to this epidemic of violence against women, then-Senator Biden introduced the International Violence Against Women Act (IVAWA) in 2007. IVAWA would have promoted legal protections and increased awareness of violence against women around the globe. But, as with VAWA in the beginning, the bill created controversy, stalled in Congress and has languished ever since.

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<sup>139</sup> Fisher et al., United States Department of Justice, National Institute of Justice & Bureau of Justice Statistics, *The Sexual Victimization of College Women* (2000); Christopher P. Krebs, et al., *The Campus Sexual Assault (CSA) Study*, NCJ 221153, 2-1 (2007); United States Department of Justice, National Institute of Justice, *Sexual Assault on Campus: What Colleges and Universities are Doing About It* (2005); Morrison et al., *An Evidence-Based Review of Sexual Assault Preventive Intervention Programs*, NCJ 207262 (2004).

<sup>140</sup> Violence Against Women Reauthorization Act of 2013, Pub. L. No. 113-4, 127 Stat. 90-92.

<sup>141</sup> Memorandum Establishing a White House Task Force to Protect Students From Sexual Assault, Daily Comp. Pres. Docs., 2014 DCPD No. 00043.

<sup>142</sup> World Health Org., *Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence* (2013), available at [http://apps.who.int/iris/bitstream/10665/85239/1/9789241564625\\_eng.pdf](http://apps.who.int/iris/bitstream/10665/85239/1/9789241564625_eng.pdf).

<sup>143</sup> U.N. Secretary-General, *In-depth Study on All Forms of Violence Against Women*: Rep. of the Secretary-General, U.N. Doc. A/61/122/Add.1 (July 6, 2006).

Meanwhile, the Administration has taken action. In 2009, President Obama named Melanne Verveer the first Ambassador-at-Large for Global Women's Issues. On August 10, 2012, President Obama issued an Executive Order on Preventing and Responding to Violence Against Women and Girls Globally to further enhance the Administration's efforts to advance the rights and status of women and girls, to promote gender equality in US foreign policy, and to bring about a world in which all individuals can pursue their aspirations without the threat of violence.<sup>144</sup> In complement to these policies, the U.S. has strengthened its efforts to address gender-based violence, including launching the Safe from the Start initiative to better address the needs of women and girls and other groups in emergencies, and increasing investment through the President's Emergency Plan for AIDS Relief in improving the availability and quality of gender-based violence services.

In spite of this important progress, more is needed. Women around the globe are speaking out about the violence they have experienced. The plight of abused and battered women and girls has been exposed. As Vice President Biden said in 2010, "For every woman who has been beaten in her own home, for the millions of women who have been raped as a weapon of war, for every girl who has been attacked on her way to school, for all of the children -- girls and boys -- who have witnessed this brutality, we must do better."<sup>145</sup>

## Conclusion

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"Around the world, America is looked at as the citadel of progress."<sup>146</sup> For America to be a leader, however, it must lead by example. Twenty years ago, VAWA reflected America's leadership position as it does today. But we must not let our efforts wane here in the United States; the world must continue to see the principles for which we stand. This violence, once so hard to name, is now recognized for the toll it takes on our core values of freedom and equality. When sex is used to demean and degrade, when stereotypes about gender and sexual orientation are enforced by violence, we must call these actions by their rightful name as a violation of a human right and equality.<sup>147</sup> Toward that end, the Vice President aims to inspire a continued national dialogue about sex equality, civil rights, and violence in America.

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<sup>144</sup> Exec. Order No. 13623 – Preventing and Responding to Violence Against Women and Girls Globally, 3 C.F.R. 296 (2012).

<sup>145</sup> The White House, Office of the Vice President, Statement by Vice President Biden on Tomorrow's Anniversary of the International Day for the Elimination of Violence Against Women (2010), available at <http://www.whitehouse.gov/the-press-office/2010/11/24/statement-vice-president-biden-tomorrows-anniversary-international-day-e>.

<sup>146</sup> Vice President Joe Biden, Remarks at the 2013 Vital Voices Global Leadership Awards (Apr. 2, 2013).

<sup>147</sup> Victim-blaming attitudes remain prevalent throughout the world. See Enrique Gracia, Intimate Partner Violence Against Women and Victim-Blaming Attitudes Among Europeans, 92 Bull. World Health Org. 380 (2014) ("One puzzling finding was the widespread nature of victim-blaming attitudes among European citizens even today."); see Michelle J. Anderson, Diminishing The Legal Impact of Negative Social Attitudes Toward Acquaintance Rape Victims, 13 New Crim. L. Rev. 644 (2010); Jennifer Temkin, "And Always Keep a Hold of Nurse, For Fear of Finding Something Worse": Challenging Rape Myths in the Courtroom, 13 New Crim. L. Rev. 710 (2010).

# APPENDIX

## A Sampling of Programs Supported by the Violence Against Women Act

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Although there is still much to do, this anniversary gives us a moment to reflect on the vital, often life-saving work the Violence Against Women Act has inspired and supports. Since its passage 20 years ago, help has come on all fronts: shelters and rape crisis centers have been built; hotlines that started around kitchen tables are answering thousands of calls; dedicated activists, advocates and service providers have more resources; education and prevention programs are changing hearts and minds; police and prosecutors better understand these crimes; and more abusers have been put behind bars.

Here profiled are 131 programs or organizations supported, at least in part, by VAWA grants. These by no means cover the waterfront – VAWA funds thousands of programs nationwide – but they do represent the variety of ideas out there and the devotion and big-heartedness of those who run them. Inclusion in this listing does not signify an endorsement, but is meant to reflect the type of work that’s making a difference. The profiled programs were recommended by experts in the field: state domestic violence and sexual assault coalitions, tribal women’s coalitions, state VAWA grant coordinators, groups that work with prosecutors and police, the Domestic Violence Resource Network, among others.

The programs differ in size, scope, tenure and, no doubt, in effectiveness. But they all evince a spirit of hope and restoration – and all share the fervent belief that we must see this violence for what it is: a crime. Not a misunderstanding, not a private matter, not anyone’s right, or any woman’s fault. And that it’s up to all of us to help end it.

Although many of these programs defy categorization, we’ve roughly grouped them according to VAWA’s central aims: to improve the law enforcement response to domestic, sexual, dating violence and stalking; to get survivors the support they need to reclaim their lives; and to reach, sometimes with culturally and linguistically-specific services, those who might otherwise slip through our fingers. VAWA also makes education and prevention a priority, and those efforts are central to many programs across all categories.

In the pages that follow, we also try to capture some of the voices and stories of survivors who’ve been served by these programs. Their battles are fought against often remarkable odds and unspeakable demons. Their victories are a testament to bravery and perseverance: theirs, mainly, but also that of the heroes who help them. As the Vice President has often said, there’s nothing easy about this work – and the effort is made and progress achieved, often, one survivor at a time.



## Improving the Law Enforcement Response

Domestic and sexual violence cases can be challenging to investigate and prosecute. Some survivors are afraid to tell what happened, for fear he'll only hit her harder next time or hurt the children. Many are financially dependent on their abusers, and still others are in a place of such darkness, isolation or shame that, in the words of one, "you don't realize anything ordinary or possible." And then there are the historic misunderstandings and biases in officer and prosecutor responses: the reflexive questions about what she was wearing or drinking; the inability to see why she might not have yelled or be eager to point a finger; the raw doubt, often transparent, that she's even telling the truth. At the time VAWA was passed, it was a common practice in many police departments to respond to a domestic violence call by simply "walking him around the block" to cool things down.

Many, many programs are now doing things differently. In addition to concerted, across-the-board trainings for officers and other professionals in the unique dynamics of these crimes, cities now have specially trained investigators and prosecutors who take on domestic and sexual violence cases that before went unheeded – and who also ensure that the right questions are asked at the scene, that evidence is properly collected (including by Sexual Assault Nurse Examiners (SANES)), and that cases are more effectively presented to juries.

And true to VAWA's vision, many communities have brought together police, prosecutors, service and healthcare providers, victim advocates, and court staff (sometimes even under one roof) to ensure that everyone's on the same page. As noted, these Coordinated Community Response Teams have a proven track record of both getting survivors the support they need -- and (not unrelatedly) increasing the odds of successful prosecutions. Other innovations are also turning the tide:

- A number of prosecutors' offices are using a "vertical" model of prosecution, by which the same investigators and prosecutors stay with a case from beginning to end – which makes them smarter and more invested in a case, and which also means a survivor isn't handed off to an ever-changing set of officers and lawyers.
- Other offices have developed a "rapid response" model – where a survivor's safety is immediately assessed and addressed, a charging decision quickly made, and the case put on an accelerated docket. The idea is to provide swift punishment for offenders, and help survivors move apace in their recovery.
- Many police departments and prosecutors' offices have embraced domestic violence or sexual assault advocates as part of their teams, so survivors have someone at their side, on their side, at every step of the process. Some advocates, as in Riley County, Kansas, accompany police officers on every domestic violence call – around the clock, 365 days a year – ensuring that critical services reach those in need.



- A number of law enforcement agencies are implementing lethality assessments – so officers can identify and help survivors most at risk for repeat, deadly abuse.
- Others, like the Wayne County District Attorney’s Office, are working hard to get untested rape kits off the shelves – and Phoenix, similarly, has a dedicated “cold case” sex crimes team that is also successfully tracking down serial offenders.

Other law enforcement programs show that, sometimes, a small innovation can make a big difference.

- I-CAN! Virginia has developed a free, quick, and easy online program for filling out court forms for a protection order.
- The Delaware Capitol Police’s “Early Warning System” provides at-risk victims with police escorts to and from the courthouse.
- “You Have Options” in Ashland, Oregon, gives survivors a voice in how a case is investigated and when (or whether) a defendant is charged – and has led to a 106% increase in the number of sexual assault reports.
- West Virginia has created a registry of all domestic violence protection orders – so an officer responding to a call can instantly see whether there’s a history of abuse in the home. And in a Glendale, Arizona court, coordinators track down the whereabouts of abusers with outstanding protection orders against them and help officers get the orders served.

## Providing Essential Services

Even at its best, the criminal justice system can’t remedy all the harm so many survivors have suffered. Countless VAWA-funded programs lend outstretched hands every day, at every turn: be it shelter, 24-hour hotlines, crisis intervention, counseling (including for children who witness abuse), safety planning, transportation, help finding a job or going back to school, parenting classes, childcare, financial planning – or even a pet sanctuary, so a survivor doesn’t have to leave her best friend behind.

Also, for many survivors, the civil legal system can be as important (and as unwelcoming or daunting) as the criminal system. For once she is brave enough to leave, many legal challenges often lay ahead: getting child custody or support, a divorce, a protection order, a U Visa, or working through a housing, employment, education, or consumer problem. Often, legal representation is the difference between winning and losing a case. A number of VAWA-supported programs help get survivors lawyers, often by tapping into the goodwill of the private bar.

Many programs also have advocates who accompany survivors to medical exams, police interviews, or court proceedings – to help explain what’s going on, advocate on their behalf, or just make sure they don’t feel alone. Many others are working with landlords and housing

authorities to find new housing options, help out with rent, or pay back an abuser's outstanding utility bills – so a survivor isn't faced with the impossible choice between staying with an abuser or living on the streets. Still others operate as community advocates and conduits for other vital services, and VAWA money is also bringing effective education and prevention programs to schools, civic organizations, churches, and businesses across the country.

And again, it's sometimes small gestures or breakthrough insights that can help a survivor turn a crucial corner. Like:

- A project in Madison County, Indiana – where advocates teamed up with a locally-owned gas station chain to provide around-the-clock “safe havens” at the stations’ convenience stores, giving fleeing survivors a place to go at all hours.
- A rape crisis center in North Carolina, which trains bar owners and bartenders about how alcohol is used in sexual assaults. Or the Mississippi Coalition Against Sexual Assault which, in addition to training core professionals in the ways of these crimes, also trains barbers and hair stylists, recognizing that they, too, often serve as survivor confidants.
- The EVE Program in Lansing, Michigan, whose advocates work in the circuit court, screening every request for a protection order to see if domestic violence, sexual assault, or stalking is involved – and then sitting down with victims (or potential victims) to talk about their safety.
- Groups, like those in Kansas City and Chicago, which make sure a sexual assault survivor has clean clothes to leave the hospital in, eliminating at least that one indignity.
- A Wilmington-based advocacy program that works in family courthouses throughout Delaware, and which (as one example) had the locks on a survivor's door changed and got her a new cell phone – so when her abuser tried to get in, his key didn't work and she had a way to call the police.
- A program in the small town of Hamilton, Montana that taught a survivor how to drive, helped her get a license, and found someone in the community to donate a car – so she didn't have to spend hours pushing her kids to and from day care in a stroller.
- The Citizen Potawatomi Nation's House of Hope – which has converted a two-car garage into a clothing closet, where clients can “shop” for free professional attire to wear to job interviews, children's clothes, diapers, and other necessities.

## Reaching Specific Communities

For many survivors, language or cultural barriers prevent them from speaking up, getting help – or even identifying what is happening to them as abuse. A number of VAWA-funded programs are meeting these survivors' needs with services that are multi-lingual and culturally sensitive and specific. Some focus on undocumented immigrant survivors, who are often easily victimized

because they are afraid to contact the police (and risk deportation) or are financially dependent on their abusers. By helping them attain legal residency in this country, VAWA-funded programs have drawn these survivors out of the shadows. Others programs are doing the same for LGBTQ, homeless, young, male, rural, Native American, elderly or disabled survivors, as well as survivors of color. Still others are working with men and boys to enlist them as ambassadors in the effort to end violence against women. Just a few examples:

- “Promotora” programs in a number of states enlist and train trusted Spanish-speaking members of the community to become advocates and educators, and to act as a bridge to other available services. Promotoras, often themselves survivors, work to establish trust with their sisters – to let them know, among other things, that it’s not ok to be abused – so they’ll come forward, report the violence, and get the help they need.
- A number of tribes include Native American religious services, sweat lodges, or other tribal customs as part of their programs; finding comfort in these practices, or speaking to an advocate in her tribal tongue, often helps a survivor open up about abuse and begin to imagine a way out.

Many programs make it their mission to meet survivors “where they live.” Like:

- The United Somali Women of Maine, who invite small groups of women for talks, and go door-to-door in immigrant neighborhoods to get a sense of whether a woman may be in an abusive relationship. (Often, after a 30-45-minute conversation, a survivor is ready to seek help).
- “Veterans on Deck” in South Carolina, which uses sailing as a form of therapy for survivors of military sexual assault.
- Voces Latinas in New York, where HIV-infected survivors have forged unconventional partnerships with bars and clubs to reach sex workers, patrons, and street prostitutes.
- A sexual assault counseling center in Illinois, whose advocate drives around very spread-out rural counties, setting up a small meeting place at a local church, seeing kids at school, or opening the doors of a local town office.
- Programs that hold drop-in hours at local high schools, elderly housing facilities, homeless shelters, or at malls – so survivors can easily find someone to talk to, rather than having to take the more difficult step of picking up the phone or walking into an advocacy center.

As noted, throughout this collection, we include some stories of survivors helped by these programs. Here, just a few of their voices:

- “I don’t know where I would be today if it wasn’t for this organization. \* \* \* I could still be homeless \* \* \* honestly, I could be dead. [I have learned] that I am not worth less than anybody else.”
- “I would not have been brave enough to do this myself!”
- “[Without] your services I would never have been able to get a divorce. Now I am free of a bad abusive husband – closure to a lousy life, opening up a new better one.”
- “I was given validation in telling my story. I said this bad thing happened to me and I was believed. For me, that’s justice.”
- “He broke my teeth, head butted me, pulled out my hair, punched me in the face. Once he put me out of our house and I had to sleep out in the bitter cold with my dog. \* \* \* Every ounce of me felt humiliated and ashamed. \* \* \* Being at the shelter changed everything. \* \* \* I am putting my life back together. I found a home where I can have my dog and I got a job. \* \* \* I get up every day, hoping.”
- “People will tell you ‘it’s not your fault,’ but deep down you do believe it is your fault. \* \* \* I am finding out more about myself and my passions. \* \* \* I had no future goals. I only wished to have a safe normal day.”
- “When you are in an abusive relationship, you begin to lose yourself. Your actions no longer become choices that better your life, but a web of unpredictable responses to stay alive. \* \* \* I rediscovered hope \* \* \* and that changes were possible.”
- “You helped me show my girls that domestic violence is never ok.”
- “I have little money and worried about my safety and my kids. I now don’t worry and am able to exhale the breath I have held for a year.”
- “He never thought I would leave because I had nowhere else to go. Without this program, my children and I would be homeless.”
- “When I was without hope, devastated by my husband, I believed that I was in prison. Before I was afraid to leave him, because I thought nobody would help me with housing, food, children, and my pregnancy. \* \* \* I never thought the day would come when I could do something in my life. \* \* \* [This program] helped me to believe in myself.”
- “This [education program] is really important because it is like I’m recreated. My perspective changed drastically.”

- “[You] broke me out of isolation – alone wasn’t a big enough word to describe how I was feeling.”
- “If it weren’t for all of you accepting me every time I came back, and not making me feel that I would never break free, I wouldn’t have been able to do it.”
- “I learned what violence is. I didn’t know before. I thought it was normal for my ex to beat me up. \* \* \* Thanks to [this program], I am another woman.”
- “I learned that what happened was not my fault.”

And this, spoken over and again:

“Thank you for saving my life.”

Program profiles can be found online at:

**[www.whitehouse.gov/1is2many](http://www.whitehouse.gov/1is2many)**

# Program Index

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## A

### **Advocacy Center of Tompkins County**

Ithaca, New York

[www.vrcfl.org](http://www.vrcfl.org)

### **Alameda County District Attorney's Office: Sexual Assault Unit**

Alameda, California

[www.alcoda.org/about us/sexual assault unit](http://www.alcoda.org/about_us/sexual_assault_unit)

### **Alaska Network on Domestic Violence & Sexual Assault: Pro Bono Program**

Juneau, Alaska

[www.andvsa.org/pro-bono-program](http://www.andvsa.org/pro-bono-program)

### **Alternatives Inc. of Madison County**

Madison County, Indiana

[www.alternativesdv.org](http://www.alternativesdv.org)

### **Amanda's Center for Local Resources, Office of the Fayette County Sheriff**

Lexington, Kentucky

[www.fayettesheriff.com](http://www.fayettesheriff.com)

### **Approaching the Bench: A Judicial Summit on Family Violence**

Austin, Texas

[www.tcfv.org/judicial-summit](http://www.tcfv.org/judicial-summit)

### **Arab-American Family Support Center**

New York, New York

[www.aafscny.org](http://www.aafscny.org)

### **Asian Family Support Services of Austin**

Austin, Texas

[www.afssaustin.org](http://www.afssaustin.org)

**Asian Women's Shelter**  
San Francisco, California  
[www.sfaws.org](http://www.sfaws.org)

## B

**Blueprint for Domestic Violence Interventions**  
Austin, Texas  
[www.tcfv.org/stateplan](http://www.tcfv.org/stateplan)

**Blue Water Safe Horizons**  
Port Huron, Michigan  
[www.bwsh.org](http://www.bwsh.org)

**Bridges Home**  
Rochester, New York  
[www.ywcarochester.org](http://www.ywcarochester.org)

## C

**Cadillac Area OASIS/Family Resource Center**  
Cadillac, Michigan  
[www.cadillacoasis-frc.org](http://www.cadillacoasis-frc.org)

**Caminar Latino**  
Atlanta, Georgia  
[www.caminarlatino.org](http://www.caminarlatino.org)

**Canyon County Prosecuting Attorney's Office**  
Caldwell, Idaho  
[www.canyonco.org/Prosecuting\\_Attorney](http://www.canyonco.org/Prosecuting_Attorney)

**Casa de Esperanza**  
St. Paul, Minnesota  
[www.casadeesperanza.org](http://www.casadeesperanza.org)

**Center for Survivors**  
Columbus, Nebraska  
[www.centerforsurvivors.net](http://www.centerforsurvivors.net)



**The Chickasaw Nation Shelter**

Ada, Oklahoma

[www.chickasaw.net/Services/Domestic-Violence-Services](http://www.chickasaw.net/Services/Domestic-Violence-Services)

**Citizen Potawatomi Nation House of Hope**

Shawnee, Oklahoma

[www.potawatomi.org/services/community/firelodge-children-and-family-services/house-of-hope](http://www.potawatomi.org/services/community/firelodge-children-and-family-services/house-of-hope)

**City of Glendale Domestic Violence Taskforce**

Glendale, Arizona

[www.glendaleaz.com/court/domesticviolenceinfo.cfm](http://www.glendaleaz.com/court/domesticviolenceinfo.cfm)

**City of Phoenix Cold Case Sex Crimes Team**

Phoenix, Arizona

[www.phoenix.gov/police/investigations/cold-case/sex-crimes/victim-registry](http://www.phoenix.gov/police/investigations/cold-case/sex-crimes/victim-registry)

**Cleveland Rape Crisis Center**

Cleveland, Ohio

[www.clevelandrapecrisis.org](http://www.clevelandrapecrisis.org)

**Colorado Coalition Against Domestic Violence**

Denver, Colorado

[www.ccadv.org](http://www.ccadv.org)

**Comanche Nation Family Violence Prevention Program**

Lawton, Oklahoma

[www.comanchenation.com](http://www.comanchenation.com)

**Colorado District Attorneys' Council: Ending Violence Against Women Program**

Denver, Colorado

[www.cdacweb.com](http://www.cdacweb.com)

**Crisis Center, Inc.**

Manhattan, Kansas

[www.thecrisiscenterinc.org](http://www.thecrisiscenterinc.org)

## D

### **Dawson County Domestic Violence Program**

Glendive, Montana

[www.dcdv.org](http://www.dcdv.org)

### **Delaware Capitol Police: Early Warning System**

Wilmington, Delaware

[www.capitolpd.delaware.gov](http://www.capitolpd.delaware.gov)

### **Domestic Violence Advocacy Program**

Wilmington, Delaware

[www.childinc.com](http://www.childinc.com)

### **Domestic Violence in Later Life Project, Virginia Center on Aging**

Richmond, Virginia

[www.sahp.vcu.edu/vcoa/program/elderabuse.html](http://www.sahp.vcu.edu/vcoa/program/elderabuse.html)

### **Douglas County Sheriff's Office**

Tuscola, Illinois

[www.dcsheriff.net](http://www.dcsheriff.net)

### **The DOVES Program**

Gering, Nebraska

[www.dovesprogram.com](http://www.dovesprogram.com)

### **Durham Police Department**

Durham, New Hampshire

[www.durhampolice.com](http://www.durhampolice.com)

## E

### **El Paso County District Attorney's Office: the 24-Hour Contact Initiative**

El Paso, Texas

[www.epcounty.com/da](http://www.epcounty.com/da)

### **Empowering Choice Housing Program**

Juneau, Alaska

[www.ahfc.us/rent/rental-programs/empowering-choice](http://www.ahfc.us/rent/rental-programs/empowering-choice)

**End Domestic Abuse Wisconsin: REACH Project**

Madison, Wisconsin

[www.endabusewi.org](http://www.endabusewi.org)

**Ending Violent Encounters**

Lansing, Michigan

[www.eveinc.org](http://www.eveinc.org)

**Enlace Comunitario**

Albuquerque, New Mexico

[www.enlacenm.org](http://www.enlacenm.org)

**Enough! Volunteer Corps**

Knoxville, Tennessee

[www.ywcaknox.com/programs/vap/enough](http://www.ywcaknox.com/programs/vap/enough)

**F**

**Faith House**

Lafayette, Louisiana

[www.faithhouseacadiana.com](http://www.faithhouseacadiana.com)

**Family Crisis Services of Northwest Mississippi, Inc.**

Oxford, Mississippi

[www.oxfordadvocacy.org](http://www.oxfordadvocacy.org)

**Flagstaff Police Department**

Flagstaff, Arizona

[www.flagstaff.az.gov](http://www.flagstaff.az.gov)

**Florida Coalition Against Domestic Violence**

Tallahassee, Florida

[www.fcadv.org](http://www.fcadv.org)

**Fort Berthold Coalition Against Domestic Violence**

New Town, North Dakota

<http://www.ndcaws.org/resources>

**Franklin County District Attorney's Office**

Chambersburg, Pennsylvania

[www.franklincountypa.gov/da](http://www.franklincountypa.gov/da)

## H

### **The Haven**

Houma, Louisiana

[www.havenhelps.org](http://www.havenhelps.org)

### **Heartly House**

Frederick, Maryland

[www.heartlyhouse.org](http://www.heartlyhouse.org)

### **Hispanic Resource Center: Voz Y Vida Program**

Mamaroneck, New York

[www.hrclm.org/socialservices.html](http://www.hrclm.org/socialservices.html)

### **Honoring Texas Victims**

Austin, Texas

[www.tcfv.org/our-work/honoring-texas-victims](http://www.tcfv.org/our-work/honoring-texas-victims)

### **Hope House, Inc.**

Lee's Summit and Independence, Missouri

[www.hopehouse.net](http://www.hopehouse.net)

### **HOPE Works**

Burlington, Vermont

[www.hopeworksvt.org](http://www.hopeworksvt.org)

### **House of Ruth Maryland**

Baltimore, Maryland

[www.hruth.org](http://www.hruth.org)

## I

### **I-CAN! Virginia**

Richmond, Virginia

[www.courts.state.va.us/courtadmin/aoc/judpln/programs/afapo/home.html](http://www.courts.state.va.us/courtadmin/aoc/judpln/programs/afapo/home.html)

### **Idaho Coalition Against Sexual and Domestic Violence: Youth Initiatives**

Boise, Idaho

[www.engagingvoices.org](http://www.engagingvoices.org)

**In Our Own Voices: Capital Region LGBT Anti-Violence Project**

Albany, New York

[www.inourownvoices.org](http://www.inourownvoices.org)

**J**

**Jackson Rape Crisis Center**

Jackson, Mississippi

[www.catholiccharitiesjackson.org/services/rape.crisis.html](http://www.catholiccharitiesjackson.org/services/rape.crisis.html)

**K**

**Kansas City Anti-Violence Project**

Kansas City, Missouri

[www.kcavp.org](http://www.kcavp.org)

**Kings County District Attorney's Office**

Brooklyn, New York

[www.brooklynda.org](http://www.brooklynda.org)

**L**

**Law Enforcement Training Initiative**

Elkview, West Virginia

[www.wvcadv.org](http://www.wvcadv.org)

**Legal Aid Society**

Louisville, Kentucky

[www.laslou.org](http://www.laslou.org)

**Legal Assistance Partnership**

Elkview, West Virginia

[www.wvcadv.org](http://www.wvcadv.org)

**Loudoun Citizens for Social Justice**

Leesburg, Virginia

[www.lcsj.org](http://www.lcsj.org)

## M

### **Metropolitan Organization to Counter Sexual Assault**

Kansas City, Missouri (and Kansas)

[www.mocsa.org](http://www.mocsa.org)

### **Mississippi Coalition Against Sexual Assault**

Jackson, Mississippi

[www.msCasa.org](http://www.msCasa.org)

### **Moorhead Police Department**

Moorhead, Minnesota

[www.cityofmoorhead.com/departments/police](http://www.cityofmoorhead.com/departments/police)

### **Multnomah County District Attorney's Office**

Portland, Oregon

[www.mcda.us](http://www.mcda.us)

### **Muscogee (Creek) Nation Family Violence Prevention Program**

Okmulgee, Oklahoma

[www.muscogeenation-nsn.gov/Pages/FamViolence/famviol.html](http://www.muscogeenation-nsn.gov/Pages/FamViolence/famviol.html)

## N

### **National Clearinghouse on Abuse in Later Life**

Madison, Wisconsin

[www.ncall.us](http://www.ncall.us)

### **National Resource Sharing Project**

[www.resourcesharingproject.org](http://www.resourcesharingproject.org)

### **New Hampshire Coalition Against Domestic and Sexual Violence: Domestic Violence Specialist Project**

Concord, New Hampshire

[www.nhcadsv.org/Partnerships.cfm](http://www.nhcadsv.org/Partnerships.cfm)

### **The New Hanover County Rape Crisis Center of Coastal Horizons Center, Inc.**

Wilmington, North Carolina

[www.supportrcc.org](http://www.supportrcc.org)

**New Orleans Family Justice Center**

New Orleans, Louisiana

[www.nofjc.org](http://www.nofjc.org)

**The Next to the Jury Box Project**

Austin, Texas

[www.tdcaa.com/journal/next-jury-box](http://www.tdcaa.com/journal/next-jury-box)

## O

**Office of the Chief Medical Examiner: Family and Intimate Partner Homicide Surveillance Project**

Richmond, Virginia

[www.vdh.virginia.gov/medExam/familyintimatepartnerviolencehomicidesurveillance.htm](http://www.vdh.virginia.gov/medExam/familyintimatepartnerviolencehomicidesurveillance.htm)

**Office of the Colorado State Court Administrator**

Denver, Colorado

[www.courts.state.co.us/Administration](http://www.courts.state.co.us/Administration)

**Ottawa Police Department**

Ottawa, Kansas

[www.ottawapolice.ca/en](http://www.ottawapolice.ca/en)

**Our House, Inc.**

Greenville, Mississippi

[www.ourhousenewbirth.com](http://www.ourhousenewbirth.com)

**Ozark Rape Crisis Center**

Harrison, Arkansas

[www.ozarkrapecrisis.com](http://www.ozarkrapecrisis.com)

## P

**Parents and Children Together**

Honolulu, Hawaii

[www.pacthawaii.org](http://www.pacthawaii.org)

**Pittsburgh Action Against Rape**

Pittsburgh, Pennsylvania

[www.paar.net](http://www.paar.net)



**Planet Kids**

Missoula, Montana

[www.ywcaofmissoula.org](http://www.ywcaofmissoula.org)

## R

**Rape Response Services**

Bangor, Maine

[www.rrsonline.org](http://www.rrsonline.org)

**Rape Victim Advocates**

Chicago, Illinois

[www.rapevictimadvocates.org](http://www.rapevictimadvocates.org)

**Riverview Center: Carroll County Satellite Office**

Galena, Illinois

[www.riverviewcenter.org](http://www.riverviewcenter.org)

**Rockford Sexual Assault Counseling: Boone and Ogle County Satellites**

Rockford, Illinois

[www.icasa.org](http://www.icasa.org)

**Rose Brooks Center, Inc.**

Kansas City, Missouri

[www.rosebrooks.org](http://www.rosebrooks.org)

## S

**SAFE**

Hamilton, Montana

[www.safeinthebitterroot.org](http://www.safeinthebitterroot.org)

**Safe Connections**

St. Louis, Missouri

[www.safeconnections.org](http://www.safeconnections.org)

**Safe Harbors of the Finger Lakes**

Geneva, New York

[www.safeharborsfl.org](http://www.safeharborsfl.org)

**Safe Passage, Inc.**

Southeast Indiana

[www.safepassageinc.org](http://www.safepassageinc.org)

**Seminole Nation of Oklahoma: Domestic Violence Program**

Seminole County, Oklahoma

[www.sno-nsn.gov/services/dv](http://www.sno-nsn.gov/services/dv)

**Sexual Assault Legal Institute**

Silver Spring, Maryland

[www.mcasa.org](http://www.mcasa.org)

**Sexual Assault Prevention & Response Services**

Androscoggin, Oxford and Franklin Counties, Maine

[www.sapars.org](http://www.sapars.org)

**Sexual Assault Resource & Counseling Center**

Lebanon and Schuylkill Counties

Pennsylvania

[www.sarcclebanon.org](http://www.sarcclebanon.org)

**Sexual Assault Response Services of Southern Maine**

Portland, Maine

[www.sarsonline.org](http://www.sarsonline.org)

**Sexual Assault Support Services of Midcoast Maine**

Brunswick, Maine

[www.sassmm.org](http://www.sassmm.org)

**The Shafer Center for Crisis Intervention**

Hattiesburg, Mississippi

[www.theshafercenter.info](http://www.theshafercenter.info)

**Shelter, Inc.**

Alpena, Michigan

[www.shelterincalpena.org](http://www.shelterincalpena.org)

**South Carolina Office of the Attorney General: VAWA Office**

Columbia, South Carolina

[www.scag.gov](http://www.scag.gov)

**South Carolina Victim Assistance Network: Forensic Nurse Examiner Coordinator**

Charleston, South Carolina

[www.scvan.org](http://www.scvan.org)

**Southeast Tennessee Legal Services**

Chattanooga, Tennessee

[www.selegal.org](http://www.selegal.org)

**Sumter Police Department: Jessica Gonzales Victim Advocate**

Sumter, South Carolina

[www.sumterpd.com](http://www.sumterpd.com)

**Susanna Wesley Family Learning Center**

East Prairie, Missouri

[www.swflc.com](http://www.swflc.com)

## T

**Tahirih Justice Center**

Falls Church, Virginia

[www.tahirih.org](http://www.tahirih.org)

**13<sup>th</sup> Judicial District Attorney General's Office**

Cookeville, Tennessee

[www.tndagc.com](http://www.tndagc.com)

**Turning Points Network**

Claremont, New Hampshire

[www.free-to-soar.org](http://www.free-to-soar.org)

## U

**The United Somali Women of Maine**

Lewiston, Maine

[www.uswofmaine.org](http://www.uswofmaine.org)

## V

### **Vermont Network Against Domestic and Sexual Violence**

Montpelier, VT

[www.vtnetwork.org](http://www.vtnetwork.org)

### **Veterans on Deck**

Charleston, South Carolina

[www.veteransondeck.org](http://www.veteransondeck.org)

### **Virginia Anti-Violence Project**

Richmond, Virginia

[www.virginiaavp.org](http://www.virginiaavp.org)

### **Victim Resource Center of the Finger Lakes**

Wayne County, New York

[www.vrcfl.org](http://www.vrcfl.org)

### **Voces Latinas**

Jackson Heights, New York

[www.voceslatinas.org](http://www.voceslatinas.org)

### **Voices of Hope**

Lincoln, Nebraska

[www.voicesofhopelincn.org](http://www.voicesofhopelincn.org)

### **Volunteer Attorneys for Rural Nevadans**

Carson City, Nevada

[www.varn.org](http://www.varn.org)

## W

### **Wayne County District Attorney's Office**

Detroit, Michigan

[www.waynecounty.com/prosecutor](http://www.waynecounty.com/prosecutor)

### **The Wellspring Alliance for Families**

Monroe, Louisiana

[www.wellspringalliance.org](http://www.wellspringalliance.org)

**West Virginia STOP Teams**

[www.wvcadv.org](http://www.wvcadv.org)

**West Virginia Supreme Court Administrative Office: Multidisciplinary Collaboration**

Charleston, West Virginia

[www.courtswv.gov/court-administration/administrative-office.html](http://www.courtswv.gov/court-administration/administrative-office.html)

**WISE**

Lebanon, New Hampshire

[www.wiseoftheuppervalley.org](http://www.wiseoftheuppervalley.org)

**Wise Women Gathering Place**

Green Bay, Wisconsin

[www.wisewomengp.org](http://www.wisewomengp.org)

**The Women's Center, Inc.: Rape Crisis Services, Williamson County Satellite**

Marion, Illinois

[www.thewomensctr.org](http://www.thewomensctr.org)

**Women of Color Network**

Harrisburg, Pennsylvania

[www.womenofcolornetwork.org](http://www.womenofcolornetwork.org)

**Women's Resource Center of Northern Michigan**

Petoskey, Michigan

[www.wrcnm.org](http://www.wrcnm.org)

## Y

**Yakima County Prosecutor's Office**

Yakima, Washington

[www.yakimacounty.us/pa](http://www.yakimacounty.us/pa)

**The Yolanda Project**

Portland, Oregon

[www.ywcapdx.org](http://www.ywcapdx.org)

**You Have Options**

Ashland, Oregon

[www.ashland.or.us/Page.asp?NavID=15331](http://www.ashland.or.us/Page.asp?NavID=15331)

**YWCA of Central Massachusetts: Worcester and Leominster Intervention Networks**

Worcester, Massachusetts

[www.ywcacentralmass.org](http://www.ywcacentralmass.org)

**YWCA Knoxville: Engaging Men and Boys Against Domestic Violence Project**

Knoxville, Tennessee

[www.ywcaknox.com](http://www.ywcaknox.com)

**YWCA North Central Indiana**

South Bend and Elkhart, Indiana

[www.ywcancin.org](http://www.ywcancin.org)

**YWCA of Sauk Valley: Lee County Office**

Sterling, Illinois

[www.ywca.org](http://www.ywca.org)

**YWCA of West Central Michigan**

Grand Rapids, Michigan

[www.ywcawcmi.org](http://www.ywcawcmi.org)