

**U.S. Department of Justice**  
**FY 2016 CONGRESSIONAL BUDGET SUBMISSION**

**Office on Violence Against Women**



U.S. Department of Justice

**OVW**

**Office on Violence Against Women**

Working Together to End the Violence

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*Congressional Submission*  
*February, 2015*

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# **I. Overview for the Office on Violence Against Women**

## **1. Introduction**

The Fiscal Year (FY) 2016 request for the Office on Violence Against Women (OVW) totals \$473,500,000, including 82 positions and 76 FTE. This FY 2016 request is \$43,500,000 above the FY 2015 enacted level, including 12 positions and 6 FTE. The request includes \$21,000,000 to support the Violence Against Women Act (VAWA) 20/20: A Vision for Safety and Saving Lives Initiative; \$5,000,000 to support the Tribal Special Domestic Violence Criminal Jurisdiction Initiative; a \$14,000,000 increase for Grants to Combat Violent Crimes on Campuses (Campus Program); and a \$10,000,000 increase for the Legal Assistance for Victims Program. Additionally, OVW is requesting an additional 12 positions and 6 FTE to support critical staffing needs.

### **VAWA Is a Smart Investment: Saving Lives, Saving Money**

VAWA has led to significant improvements in the criminal and civil justice systems.<sup>1</sup> Findings from a nationwide assessment indicate that VAWA grants were associated with reductions in rape and assault.<sup>2</sup> In fact, between 1993 and 2012, the number of individuals killed by an intimate partner declined by 37% for women and 63% for men.<sup>3</sup> The annual incidence of domestic violence dropped by 64% from 1993 to 2010.<sup>4</sup>

VAWA has been successful by funding proven-effective interventions, such as legal assistance and protection order enforcement, across grant programs. This pays dividends; a recent study showed that the state of Kentucky averted \$85 million in costs by reducing violence and improving victims' quality of life through protection orders.<sup>5</sup>

VAWA-funded interventions including domestic violence courts, sexual assault forensic examiner programs, and specialized law enforcement and prosecution units generate tangible results such as more and better evidence and increased offender compliance, and significantly increase the likelihood of successful prosecution.<sup>6</sup> Victim services not only improve outcomes for victims, but also enable victims to better cooperate with police, prosecution, and courts.<sup>7</sup>

### **OVW Priority Areas**

Four priorities guided the FY 2016 Budget request of the Office: 1) supporting essential services for victims; 2) reducing sexual assault; 3) reaching underserved communities; and 4) ensuring meaningful evaluation of programs and implementation of evidence-based practices.

#### ***Supporting essential services for victims***

The first focal point for the Office is supporting core services for victims in a time when many service providers are experiencing both decreased funding from the states and increased requests for services without increased support from the states and private funders. OVW's largest program, the Services-Training-Officers-Prosecutors (STOP) Violence Against Women Formula Program, provides formula funds to states to address state-specific needs related to violence against women, including law enforcement, prosecution, courts, and victim services. However, recent focus on sexual assault on college campuses and in prison and detention facilities, and publicity about domestic violence perpetrated by athletes has led to increased awareness about

the problem and demand for services that requires additional support in communities across the country.

### ***Reducing sexual assault***

Through research and experience in the field, OVW has identified key areas in prosecution, forensic evidence gathering, policing, and victim services that can reduce the incidence of sexual assault and better respond to these crimes. We know more now about how rapists avoid detection and prosecution, commit serial crimes, and target victims. Holding these perpetrators accountable for their crimes, helping victims rebuild their lives, and preventing future rapes are essential to reducing sexual assault nationwide. And, since one in five women is sexually assaulted while in college, we know that we must dedicate specific prevention and intervention efforts on college campuses.

### ***Reaching underserved communities***

One of the most important efforts OVW can undertake is to ensure that our programs are available to meet the needs of all victims, regardless of demographic or geographic community. OVW has been working with service providers and the states to identify and reach those groups that have traditionally faced barriers to accessing necessary victim services and protections. The underserved populations we have specifically targeted include people of color, individuals with disabilities, elderly women, immigrant and refugee women, women in the military, and lesbian, gay, bisexual, and transgender (LGBT) victims of violence, all of whom experience a heightened vulnerability to victimization. OVW also recognizes the unique responsibility of the federal government to women in tribal communities, and we are committed to working with tribal governments to restore safety for American Indian and Alaska Native women.

### ***Ensuring meaningful evaluation of programs and implementation of evidence-based practices***

OVW is developing an evaluation plan to facilitate nationwide implementation of promising and evidence-based programs, practices, and policies. The evaluation plan will enable the Office to better identify promising programs addressing domestic violence, sexual assault, stalking, and dating violence; identify and develop a plan to address evaluation gaps in OVW-funded programs; and assist grantees with translating research findings into programmatic and policy changes. This focus on evaluation will provide useful feedback to our grantees and the field, victims and survivors, advocacy organizations, Congress, the Administration, and other relevant constituencies. This Budget requests a dedicated set-aside of up to three percent for this purpose. One example of how OVW has prioritized the replication of evidence-based practices is the Homicide Reduction Initiative. We supported 12 sites to examine their current response to domestic violence homicides and near homicides; and 4 of the 12 sites have funding to implement and evaluate the effectiveness of models that have successfully reduced domestic violence homicides in other jurisdictions through identifying potential victims of domestic violence-related homicide and monitoring high-risk offenders.

## **2. Background**

The mission of OVW is to provide federal leadership in developing the nation's capacity to reduce domestic violence, dating violence, sexual assault, and stalking through the implementation of the Violence Against Women Act.

Since its inception in 1995, OVW has awarded over \$5.7 billion in grants and cooperative agreements, and has launched a multifaceted approach to implementing VAWA. By forging state, local, and tribal partnerships among police, prosecutors, judges, victim advocates, health care providers, faith leaders, and others, OVW grant programs help provide victims with the protection and services they need to pursue safe and healthy lives, while simultaneously enabling communities to hold offenders accountable for their violence.

Along with OVW's responsibility for the administration of VAWA grants, OVW's authorizing statute outlines several additional duties for the OVW Director. These include:

- 1) Maintaining liaison with the judicial branches of the federal and state governments;
- 2) Providing information on violence against women to the President, Congress, the judiciary, state, local, and tribal governments, and members of the public on matters relating to violence against women;
- 3) Serving as the DOJ representative on domestic task forces, committees, or commissions addressing policy or issues relating to violence against women;
- 4) Representing the United States on matters related to violence against women in international fora;
- 5) Providing technical assistance, coordination, and support to other DOJ components in efforts to develop policy and to enforce federal laws relating to violence against women; and
- 6) Providing technical assistance, coordination, and support to agencies across federal, state, local, and tribal agencies in efforts to develop policy, provide technical assistance, and improve coordination among agencies carrying out efforts to eliminate violence against women.

### **3. Challenges**

OVW's greatest challenges in the next two years will be 1) to make progress in addressing the high levels of sexual assault in the United States; 2) to support core services for victims across the country as programs compete for scarce resources; and 3) to build the infrastructure necessary to fulfill OVW's statutorily envisioned role as the nation's leading voice on ending violence against women.

### **4. Environmental Accountability**

OVW is committed to integrating environmental accountability and continues to pursue ways to reduce the Department's impact on the environment by instituting office-wide *Green* practices. OVW is involved in the Department of Justice and the District of Columbia Recycling Programs. These programs provide recycling bins for plastic and paper throughout the Office and require quarterly inspection of recycling plans and efforts. OVW purchases recycled copier paper, reuses packing material, purchases ink and toner cartridges from companies that provide credit for recycling, and shuts down computers and other office equipment before leaving each day. Automatic light controls have been installed in all rooms and the restrooms have low-flow toilets. In 2012, OVW acquired the capacity to access webinars and video conferencing from the office and uses a free conference call service. Management has encouraged the staff to use

webinars and video conferencing whenever possible to reduce travel. Teleworking for staff with long commutes has been expanded to reduce vehicle emissions. OVW will continue to develop ways to reduce its carbon footprint and save money in the process.

## II. Summary of Program Changes

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
VAWA 20/20 Initiative	OVW requests funding to invest in Administration priorities through a new initiative that will close identified gaps in the fight against violence against women.	0	0	+\$21,000	
Grants to Combat Violent Crimes on Campuses (Campus Program)	OVW requests a \$14,000,000 increase in Campus Program funding to invest in a demonstration initiative to improve campus responses to sexual assault, dating violence, and stalking, an Administration priority.	0	0	+\$14,000	
Tribal Special Domestic Violence Criminal Jurisdiction	OVW requests funding to support grants to assist tribal governments in exercising special domestic violence criminal jurisdiction.	0	0	+\$5,000	
Legal Assistance for Victims Program	OVW requests a \$10,000,000 increase to allow the LAV Program to increase the number of projects supported and address the critical shortage of legal services for victims.			+\$10,000	
Management and Administration	OVW requests 12 new positions: 1 Associate Director for the Program Division, 1 Associate Director for the Tribal Unit, 3 new Grant Program specialists, 3 grant technicians for the Grants Financial Management Unit, and 4 program division federal support staff.	12	6	+[666]	
Grants to Combat Violence Against Women (STOP)	Grant funding offset to the STOP Grants Program	0	0	-\$2,000	

Transitional Housing Assistance Grants	Grant funding offset to the Transitional Housing Assistance Grants Program			-\$1,000	
Training and Services to End Violence Against Women with Disabilities (Disabilities Grants)	Grant funding offset to the Disabilities Grants Program.	0	0	-\$250,000	
Enhanced Training and Services to End Abuse in Later Life	Grant funding offset to the Abuse In Later Life Grants Program	0	0	-\$250,000	
Sexual Assault Services Program (SASP)	Grant funding offset to the Sexual Assault Services Grant Program	0	0	-\$3,000	

### III. Appropriations Language and Analysis of Appropriations Language

#### Violence Against Women Prevention and Prosecution Programs

##### VIOLENCE AGAINST WOMEN PREVENTION AND PROSECUTION PROGRAMS

For grants, contracts, cooperative agreements, and other assistance for the prevention and prosecution of violence against women, as authorized by the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3711 et seq.) ("the 1968 Act"); the Violent Crime Control and Law Enforcement Act of 1994 (Public Law 103-322) ("the 1994 Act"); the Victims of Child Abuse Act of 1990 (Public Law 101-647) ("the 1990 Act"); the Prosecutorial Remedies and Other Tools to end the Exploitation of Children Today Act of 2003 (Public Law 108-21); the Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5601 et seq.) ("the 1974 Act"); the Victims of Trafficking and Violence Protection Act of 2000 (Public Law 106-386) ("the 2000 Act"); the Violence Against Women and Department of Justice Reauthorization Act of 2005 (Public Law 109-162) ("the 2005 Act"); and the Violence Against Women Reauthorization Act of 2013 (Public Law 113-4) ("the 2013 Act"); and for related victims services, [\$430,000,000]\$473,500,000, to remain available until expended: Provided, That except as otherwise provided by law, not to exceed 5 percent of funds made available under this heading may be used for expenses related to evaluation, training, and technical assistance: *Provided further, That, in addition to any amounts that are otherwise available (or authorized to be made available) for the research, evaluation and statistical purposes set forth in section 40002(b)(7) of the 1994 Act, up to 3 percent of funds made available under this heading maybe used for such purposes, except that this proviso shall not apply to funds provided for grants to combat violence against women, as authorized by part T of the 1968 Act, and grants for sexual assault victims assistance, as authorized by section 41601(b) of the 1994 Act: Provided further, That section 8(e) of Public Law 108-79(42 U.S.C. 15607(e)) shall not apply to funds appropriated to or administered by the Office on Violence Against Women, including funds appropriated in previous appropriations acts that remain available for obligation: Provided further, That any balances remaining available from prior year appropriations under this heading for tracking violence against Indian women, as authorized by section 905 of the 2005 Act, shall also be available to enhance the ability of tribal government entities to access, enter information into, and obtain information from, federal criminal information databases, as authorized by section 534 of title 28, United States Code: Provided further, That some or all of such balances may be transferred, at the discretion of the Attorney General, to "Community Oriented Policing Services" and "Justice Information Sharing Technology" in furtherance of this purpose: Provided further, That the authority to transfer funds under the previous proviso shall be in addition to any other transfer authority contained in this Act: Provided further, That of the amount provided—*

- (1) [\$195,000,000]\$193,000,000 is for grants to combat violence against women, as authorized by part T of the 1968 Act: *Provided, That funds available for grants under section 2001(d) of the 1968 Act shall be available for the purposes described in section 2015(a);*
- (2) [\$26,000,000]\$25,000,000 is for transitional housing assistance grants for victims of domestic violence, dating violence, stalking, or sexual assault as authorized by section 40299 of the 1994 Act;
- (3) \$3,000,000 is for the National Institute of Justice for research and evaluation of violence against women and related issues addressed by grant programs of the Office on Violence Against Women, which shall be transferred to "Research, Evaluation and Statistics" for administration by the Office of Justice Programs;



- (4) \$10,000,000 is for a grant program to provide services to advocate for and respond to youth victims of domestic violence, dating violence, sexual assault, and stalking; assistance to children and youth exposed to such violence; programs to engage men and youth in preventing such violence; and assistance to middle and high school students through education and other services related to such violence: Provided, That unobligated balances available for the programs authorized by sections 41201, 41204, 41303 and 41305 of the 1994 Act, prior to its amendment by the 2013 Act, shall be available for this program: Provided further, That 10 percent of the total amount available for this grant program shall be available for grants under the program authorized by section 2015 of the 1968 Act: Provided further, That the definitions and grant conditions in section 40002 of the 1994 Act shall apply to this program;
- (5) \$50,000,000 is for grants to encourage arrest policies as authorized by part U of the 1968 Act, of which \$4,000,000 is for a homicide reduction initiative: *Provided, That funds available for grants under section 2001(d) of the 1968 Act shall be available for the purposes described in section 2015(a);*
- (6) [~~\$30,000,000~~]~~\$27,000,000~~ is for sexual assault victims assistance, as authorized by section 41601 of the 1994 Act;
- (7) \$33,000,000 is for rural domestic violence and child abuse enforcement assistance grants, as authorized by section 40295 of the 1994 Act;
- (8) [~~\$12,000,000~~]~~\$26,000,000~~ is for grants to reduce violent crimes against women on campus, as authorized by section 304 of the 2005 Act, *of which \$14,000,000 is for a demonstration initiative to improve campus responses to sexual assault, dating violence, and stalking, which will include the use of campus climate surveys and will not be subject to the restrictions of section 304(a)(2);*
- (9) [~~\$42,500,000~~]~~\$52,500,000~~ is for legal assistance for victims, as authorized by section 1201 of the 2000 Act;
- (10) [~~\$4,500,000~~]~~\$4,250,000~~ is for enhanced training and services to end violence against and abuse of women in later life, as authorized by section 40802 of the 1994 Act;
- (11) \$16,000,000 is for grants to support families in the justice system, as authorized by section 1301 of the 2000 Act: Provided, That unobligated balances available for the programs authorized by section 1301 of the 2000 Act and section 41002 of the 1994 Act, prior to their amendment by the 2013 Act, shall be available for this program;
- (12) [~~\$6,000,000~~]~~\$5,750,000~~ is for education and training to end violence against and abuse of women with disabilities, as authorized by section 1402 of the 2000 Act;
- (13) \$500,000 is for the National Resource Center on Workplace Responses to assist victims of domestic violence, as authorized by section 41501 of the 1994 Act;
- (14) \$1,000,000 is for analysis and research on violence against Indian women, including as authorized by section 904 of the 2005 Act: Provided, That such funds may be transferred to "Research, Evaluation and Statistics" for administration by the Office of Justice Programs; [and]
- (15) \$500,000 is for a national clearinghouse that provides training and technical assistance on issues relating to sexual assault of American Indian and Alaska Native women;
- (16) *\$21,000,000 is for the Office on Violence Against Women to implement initiatives to improve investigation and prosecution of sexual assault and reduce domestic violence firearms lethality: Provided, That the definitions and grant conditions in section 40002 of the 1994 Act shall apply to these initiatives; and*
- (17) *\$5,000,000 is for grants to assist tribal governments in exercising special domestic violence criminal jurisdiction, as authorized by section 904 of the 2013 Act: Provided, That the grant conditions in section 40002(b) of the 1994 Act shall apply to this program.*

## (CANCELLATION)

Of the unobligated balances from prior year appropriations available under this heading, \$5,020,000 are hereby permanently cancelled: Provided, That no amounts may be cancelled from amounts that were designated by the Congress as an emergency requirement pursuant to the Concurrent Resolution on the Budget or the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.

### **Analysis of Appropriations Language**

- The FY 2016 request includes a research, evaluation and statistical set-aside of up to three percent of OVW discretionary funding.
- The FY 2016 request includes language that would exclude OVW's STOP Violence Against Women Formula Grant Program from a five-percent mandatory reallocation or reduction of funds that may be imposed on states under the Prison Rape Elimination Act (PREA). Beginning in FY 2014, if states cannot certify compliance with certain PREA standards, they lose five percent of covered DOJ grant funds unless they provide an assurance that they will use five percent of such funds toward achieving full compliance with the standards. Due to a change to the STOP Program statute made by the Violence Against Women Reauthorization Act of 2013, which permits states to fund rape crisis centers to help victims of sexual assault in prison, the bulk of STOP Program funding is subject to this five-percent reallocation/reduction requirement. Imposing the PREA funding requirement on STOP awards, however, creates a significant and unintended hardship for STOP subgrantees, particularly victim service providers.

Detailed PREA Explanation: Under the Prison Rape Elimination Act (PREA), states that receive Department of Justice grant funding for "prison purposes" must certify that they are in compliance with the DOJ National Standards to Prevent, Detect, and Respond to Prison Rape, 42 U.S.C. 15607(e), or else be subject to the loss or reallocation of specified funding. Beginning in FY 2014, if states cannot certify compliance, they lose 5% of covered DOJ grant funds unless they provide an assurance that they will use 5% of such funds toward achieving full compliance with the standards. VAWA 2013 added a new purpose area to the Department's STOP Violence Against Women Formula Grant Program statute to permit states to use STOP funds to address sexual assault in correctional and detention settings. 42 U.S.C. 3796gg (b)(17). While preparing to administer this PREA provision for FY 2014, subsequent to passage of VAWA 2013, the Department determined that this new STOP purpose area is a "prison purpose," and that the PREA reduction/reallocation provision therefore applies to STOP awards. In particular, the reduction/reallocation is assessed on 95% of a state's STOP award, because 5% of the awards must be allocated to courts and these funds cannot be used to achieve compliance with the DOJ PREA standards.

The Department is proposing language that would exclude STOP funding from the PREA reduction/reallocation. We believe that the inclusion of the STOP program was an unintended consequence of the VAWA 2013 amendment, which itself was originally proposed by the Department to encourage states to fund rape crisis centers to help victims of sexual assault in prisons. When Congress enacted the PREA reduction/reallocation in

2003, the STOP program would not have been a “covered” program because, at that time, its purpose areas solely addressed offender accountability and victim safety, without any mention of prisons.

- The FY 2016 request includes language that would authorize the Attorney General to transfer prior year balances available to develop and maintain tribal protection order and sex offender registries, as authorized by 28 U.S.C. 534 note, to be used to enhance the ability of tribes to access federal criminal information databases. The Department seeks this authority because of the strong tribal need for access to comprehensive, national criminal history information and the barriers that many tribes face in obtaining that access. Moreover, the Department has concluded that, rather than investing funds in developing new and incomplete tribal-specific registries, the purpose of protecting Native American communities from perpetrators of domestic and sexual violence would be better served by facilitating tribes’ ability to enter and obtain information from existing federal databases. The registries funding instead will be used to extend a pilot program currently funded by the Department’s COPS Office, which provides access to approximately 20 tribes through the Department’s Justice Telecommunications System (JUST). With this transfer authority, the Department will expand the COPS pilot to include any interested tribe. In addition to covering fees incurred by JUST, the funds would be available to cover tribal costs such as equipment, training, and technical assistance.
- The FY 2016 request includes language under the STOP and Arrest Appropriations that would authorize grantees of OVW’s Tribal Coalitions Program to use their grant funds for any of the purposes authorized for grantees of OVW’s Tribal Governments Program. VAWA 2013 made two changes to the Tribal Coalitions Program that have increased the amount of funding available to these coalitions: first, the Act created a set-aside from OVW’s Arrest Program appropriation to support the Tribal Coalitions, and, second, it mandated that OVW make annual, formula-type awards to existing tribal coalitions. The Department seeks to give these coalitions the flexibility to use their larger annual awards to address the broad range of needs experienced by Native American and Alaska Native victims on tribal lands.
- In paragraph (8), there is a change to the Campus language. There is an increase of \$14 million in the Campus Program appropriation to improve the Campus Violence program to better meet the need on college campuses and in support of the implementation of the recommendations of the White House Task Force on Protecting Students from Sexual Assault. The statutory limitations of the Campus program would include a tight per award funding cap that would make the new initiative difficult to implement. Therefore, this language is needed to give OVW more flexibility with initiative awards.
- The FY 2016 request includes \$21,000,000 for a comprehensive new initiative aimed at closing identified gaps in the fight against violence against women. This three-pronged initiative will target (1) \$15 million to improve law enforcement and prosecutorial response to sexual assault by bringing intensive resources to 11 jurisdictions, and (2) \$6 million to implement a domestic violence firearms lethality initiative in approximately 7 jurisdictions. The entire initiative will include a focus on using evidence-based interventions, where available, and documenting and evaluating results with the goal of identifying successful models that can be replicated across the nation.

- The FY 2016 request includes \$5,000,000 for a new grant program for tribal governments first authorized in the Violence Against Women Reauthorization Act of 2013 (VAWA 2013). VAWA 2013 included an historic provision that recognizes the inherent power of “participating tribes” to exercise “special domestic violence criminal jurisdiction” over both Indians and non-Indians who assault Indian spouses, intimate partners, or dating partners, or who violate protection orders, in Indian country. To support tribes that chose to participate, the Act authorizes funding to strengthen tribal criminal justice systems, including by providing indigent defense counsel, developing appropriate jury pools, and assisting victims.

#### IV. Decision Unit Justification

##### A. Prevention and Prosecution of Violence Against Women and Related Victim Services Program (Referred to as Office on Violence Against Women (OVW))

<b>Office on Violence Against Women - Grants OVW Appropriation</b>	<b>Direct Pos.</b>	<b>Estimate FTE</b>	<b>Amount</b>
2014 Enacted	0	0	417,000,000
2015 Enacted	0	0	430,000,000
Adjustments to Base and Technical Adjustments	0	0	
2016 Current Services	0	0	430,000,000
2016 Program Increases	0	0	50,000,000
2015 Program Decreases	0	0	-6,500,000
2016 Request	0	0	473,500,000
<b>Total Change 2015-2016</b>	<b>0</b>	<b>0</b>	<b>43,500,000</b>
<b>Office on Violence Against Women - Management and Administration</b>			
2014 Enacted	70	54	[18,772,000]
2015 Enacted	70	70	[18,959,000]
Adjustments to Base and Technical Adjustments		0	[287,000]
2016 Current Services	70	70	[19,246,000]
2016 Program Increases	12	6	[666,000]

2015 Program Offsets	0	0	[0]
2016 Request	82	76	[19,912,000]
<b>Total Change 2015-2016</b>	<b>0</b>	<b>0</b>	<b>[953,000]</b>
<b>Office on Violence Against Women TOTAL</b>			473,500,000

## 1. Grant Program Descriptions

As a result of VAWA 2013, which made changes to the VAWA grant programs authorized by VAWA 1994 and subsequent legislation, OVW will administer four formula and fourteen discretionary grant programs. These grants are designed to develop the nation’s capacity to reduce domestic violence, dating violence, sexual assault, and stalking by strengthening services to victims and holding offenders accountable for their crimes.

### a. Formula Grant Programs

#### (1) Service-Training-Officers-Prosecutors Violence Against Women Formula Grant Program (STOP Program) – \$193,000,000

The STOP Program was initially authorized by VAWA in 1994 and was reauthorized and amended by the Violence Against Women Acts of 2000, 2005 and 2013 (VAWA 2000, VAWA 2005 and VAWA 2013). The STOP Program promotes a coordinated, multidisciplinary approach to enhancing advocacy and improving the criminal justice system’s response to violent crimes against women. It encourages the development and improvement of effective law enforcement and prosecution strategies as well as victim advocacy and services – including legal services for victims – in cases involving violent crimes against women.

The STOP Program is the cornerstone of VAWA, funding the most essential elements of state and territorial responses to violence against women. The STOP Program has supported significant improvements in the criminal and civil justice systems. One study found that VAWA has “significantly strengthened victims’ involvement with criminal justice authorities such as prosecutors and court officers[,]”<sup>8</sup> while other researchers have concluded that the “STOP program has been critical to law enforcement and prosecution training, and the development of specialized units.”<sup>9</sup>

The recent reauthorization added the following significant new purpose areas: developing and promoting legislation and policies to enhance best practices for responding to domestic violence, dating violence, sexual assault, and stalking; developing Sexual Assault Response Teams and related coordinated community responses to sexual assault; improving investigation and prosecution of sexual assault cases and appropriate treatment of victims; responding to sexual assault against men, women, and youth in correctional settings; responding to backlogs of sexual assault evidence, including developing protocols and policies for notifying and involving victims; improving responses to male and female victims whose ability to access traditional

services and responses is affected by their sexual orientation or gender identity; and supporting prevention or educational programming (limited to 5% of the award amount).

By statute, each state receives a base amount of \$600,000. Remaining funds are awarded to states based on population, as determined by United States Census Bureau data, including tribal populations.

**(2) Sexual Assault Services Program (SASP) – \$27,000,000**

SASP was authorized by VAWA 2005 and is the first federal funding stream solely dedicated to the provision of direct intervention and related assistance for victims of sexual assault. SASP encompasses five different funding streams for states and territories, tribes, state sexual assault coalitions, tribal coalitions, and culturally specific organizations. Overall, the purpose of SASP is to provide intervention, advocacy, accompaniment, support services, and related assistance for adult, youth, and child victims of sexual assault, family and household members of victims, and those collaterally affected by the sexual assault.

SASP helps survivors heal from sexual assault trauma by funding direct intervention and assistance, including 24-hour sexual assault hotlines, crisis intervention, and medical and criminal justice accompaniment. Victim service organizations such as rape crisis centers provide these interventions. Sixty-five percent of SASP appropriated funds are awarded to states and territories through a population-based formula. The recent reauthorization adjusted the SASP funding formula to provide the District of Columbia and Puerto Rico with the same share as states and to increase the percentage share for territories.

**(3) Grants to State Sexual Assault and Domestic Violence Coalitions Program (State Coalitions Program) – \$12,080,000 funded by set-aside**

In VAWA 2000, Congress authorized grants to state sexual assault and domestic violence coalitions. The State Coalitions Program provides federal financial assistance to state coalitions to support the coordination of state victim services activities, and collaboration and coordination with federal, state, and local entities engaged in violence against women activities. The program is funded by a statutory set-aside from the STOP Program. The SASP State Coalitions funding stream also is administered through this Program.

Statewide sexual assault and domestic violence coalitions work across their states to improve systemic responses to victims and ensure quality services are provided by local rape crisis centers, domestic violence shelters, and other victim service providers. These coalitions support victim service providers in their states through training and technical assistance, public awareness, and advocacy.

**(4) Tribal Domestic Violence and Sexual Assault Coalitions Grant Program (Tribal Coalitions Program) – \$6,216,429 funded by set-asides**

The Tribal Coalitions Program, first authorized by VAWA 2000 and amended by subsequent legislation, builds the capacity of survivors, advocates, Indian women's organizations, and victim service providers to form nonprofit, nongovernmental tribal domestic violence and sexual assault coalitions to end violence against American Indian and Alaska Native women. The

program is funded by statutory set-asides from the STOP Program, Arrest Program and SASP. VAWA 2013 changed the program from discretionary to a combination of discretionary and formula funding.

Tribal Coalitions Program grants are used to increase awareness of domestic violence, dating violence, sexual assault, and stalking committed against American Indian and Alaska Native women; enhance the response to violence against women at the tribal, federal, and state levels; develop and promote legislation, policies and best practices; and identify and provide technical assistance to coalition membership and tribal reservation communities to enhance access to essential services.

## **b. Discretionary Grant Programs**

### **(1) Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (Arrest Program) – \$50,000,000**

The Arrest Program was initially authorized by VAWA 1994 and was reauthorized and amended by VAWA 2000, VAWA 2005, and VAWA 2013. The Arrest Program is designed to encourage state, local, and tribal governments and courts to treat domestic violence, dating violence, sexual assault, and stalking as serious violations of criminal law requiring coordination between victim service providers, staff from population specific organizations, and representatives from the criminal justice system. The program challenges the whole community to communicate, identify problems, and share ideas that will result in new responses and the application of best practices to enhance victim safety and offender accountability.

The recent reauthorization added the following significant new purpose areas: training prosecutors; improving the response of the criminal justice system to immigrant victims; developing and promoting legislation and policies to enhance best practices for responding to domestic violence, dating violence, sexual assault, and stalking; developing Sexual Assault Forensic Examiner programs; developing Sexual Assault Response Teams or similar CCRs to sexual assault; improving investigation and prosecution of sexual assault and treatment of victims; providing HIV testing, counseling, and prophylaxis for victims; addressing sexual assault evidence backlogs including notifying and involving victims; and developing multi-disciplinary high-risk teams for reducing domestic violence and dating violence homicides. In addition, state, tribal, and territorial coalitions and victim service providers that are in partnerships with states, tribes and units of local governments are now eligible to apply to the Arrest Program. The recent reauthorization also set aside 5% of the Program's appropriation for Tribal Coalitions Program grants and required that 25% of Program appropriation is available for projects that address sexual assault.

### **(2) Legal Assistance for Victims Grant Program (LAV Program) – \$52,500,000**

The LAV Program was funded under a special initiative by Congress in 1998, later authorized by VAWA 2000, and reauthorized by VAWA 2005 and VAWA 2013. The Program funds projects that address the civil and criminal legal needs of victims of domestic violence, dating violence, sexual assault, and stalking. The LAV program supports legal services to victims seeking relief in legal matters relating to or arising out of their victimization as well as expands pro bono legal assistance for victims. Criminal assistance under the LAV Program does *not* include criminal

defense. At least 25% of LAV Program grants support projects focused on providing legal assistance to victims of sexual assault. Three percent of LAV Program funding is set aside for grants to programs that assist victims within the jurisdiction of an Indian tribe.

**(3) Rural Sexual Assault, Domestic Violence, Dating Violence, and Stalking Assistance Program (Rural Program) – \$33,000,000**

The Rural Program was established by Congress in VAWA 1994 and reauthorized by VAWA 2000, VAWA 2005, and VAWA 2013. The primary purpose of the Rural Program is to enhance the safety of children, youth, and adults who are victims of domestic violence, dating violence, sexual assault, and stalking by supporting projects uniquely designed to address and prevent these crimes in rural jurisdictions. The Rural Program encourages collaboration between victim advocates, law enforcement officers, pre-trial service personnel, prosecutors, judges and other court personnel, probation and parole officers, and faith- and/or community-based leaders to reduce violence and ensure that victim safety is paramount in providing services to victims and their children. The program supports services for victims, including legal assistance, as well as strategies to address sexual assault and special needs of victims in remote areas.

The Rural Program is required to award no less than 75% of available funds to projects in rural states. The Rural Program is required to set aside no less than 25% to 40% of funds, depending on annual appropriations, for activities that meaningfully address sexual assault.

**(4) The Education and Training to End Violence Against and Abuse of Women with Disabilities Grant Program (Disabilities Program) – \$5,750,000**

The Disabilities Program was first authorized by Congress in VAWA 2000 and expanded to include victim services in VAWA 2005 and reauthorized by VAWA 2013. The goal of the Disabilities Program is to create sustainable, systemic change that will both hold offenders accountable and result in effective services for individuals with disabilities who are victims of domestic violence, dating violence, sexual assault, and stalking. The Disabilities Program supports education, cross training, services, capacity building and the establishment of multidisciplinary teams at the local level.

**(5) Grants to Reduce Domestic Violence, Dating Violence, Sexual Assault, and Stalking On Campus Program (Campus Program) – \$26,000,000**

The Campus Program, first authorized in the Higher Education Amendments of 1998 and reauthorized by VAWA 2000, 2005 and 2013 is designed to encourage institutions of higher education to adopt comprehensive, coordinated responses to domestic violence, dating violence, sexual assault, and stalking. The Campus Program strengthens on-campus victim services and advocacy, security, and investigative strategies to prevent and prosecute violent crimes against women on campuses. The recent reauthorization increased focus on underserved populations and mandated that all grantees comply with specified minimum requirements: institutions of higher education receiving Campus Program grants must provide prevention education on violence against women for all incoming students, train campus law enforcement or security staff on appropriate responses to violence against women, train members of campus judicial or disciplinary boards on the unique dynamics of violence against women, and create a coordinated



community response to violence against women to enhance victim safety and assistance, and to hold offenders accountable.

**(6) Grants to Support Families in the Justice System (Justice for Families Program) – \$16,000,000**

The Justice for Families Program, authorized by VAWA 2013, replaces the Supervised Visitation and Court Training and Improvements Programs with a new grant program to improve civil and criminal justice system responses to families with histories of domestic violence, sexual assault, dating violence, stalking, and cases involving allegations of child sexual abuse. The program also provides an opportunity for communities to support supervised visitation and safe exchange of children in situations involving domestic violence, dating violence, child abuse, sexual assault, or stalking. The Justice for Families Program also supports the promotion of legislation and policies that improve court responses to these cases; training court personnel, child protective services workers and others; providing resources in juvenile court matters; providing civil legal assistance to victims and non-offending parents (where the other parent is represented); and collecting data and providing training and technical assistance to address civil justice needs of victims.

**(7) Enhanced Training and Services to End Violence Against and Abuse of Women in Later Life Program (Abuse in Later Life Program) – \$4,250,000**

The Enhanced Training and Services to End Violence Against and Abuse of Women in Later Life Program (Abuse in Later Life Program) was created by Congress in VAWA 2000 and expanded by VAWA 2005 and VAWA 2013. Under this grant program, OVW funds projects that create multidisciplinary partnerships with law enforcement agencies, prosecutors' offices, victim services providers, and organizations that assist older individuals and that provide a comprehensive approach to addressing elder abuse. The recent reauthorization also included a requirement that all grantees provide multidisciplinary training programs, serve victims, establish community coordinated responses to elder abuse, and conduct cross training. Those trained under the Abuse in Later Life Program are taught to look for signs of all types of abuse of older victims, including but not limited to physical abuse, neglect, financial exploitation, and sexual assault.

**(8) Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating Violence, Stalking, or Sexual Assault Program (Transitional Housing Program) – \$25,000,000**

The Transitional Housing Program, first authorized by the PROTECT Act of 2003 and reauthorized by VAWA 2005 and VAWA 2013, focuses on a holistic, victim-centered approach to transitional housing services that move individuals into permanent housing. Grants support programs that provide assistance to victims of domestic violence, dating violence, sexual assault, and stalking who are in need of transitional housing, short-term housing assistance, and related support services including those designed to help victims secure employment. In addition to rental assistance or residence in a transitional housing facility, grantees may offer individualized services such as counseling, support groups, safety planning, advocacy, licensed child care, employment services, transportation vouchers, and referrals to other agencies.

**(9) Consolidated Youth Program – \$10,000,000**

The Consolidated Youth Program was enacted in the FY 2012, FY 2013 and FY 2014 Appropriation Acts, which consolidated the purpose areas of four previously funded programs under one comprehensive program. The four programs included in the FY 2012, FY 2013 and FY 2014 consolidations were: Services to Advocate for and Respond to Youth (Youth Services), Grants to Assist Children and Youth Exposed to Violence (CEV), Engaging Men and Youth in Preventing Domestic Violence (EMY), and Supporting Teens through Education and Prevention (STEP). This consolidation allowed OVW to leverage resources for maximum impact in communities by funding comprehensive projects that include both youth service and prevention components. It also permitted OVW to reduce the number of solicitations required for staff to develop and process, although staff do continue to oversee open grants awarded in previous years under the four consolidated programs.

In VAWA 2013, Congress effected a partial statutory consolidation of the four underlying programs by creating two new programs, the Creating Hope Through Outreach, Options, Services, and Education for Children and Youth (CHOOSE) Program (consolidating the purpose areas of Youth Services and STEP) and the Saving Money and Reducing Tragedies Through Prevention (SMART) Program (consolidating the purpose areas of CEV and EMY). At this time, OVW is not requesting an appropriation for these bifurcated programs.

The fully consolidated program enables OVW to support more comprehensive projects designed to serve young victims and break the cycle of violence in their lives; in contrast, the two new programs – and, in particular, the SMART Program – will not permit OVW to fund a full range of both services and prevention work by one jurisdiction or entity.

**(10) Grants to Indian Tribal Governments Program (Tribal Governments Program) – funded by set-asides [\$36,375,000]**

The Tribal Governments Program is designed to enhance the ability of tribes to respond to violent crimes against American Indian women including domestic violence, dating violence, sexual assault, stalking, and sex trafficking; enhance victim safety, and develop education and prevention strategies. Congress authorized the program in Title IX of VAWA 2005 to replace OVW's STOP Violence Against Indian Women Program. The Tribal Governments Program is funded by set-asides from six other OVW grant programs: STOP, Arrest, Rural, LAV, Justice for Families, and Transitional Housing.

The Tribal Government Program awards funds to tribal governments and their designees to develop a comprehensive, multi-faceted response to violence against Indian women. Funds may be used for a broad spectrum of activities: developing and enhancing tribal governments' response to violence against Indian women; strengthening tribal criminal justice systems; improving services for Indian women who are victims of violence; creating community education and prevention campaigns; addressing the needs of children who witness domestic violence; providing supervised visitation and safe exchange programs; providing transitional housing assistance; providing legal advice and representation to survivors of violence; developing and promoting legislation, policies and best practices; and addressing teen dating violence.

**(11) Grants to Enhance Culturally Specific Services for Victims of Domestic Violence, Dating Violence, Sexual Assault, and Stalking (Culturally Specific Services Program) – funded by set-asides [\$7,275,000]**

The Culturally Specific Services Program, authorized by VAWA 2005 and amended by VAWA 2013, funds projects that promote the maintenance and replication of existing successful domestic violence, dating violence, sexual assault, and stalking community-based programs providing culturally and linguistically specific services and other resources. The focus of the grant program is directed toward racial and ethnic minority groups including American Indians (including Alaska Natives, Eskimos, and Aleuts), Asian Americans, Native Hawaiians and other Pacific Islanders, Blacks and Hispanics. The program also supports the development of innovative culturally and linguistically specific strategies and projects to enhance access to services and resources for victims of violence against women.

OVW-funded projects increase a community's capacity to provide culturally and linguistically specific victim services; strengthen criminal justice interventions; and expand the leadership of culturally and linguistically specific programs. The Culturally Specific Services Program is funded through statutory set-asides in five other OVW grant programs – the LAV, Rural, Abuse in Later Life, Disabilities, and Arrest Programs.

**(12) Sexual Assault Services Program (SASP Program) – Grants to Culturally Specific Programs – funded by set-aside [\$2,700,000]**

The SASP Grants to Culturally Specific Program addresses the unique challenges that survivors from culturally specific communities face when seeking assistance, such as linguistic and cultural barriers. The focus of the grant program is directed toward racial and ethnic minority groups including American Indians (including Alaska Natives, Eskimos, and Aleuts), Asian Americans, Native Hawaiians and other Pacific Islanders, Blacks and Hispanics. Many advocates report that survivors are more inclined to seek services from organizations that are familiar with their culture, language, and background. Culturally specific community-based organizations are more likely to understand the complex obstacles to accessing services for these individuals.

**(13) Sexual Assault Services Program (SASP Program) – Tribal Governments Grants Program – funded by set-aside [\$2,700,000]**

The SASP Tribal Governments Program provides funding for the operation of sexual assault programs or projects in Indian country and Alaska Native villages to support the establishment, maintenance, and expansion of programs and projects to assist those victimized by sexual assault.

**(14) Grants for Outreach and Services to Underserved Populations – funded by set-asides from STOP and Arrest Programs [\$4,860,000]**

Section 108 of VAWA 2013 directed that the Attorney General set aside funding from the Arrest Program and the STOP Program to develop and implement outreach strategies targeted at adult and youth victims of domestic violence, dating violence, sexual assault, or stalking in underserved populations and to provide victim services for these populations.

### **c. Other Funding**

#### **(1) Analysis and Research on Violence Against Indian Women – \$1,000,000**

Title IX, Section 904(a) of the Violence Against Women and Department of Justice Reauthorization Act of 2005 (VAWA 2005), Pub. Law No. 109-162 (codified at 42 U.S.C. § 3796gg-10 note), as amended by Section 907 of the Violence Against Women Reauthorization Act, Pub. L. No. 113-4, calls for the National Institute of Justice (NIJ) to conduct analyses and research on violence against Indian women living in Indian country and in Alaska Native villages. In conducting its analyses and research, NIJ is asked to focus on dating violence, domestic violence, sexual assault, sex trafficking, stalking, and murder, and to evaluate the effectiveness of responses to those violations.

NIJ's program of research on violence against Native women consists of multiple projects that address all of the elements outlined in the mandate. In FY 2014 and FY 2015, NIJ launched the National Baseline Study (NBS)—the first national study conducted in Indian country and Alaska Native villages. The NBS is being conducted in geographically dispersed tribal communities across the U.S. for which the primary aim is to provide an accurate national victimization rate of violence committed against American Indian and Alaska Native women. The NBS is the capstone of NIJ's violence against Indian women program and it is critical to quantifying the magnitude of violence and victimization in tribal communities and understanding service needs. NBS data collection is expected to begin in 2015 and continue into early 2017, with study findings released in the fall of 2017. FY 2016 funds will support this 42-month study. Additionally, FY 2016 funds will support other research and evaluation studies that will examine violence and victimization experienced by Native women and expand the body of criminal justice policy-relevant research. Results from all of these studies are expected to help establish and enhance justice systems that successfully restore victim safety and promote healing.

#### **(2) NIJ Research on Violence Against Women – \$3,000,000**

The NIJ Violence Against Women Research and Evaluation Program promotes the safety of women and their family members, and strives to increase the efficiency and effectiveness of the criminal justice system's response to domestic violence, dating violence, sexual assault, and stalking. NIJ provides grants to researchers to study the causes and correlations of violence against women. In addition, it creates partnerships with federal agencies to promote collaborative research, conducts field tests to examine new approaches to combating violence against women, and evaluates the effectiveness of those initiatives.

#### **(3) Homicide Reduction Initiative – Grants to Encourage Arrest Policies Program – funded by set-aside from Arrest Program [\$4,000,000]**

This initiative is designed to use promising and evidence-based practices to address the urgent problem of domestic violence-related homicide, especially in those jurisdictions in which these homicides are either increasing or not declining.

#### **(4) National Tribal Sex Offender and Protection Order Registry – No new funding requested.**

The Violence Against Women Act of 2005 (VAWA 2005, Public Law 109-162), section 905(b), provided for the creation of a tribal-specific registry or registries: a national tribal sex offender registry, and a tribal protection order registry containing civil and criminal orders of protection issued by Indian tribes and participating jurisdictions. In FYs 2008, 2009, 2010, and 2011, OVW received appropriations totaling \$3.9 million to fund these registries.

In July 2006, six months after VAWA 2005 was signed into law, Congress passed the Adam Walsh Act, which included the establishment of the Sex Offender Registration and Notification Act (SORNA). Because of potential overlap in these statutes and the existence of the National Crime Information Center (NCIC) Protection Order File, OVW was cautious about how to implement section 905(b). After extensive consultation and deliberation, in 2012, OVW released a solicitation for the National Tribal Order of Protection Registry. OVW received two applications, neither of which proposed viable projects. Consequently, OVW decided not to fund either application. Since that time, effective implementation of Sec. 905(b) has continued to be a topic of discussion between OVW and the tribes.

Since the enactment of VAWA 2005, significant legislative changes impacting tribes have altered the importance of developing tribal-specific registries, as authorized by VAWA 2005. Many of these changes, including the VAWA 2013 provision that recognizes the authority of “participating tribes” to exercise “special domestic violence criminal jurisdiction” over non-Indians, have significantly increased the importance of including tribal records in federal records databases like NCIC and permitting tribes greater access to federal criminal databases. Given the difficulty in funding a successful tribal registry project and the tribes’ increased need to access federal databases, the Department supports finding alternative ways to support the tribes. To this end OVW is requesting that the Attorney General be given the authority to use funding appropriated for the section 905(b) registries to enhance tribal access to existing federal databases that contain protection order and sex offender information through the expansion of a pilot project currently funded by the COPS Office. Before the Attorney General fully implements any such project with the section 905(b) funding, however, the Department will continue consulting with tribes about how best to address their needs.

**(5) National Resource Center – Workplace Response (Workplace Initiative) – \$500,000**

VAWA 2005 and VAWA 2013 provide for an award to establish and operate a National Resource Center on Workplace Responses to assist victims of domestic, dating violence, sexual assault, and stalking. OVW entered into a cooperative agreement with Futures Without Violence, Legal Momentum, and six other partners to develop this Center, which provides information, resources, tools, and technical assistance to employers and labor organizations to better equip them to respond to victims. These efforts address the needs of employees in cases of domestic violence, dating violence, sexual assault, and stalking impacting the workplace. The Center includes a website, [www.workplacesrespond.org](http://www.workplacesrespond.org), featuring model policies, training curricula, and information on relevant state and federal laws.

**(6) Indian Country Sexual Assault Clearinghouse – \$500,000**

OVW has funded the establishment of a national clearinghouse on the sexual assault of American Indian and Alaska Native women. OVW entered into a cooperative agreement with the Southwest Center for Law and Policy to develop this clearinghouse. The National Indian Country Clearinghouse on Sexual Assault (NICCSA) website ([www.niccsa.org](http://www.niccsa.org)) was launched in February 2014. The site is a valuable tool for professionals promoting safety, justice, and healing for American Indian and Alaska Native victims of sexual violence. The NICCSA clearinghouse is designed as a one-stop shop for information on sexual violence against American Indian and Alaska Native women and teen girls and includes a toll-free hotline to provide personalized assistance in solving complex legal, forensic, and programmatic challenges for tribal callers. The website also hosts a directory of all certified Sexual Assault Nurse Examiners (SANEs) in the country (searchable by state).

The project offers technical assistance to individual tribes in assessing the feasibility of developing and implementing a SANE/SART response in their communities. A limited number of tribes will be able to receive on-site assistance with developing and implementing a systemic response to sexual assault.

#### **d. Management and Administration Expenses – funded by set-aside [\$19,912,000]**

In 1994, the landmark Violence Against Women Act directed the Attorney General to implement grant programs and other directives intended to combat violence against women. In 1995, the Violence Against Women Grants Office was created within OJP to administer the grant programs authorized by VAWA. Simultaneously, a separate policy office, the Violence Against Women Office, was created and housed within the Office of the Attorney General. In 1998, the two offices merged under the authority of the Assistant Attorney General of OJP. In late 2002, the 21<sup>st</sup> Century Department of Justice Reauthorization Act established OVW as a separate and distinct office, headed by a Director to be nominated by the President and confirmed by the Senate, to provide national leadership to improve the nation's response to violence against women. In 2003, the Attorney General, in consultation with Congress, established OVW as a separate office outside of OJP.

Since that time, OVW has been working to become an independent office with the full staffing and administrative services to support the statutory mission of the Office. Each year, OVW has positioned itself to become more self-sufficient in performing its grant management and oversight functions. Prior to FY 2009, OVW management and administration (M&A) funding levels were developed by assessing (in line with the statutory caps on M&A) a percentage of program dollars. In FY 2009, OVW was allocated M&A funding through a separate Department of Justice Salaries and Expense Appropriation.

From FY 2012 – FY 2015, OVW's M&A expenses were not expressly provided for in the Appropriations Act; the joint explanatory statement noted that M&A should be supported with program funding. The FY 2016 request seeks this same structure, which excludes peer review costs and certain program contract costs.

M&A expenses include staff salaries and benefits, travel for site visits, training expenses, space, telecommunications, and other necessary expenses to support the mission of OVW. Reimbursable services provided by OJP for certain grants financial services are also included in these costs.

The Office of the Director comprises the Director (vacant), Chief of Staff (career), Deputy Director for Tribal Affairs (career), and four Schedule C appointments: Principal Deputy Director; Deputy Director for Policy; Confidential Assistant to the Director; and Special Assistant. This team is responsible for Office oversight and coordination of policy development, program development, and the management and administration of OVW.

OVW staff is divided into five divisions: Program; Administration; Budget and Financial Management; Legal Counsel; and Policy, Communication and Evaluation. First, the Program Division has primary responsibility for the development, oversight, and day-to-day management of all grant programs and approximately 2,300 grant awards administered by OVW. Functions include, but are not limited to: researching and developing newly authorized grant programs; drafting solicitations (requests for proposals); responding to programmatic inquiries; overseeing and conducting internal review and peer review of all applications; analyzing final application scores and recommending a diverse pool of projects for support; drafting and processing all necessary award documents; developing and conducting annual “new grantee” orientation programs; assisting grantees with implementing their projects; ensuring compliance with federal regulations; identifying appropriate technical assistance; monitoring grantee progress in meeting their goals and objectives; developing, implementing, and managing substantive technical assistance for grant recipients; and developing and overseeing national demonstration initiatives to test promising practices.

Incorporated within the Program Division is the Grants Financial Management Unit, established in 2010. This Unit provides a complete array of grants financial management services, including reviewing all program solicitations for financial and administrative completeness and accuracy; reviewing and approving all application budgets; processing grant awards, including grant adjustment notifications to applicants; reviewing pre-agreement cost requests; providing technical assistance to OVW staff, applicants and recipients on financial matters; providing financial management training; providing assistance with grant award close-outs, and providing liaison services for program audits.

Second, the Administration Division is responsible for providing administrative service and guidance to OVW’s executives, managers, and staff in the areas of acquisition services, records management, human resources, voice and data communications, information technology, and facilities coordination.

Third, the Budget and Financial Management Division manages OVW's budget and finance functions related to the office and provides audit liaison. The Division is responsible for formulating and executing OVW’s budget, establishing performance measures and setting performance targets, providing guidance and advice on policies related to budget and financial management, performing accounting, financial management and fiscal operations, providing liaison services for organizational and financial audits, and establishing, monitoring and assessing OVW internal controls.

Fourth, the Legal Counsel Division provides legal and policy support for the administration of OVW and its grant programs. Legal Counsel Division responsibilities include providing legal advice and guidance to OVW’s management, staff, and award recipients to ensure compliance with applicable laws and regulations; reviewing and developing legislation, regulations, and

policies regarding violence against women; reviewing and preparing reports for Congress; drafting speeches and testimony; and administering the Office's ethics and Freedom of Information Act (FOIA) programs.

Finally, the Policy, Communication, and Evaluation Division coordinates all press and media events for the Office; develops and disseminates resource materials; updates the website; writes speeches and talking points for senior staff; facilitates outreach to leaders in the field to identify and address emerging issues; coordinates meetings and exchanges with international delegations and manages OVW's evaluation initiatives. This division advises OVW's management on policy issues.



2. Performance and Resources Tables

PERFORMANCE AND RESOURCES TABLE											
Strategic Goal/Objective: OVW aligns with the Department's Strategic Plan (FY 2014 - FY 2018) Strategic Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law. Objective 2.2: Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America's crime victims; and Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels. Objectives 3.1: Promote and Strengthen relationships and strategies for the administration of justice with law enforcement agencies, organizations, prosecutors, and defenders through innovative leadership and program; and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.											
Decision Unit: Prevention and Prosecution of Violence Against Women and Related Victim Services Program											
RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2014		FY 2014		FY 2015		Current Services Adjustments and FY 2016 Program Changes		FY 2016 Request	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		63	417,000	63	417,000	63	430,000	6	43,500	69	473,500
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2014		FY 2014		FY 2015		Current Services Adjustments and FY 2016 Program Changes		FY 2016 Request	
Program Activity		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
	All OVW grants		[ ]		[ ]		[ ]		[ ]		[ ]
Performance Measure: Outcome	Number of communities with improved capacity for a coordinated community response		5,008		5158		5,158				5,158
Performance Measure: Outcome	Percent of victims requesting services who received them		93%		95.92%		93%				93%
Performance Measure Outcome	Number of Victims Served **										241,500
Performance Measure: Efficiency	Application processing time (days)		120		127		120				120
Performance Measure : Outcome	Percent of domestic violence and sexual assault felony convictions, out of cases disposed of.		75%		75%		75%				75%

\*\*New for 2015

2. Performance and Resource Tables – cont.

**PERFORMANCE AND RESOURCES TABLE**

**Strategic Goal/Objective:** OVW aligns with the Department's Strategic Plan (FY 2014 - FY 2018) Strategic Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law. Objective 2.2: Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America's crime victims; and Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels. Objectives 3.1: Promote and Strengthen relationships and strategies for the administration of justice with law enforcement agencies, organizations, prosecutors, and defenders through innovative leadership and program; and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.

**Decision Unit: Prevention and Prosecution of Violence Against Women and Related Victim Services Program**

RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2014		FY 2014		FY 2015		Current Services Adjustments and FY 2016 Program Changes		FY 2016 Request	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		63	417,000	63	417,000	63	430,000	6	43,500	69	473,500
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2014		FY 2014 (		FY 2015		Current Services Adjustments and FY 2016 Program Changes		FY 2016 Request	
Program Activity		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
	OVW Discretionary Grants		[ ]		[ ]		[ ]		[ ]		[ ]
Performance Measure: Output	The number of grant funded multi-disciplinary training events that have occurred**		24,189		13,463		13,000				N/A
Performance Measure: Output	Number of people trained**		536,674		340,638		325,000				3250,000final

2. Performance and Resource Tables – cont.

<b>PERFORMANCE AND RESOURCES TABLE</b>											
<b>Strategic Goal/Objective: OVW aligns with the Department's Strategic Plan (FY 2014 - FY 2018) Strategic Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law. Objective 2.2: Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America's crime victims; and Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels. Objectives 3.1: Promote and Strengthen relationships and strategies for the administration of justice with law enforcement agencies, organizations, prosecutors, and defenders through innovative leadership and program; and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.</b>											
<b>Decision Unit: Prevention and Prosecution of Violence Against Women and Related Victim Services Program</b>											
<b>WORKLOAD/ RESOURCES</b>		<b>Target</b>		<b>Actual</b>		<b>Projected</b>		<b>Changes</b>		<b>Requested (Total)</b>	
		<b>FY 2014</b>		<b>FY 2014</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
<b>Total Costs and FTE</b> (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		63	417,000	63	417,000	63	430,000	6	43,500	69	473,500
<b>TYPE/ STRATEGIC OBJECTIVE</b>	<b>PERFORMANCE</b>	<b>FY 2014</b>		<b>FY 2014</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
<b>Program Activity</b>	All OVW grants		[ ]		[ ]				[ ]		[ ]
<b>Performance Measure: Workload</b>	Number of applications received		1,860				1,915				N/A
<b>Performance Measure: Workload</b>	Number of grants and cooperative agreements managed by OVW		2,000				2,060				N/A

2. Performance and Resource Tables – cont.

<b>PERFORMANCE AND RESOURCES TABLE</b>											
<b>Strategic Goal/Objective: OVW aligns with the Department's Strategic Plan (FY 2014 - FY 2018) Strategic Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law. Objective 2.2: Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America's crime victims; and Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels. Objectives 3.1: Promote and Strengthen relationships and strategies for the administration of justice with law enforcement agencies, organizations, prosecutors, and defenders through innovative leadership and program; and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.</b>											
<b>Decision Unit: Prevention and Prosecution of Violence Against Women and Related Victim Services Program</b>											
<b>WORKLOAD/ RESOURCES</b>		<b>Target</b>		<b>Actual</b>		<b>Projected</b>		<b>Changes</b>		<b>Requested (Total)</b>	
		<b>FY 2014</b>		<b>FY 2014</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
<b>Total Costs and FTE</b> (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		63	417,000	63	417,000	63	430,000	6	43,500	69	473,500
<b>TYPE/ STRATEGIC OBJECTIVE</b>	<b>PERFORMANCE</b>	<b>FY 2014</b>		<b>FY 2014</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
<b>Program Activity</b>	All OVW grants		[ ]		[ ]				[ ]		[ ]
<b>Performance Measure: Workload</b>	Grant adjustment notification in GMS-time of submission to time of action (days)		2		7.5		2				2
<b>Performance Measure: Workload</b>	Number of grants and cooperative agreements managed per OVW grants program specialist		45		71		45				45

2. Performance and Resource tables – cont.

<b>PERFORMANCE AND RESOURCES TABLE</b>											
<b>Strategic Goal/Objective: OVW aligns with the Department's Strategic Plan (FY 2014 - FY 2018) Strategic Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law. Objective 2.2: Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America's crime victims; and Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels. Objectives 3.1: Promote and Strengthen relationships and strategies for the administration of justice with law enforcement agencies, organizations, prosecutors, and defenders through innovative leadership and program; and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.</b>											
<b>Decision Unit: Prevention and Prosecution of Violence Against Women and Related Victim Services Program</b>											
<b>WORKLOAD/ RESOURCES</b>		<b>Target</b>		<b>Actual</b>		<b>Projected</b>		<b>Changes</b>		<b>Requested (Total)</b>	
		<b>FY 2014</b>		<b>FY 2014</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
<b>Total Costs and FTE</b> (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		63	417,000	63	417,000	63	430,000	6	43,500	69	473,500
<b>TYPE/ STRATEGIC OBJECTIVE</b>	<b>PERFORMANCE</b>	<b>FY 2014</b>		<b>FY 2014</b>		<b>FY 2015</b>		<b>Current Services Adjustments and FY 2016 Program Changes</b>		<b>FY 2016 Request</b>	
		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
<b>Program Activity</b>	All OVW grants		[ ]		[ ]				[ ]		[ ]
<b>Performance Measure: Workload</b>	Number of temporary and final protection orders granted		827,503		630,951		630,000				630,000
<b>Performance Measure: Workload</b>	Percent of Conditional Budget Clearances		15				15				15

**PERFORMANCE MEASURE TABLE**

**Strategic Goal/Objective: OVW aligns with the Department's Strategic Plan (FY 2014 - FY 2018) Strategic Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law. Objective 2.2: Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America's crime victims; and Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels. Objectives 3.1: Promote and Strengthen relationships and strategies for the administration of justice with law enforcement agencies, organizations, prosecutors, and defenders through innovative leadership and program; and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.**

**Decision Unit: Prevention and Prosecution of Violence Against Women and Related Victim Services Program**

Performance Report and Performance Plan Targets		FY 2010	FY 2011	FY 2012	FY 2013	FY 2014		FY 2015	FY 2016	
		Actual	Actual	Actual	Actual	Target	Actual	Target	Target	
<b>OUTCOME Measure</b>	Number of communities with improved capacity for a coordinated community response to domestic violence, dating violence, sexual assault, and stalking*	4,388	4,546	4,966	4,275	5,008	5,158	5,158	5,158	
<b>Performance Measure</b>	The number of grant- funded multi-disciplinary training events that have occurred	12,395	13,132	14,653	12,569	24,189		24,915	N/A	
<b>OUTCOME Measure</b>	Percent of victims requesting services who received them	97.50%	97.70%	97.51%	92.40%	93%		96%	93%	93%
<b>Performance Measure</b>	Number of Victims Served**	N/A	N/A	N/A	N/A	N/A			TBD	
<b>Performance Measure</b>	Number of people trained	314,246	316,767	349,325	294,329	536,674		3250,000	3250,000	
<b>Performance Measure: Workload</b>	Application processing time (days)	108	117	132	114	120		127	120	120

Notes:

\* Denotes inclusion in the DOJ Annual Performance Plan

\*\* New for 2015

**PERFORMANCE MEASURE TABLE**

**Strategic Goal/Objective: OVW aligns with the Department's Strategic Plan (FY 2014 - FY 2018) Strategic Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law. Objective 2.2: Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America's crime victims; and Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels. Objectives 3.1: Promote and Strengthen relationships and strategies for the administration of justice with law enforcement agencies, organizations, prosecutors, and defenders through innovative leadership and program; and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.**

**Decision Unit: Prevention and Prosecution of Violence Against Women and Related Victim Services Program**

Performance Report and Performance Plan Targets		FY 2010	FY 2011	FY 2012	FY 2013	FY 2014		FY 2015	FY 2016	
		Actual	Actual	Actual	Actual	Target	Actual	Target	Target	
<b>OUTCOME Measure</b>	Number of communities with improved capacity for a coordinated community response to domestic violence, dating violence, sexual assault, and stalking	4,388	4,546	4,275	608	5,008	5,158	5,158	5,158	
<b>OUTCOME Measure</b>	Number of Temporary and Final protection orders granted	12,395	13,132	14,653	12,569	827,503		630,000	630,000	
<b>Performance Measure: Workload</b>	Number of Grants and Cooperative Agreements managed by OVW	97.50%	97.70%	97.51%	92.40%	93%		96%	96%	
<b>Performance Measure: Workload</b>	Number of Applications received				1,047	1,860		1,877	1,915	N/A
<b>Performance Measure: Workload</b>	Number of Grants and Cooperative Agreements managed by OVW	N/A	N/A	1,992	2,215	2,000		2,395	2000	N/A

### **3. Performance, Resources, and Strategies**

#### **a. Performance Plan and Report for Outcomes**

OVW has undertaken a significant effort to implement a system for measuring the effectiveness of projects supported by VAWA grant monies. The VAWA Measuring Effectiveness Initiative is an intensive effort to improve how we measure and monitor the work of OVW grantees. In 2001, OVW entered into a cooperative agreement with the Muskie School of Public Service's Catherine E. Cutler Institute for Child and Family Policy (the Muskie School) to develop and implement state-of-the-art reporting tools to capture the effectiveness of VAWA grant funding. Since that time, the VAWA Measuring Effectiveness Initiative has developed and continues to refine automated progress reports for grantees to collect this information and report online through the Grants Management System.

OVW and the Measuring Effectiveness Initiative tailored each grant program's form to reflect the different statutorily authorized activities that grantees perform, as well as to collect uniform information on victims served, demographics, and common activities that occur across several programs. These progress report forms provide OVW with comprehensive and consistent data regarding grantee activities.

#### Sample Program Data

The data from our grantees show that VAWA funding makes a difference in the way that communities across America help victims and hold offenders accountable. For example, in the six-month reporting period from July to December 2013 alone, OVW discretionary program grantees reported:

- Over 118,634 victims were served.<sup>i</sup>
- Over 274,392 services were provided to victims.<sup>ii</sup>
- Nearly 2,800 arrests were made for violation of protection orders and more than 361,081 protection orders were granted in jurisdictions that receive funding from OVW's Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program.
- From 2008 to 2013, OVW Arrest Program-funded prosecutors' offices accepted for prosecution 73% of sexual assault cases. Seventy-five percent of felony sexual assault cases prosecuted by those offices resulted in conviction or deferred adjudication.

Sub-grantees receiving funding awarded by States through OVW's STOP Violence Against Women Formula Grant Program (STOP Program) reported, in calendar year 2013:

- More than 338,278 victims were served.

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<sup>i</sup> An additional 2,142 families were served by Safe Havens grantees, 4,208 children and 107 dependents were served by Transitional Housing grantees, and 22 families were served by Tribal Government grantees.

<sup>ii</sup> Because victims were reported only once in each category of service provided, this number represents the minimum number of times services were provided to victims by discretionary grantees from July-December 2013.



- Over 676,556 services were provided to victims.<sup>iii</sup>
- More than 3,502 arrests were made for violations of protection orders.

Funds not only help the victims who receive services, but are also used by OVW grantees to change the way our criminal justice system responds to domestic violence, dating violence, sexual assault, and stalking:

- During the three-year period from January 2011 through December 2013, OVW's discretionary grantees reported training over one million individuals, including 124,510 law enforcement officers, 22,957 prosecutors, and 27,127 court personnel.
- For calendar years 2011, 2012, and 2013 combined, STOP sub-grantees reported training nearly 467,274 individuals, including 163,415 law enforcement officers, 22,081 prosecutors, and 24,490 court personnel.
- On average, OVW STOP grantees were able to accept 75% of sexual assault cases for prosecution from 2009-2013, and 79% of those ended in a conviction or deferred adjudication.

Sub-grantees receiving funding awarded by States through OVW's Sexual Assault Services Formula Grant Program (SASP Program) reported, in calendar year 2013:

- More than 36,000 victims were served.
- Over 85,000 services were provided to victims. Because victims were reported only once in each category or service provided, this number represents the minimum number of times services were provided to victims by SASP sub-grantees in 2013.

## **b. Strategies to Accomplish Outcomes**

OVW has a comprehensive technical assistance initiative that provides training and technical assistance to grantees to carry out evidence-based and effective programs that increase offender accountability and enhance victim services. All new grantees are required to attend an orientation to help them understand the requirements of the program and best practices in their focus area and resources available to assist them in carrying out their program.

In addition, OVW monitors all grantees to ensure statutory and program compliance, including: reviewing semi-annual/annual progress reports submitted via GMS; reviewing quarterly financial status reports to monitor project progress through drawdown activity; and conducting one risk assessment yearly for each active grant. The risk assessment is completed using the Grant Assessment Tool (GAT) and is used to determine monitoring activities. OVW developed a Grants Monitoring Manual in FY 2011 and conducts regular trainings for program division staff. This manual outlines the policies and procedures necessary for conducting proper oversight of OVW grants and cooperative agreements. The manual improves the quality and consistency of OVW monitoring and help make monitoring practices more uniform across OVW programs.

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<sup>iii</sup> Because victims were reported only once in each category or service provided, this number represents the minimum number of times services were provided to victims by STOP sub-grantees in 2013.

In FY 2014, OVW launched an overarching plan to improve program evaluation and adoption of evidence-based practices. The plan includes:

- Utilizing the Intergovernmental Personnel Act (IPA) Mobility Program to temporarily employ an expert in the field of program evaluation to assist us in promoting and building promising and evidence-based practices in the field of violence against women. A noted researcher and her assistant are now conducting qualitative research to create a data-driven evaluation plan that will help OVW invest evaluation funds strategically.
- Examining existing literature reviews on research/evaluation findings specific to programs and/or interventions that are or could be supported by OVW-administered grant programs;
- Identifying gaps in research on interventions and/or programs that are or could be supported by OVW-administered grant programs;
- Identifying promising and evidence-based programs and/or interventions that are or could be supported by OVW-administered grant programs;
- Identifying and prioritizing programs and/or interventions that are or could be supported by OVW-administered grant programs for evaluation; and
- Launching a 5-year plan to evaluate OVW-administered grant programs and VAWA-funded interventions to increase and enhance evidence-based grantmaking.

## V. Program Increases by Item

**A. Item Name:** **Violence Against Women Act (VAWA) 20/20: A Vision for Safety and Saving Lives**

Budget Decision Unit(s): Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s): 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America's crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Organizational Program:

Component Ranking of Item: 1 of 5

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ 21,000,000

### Description of Item

OVW requests funding to invest in Administration priorities through a new initiative that will close identified gaps in the fight against violence against women. For FY 2016, OVW requests \$21,000,000 in new funding to support this initiative. As described in Item B, below, a portion of the initiative that focuses on violence against women on college campuses would be funded through a \$14,000,000 increase to the appropriation for OVW's Campus Program.

### Justification

For the FY 2016 President's Budget, OVW has identified the most pressing gaps where an investment from DOJ could generate exponential results in addressing domestic violence, sexual assault, dating violence and stalking. OVW reviewed the lessons learned since VAWA's 1994 passage and zeroed-in on the crucial evidence-based interventions with significant opportunities to create meaningful and lasting change. These interventions build on DOJ's core law enforcement mission and dovetail with Administration priorities.

- **Sexual Assault Police and Prosecution**
- **Firearms and Domestic Violence**
- **Campus Sexual Assault, Dating Violence, and Stalking**

Acting on these issues now gives us the best chance to radically improve victim safety, save lives and establish practices that can be sustained in the coming years. Two decades of knowledge bring the future into focus, and VAWA 20/20 is our clear next step.

### **VAWA 20/20 Initiative**

One in four women has been severely physically assaulted by an intimate partner and one in six has been raped. This is a big problem, and it needs a focused and coordinated solution. OVW is thus proposing substantial, targeted projects that can be utilized in diverse communities across the country and serve as models that can be replicated across the nation.

**\$15 million to improve law enforcement and prosecutorial response to sexual assault by infusing the following resources in approximately 11 diverse jurisdictions across the country:**

- Specialized police and prosecution units and personnel – which are proven to increase conviction rates;
- Training on key evidence-based concepts, such as the neurobiological impact of trauma on victims and the implications for interviewing victims and conducting investigations;
- Sexual Assault Nurse Examiners, which improve evidence-collection and prosecution;
- Partnerships with at least one college or university in each jurisdiction, ensuring that rapists both on and off campus are held accountable;
- Sexual Assault Response Teams that bring police, victim service providers, health providers, and prosecutors together to solve and prevent crimes, and are at the heart of VAWA’s biggest successes over the last 20 years; and
- Evaluating outcomes, creating better ways to measure success, and sharing lessons learned with local jurisdictions in every corner of the United States.
- By 2024, successful sexual assault prosecutions will significantly increase, with a goal of a five-fold increase; and the rates of sexual assault will significantly decrease, with a goal of twenty percent.

This initiative focuses on justice. Holding perpetrators accountable through law enforcement investigations, prosecution, and courts is absolutely essential to reducing sexual assaults.

First, this entire initiative focuses on holding perpetrators accountable through law enforcement and prosecution. Accountability is the biggest gap in our response to sexual assault. We know that the majority of rapes are committed by serial perpetrators. By investigating rapes and prosecuting rapists, we have the potential to dramatically reduce sexual assaults.

Second, one component of this initiative will require the community to partner with a local college or university. As described by the White House in its recent report, colleges and university students experience high levels of rape and sexual assault, but schools often do little or nothing to investigate the crime or punish the offender. The White House and the Department of Justice have prioritized addressing sexual assaults on college/university campuses. However, schools cannot accomplish this in a vacuum. Stopping campus sexual assault requires strengthening the response of local police and prosecution. University disciplinary processes alone cannot solve the problem of campus rape – which happens both on and off campus, and is perpetrated by community members as well as students.

**\$6 million to implement the Domestic Violence Firearms Lethality Reduction Initiative in approximately 7 diverse jurisdictions across the country, infusing the following resources:**

- Comprehensive training of law enforcement, prosecutors, judges and victim service providers about relevant local, state and federal firearms prohibitions related to domestic violence;
- Protocol and procedure development to ensure compliance with court orders to surrender firearms;
- Establishment of multidisciplinary inter-agency cooperation and communication protocols; and
- Model procedures and facilities for firearm seizure, storage and return.

- By 2024, domestic violence gun deaths will be reduced dramatically, with a goal of a 30% reduction.

During the period of 1976 to 2005, a firearm was used to commit more than two-thirds of intimate partner homicides in which a female spouse or ex-spouse was killed. For each of those years, more intimate partner homicides were committed with guns than with all other weapons combined.<sup>10</sup>

In a study that examined the 1,800 homicides of women by men in 2010, it was found that of the 1,669 homicides in which the relationship between the victim and offender could be identified, almost two-thirds (1,017) of the women were killed by an intimate partner (husband, ex-husband, common law husband or boyfriend). The number of females shot and killed by their husbands or intimate partners was “nearly six times higher than the total number (of women) murdered by male strangers using all weapons combined.”<sup>11</sup>

Women whose intimate partners threatened or assaulted them with a gun or other weapon were 20 times more likely than other women to be murdered, and when a gun was in the house, an abused woman was 6 times more likely than other abused women to be killed.<sup>12</sup>

In recognition of the aggravating role firearms play in domestic violence (DV) incidents, Congress has passed several significant laws that substantially restrict DV offenders’ access to and use of firearms. Federal prohibitions on possession of firearms by those subject to protection orders and persons convicted of a misdemeanor crime of domestic violence (18 U.S.C. §§ 922(g)(8) and (g)(9)) can be potent tools to disarm abusers and protect victims, especially where state prohibitions do not exist or are ineffective. However, successful seizure actions and prosecutions often require close collaboration among officials at the local, state, and federal levels. In many instances, information and evidence indicating a violation of the federal prohibitions may be known only to local or state officials, while their federal counterparts, who may have the exclusive authority to take action under the federal laws, remain unaware of the federal offense. Other issues that stymie the effective enforcement of existing firearms prohibitions in the domestic violence field include: inadequate efforts to ensure compliance with court orders to surrender firearms, poor inter-agency cooperation and communication, and an apparent lack of firearm storage options.

Through technical assistance we identified that, in many jurisdictions, local law enforcement, prosecutors, judges and victim advocates are unaware of how to act upon federal firearms violations or even the existence of the domestic violence federal firearms prohibitions. This funding will provide training on these crucial areas. Additionally, the initiative includes policies and procedures for increasing collaboration among officials at the local, state, and federal levels. Other issues that will be addressed in the initiative are practices, policies and procedures to ensure compliance with court orders to surrender firearms, enhance inter-agency cooperation and communication, and provide firearm storage options for seized firearms. Some jurisdictions have developed successful strategies to address many of these issues and this initiative would disseminate successful strategies across jurisdictions.

### Impact on Performance

This new VAWA 20/20 Initiative will support Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims,” as well as Strategic Goal III, Objective 3.1, “Promote and strengthen

relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.” Additionally, this initiative lines up with Administration priority areas, including protecting Americans from violent crimes and protecting the most vulnerable members of society.

### Funding

#### Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

#### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Increase	21,000	1	\$21,000	0	0
Total Non-Personnel	21,000	1	21,000	0	0

#### Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	0	0	0	0
Increases	0	0	0	0	21,000	21,000	0	0
Grand Total	0	0	0	0	\$21,000	\$21,000		

**B. Item Name:** **Grants to Reduce Domestic Violence, Dating Violence, Sexual Assault, and Stalking On Campus Program (Campus Program)**

**Budget Decision Unit(s):** Prevention and Prosecution of Violence Against Women and Related Victim Services Program

**Strategic Goal(s) & Objective(s):** 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

**Organizational Program:**

Component Ranking of Item: 2 of 5

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ 14,000,000

#### Description of Item

OVW requests a \$14,000,000 increase in Campus Program funding to invest in a demonstration initiative to improve campus responses to sexual assault, dating violence, and stalking, an Administration priority.

#### Justification

As noted in Item A, above, for the FY 2016 President's Budget, OVW has identified the most pressing gaps where an investment from DOJ could generate exponential results in addressing domestic violence, sexual assault, dating violence and stalking. OVW also has identified crucial evidence-based interventions with significant opportunities to create meaningful and lasting change. One of the three areas where we propose to build on this knowledge, developing substantial, targeted projects that can be replicated across the nation, is campus sexual assault, dating violence, and stalking.

**\$14 million to transform the way colleges and universities respond to sexual assault, dating violence, and stalking.** Not Alone: The First Report of the White House Task Force to Protect Students from Sexual Assault was released in April 2014. DOJ played a leadership role in the Task Force, and must also lead by taking action on the report recommendations. And because we cannot end sexual assault without also ending the intertwining crimes of dating violence and stalking, we must integrate all three issues into campus responses. This initiative will fund approximately 25 colleges, community colleges, and universities to:

- Conduct campus climate surveys – and take action based on the results.
- Prevent sexual assault and dating violence by implementing and evaluating CDC-recommended bystander and other campus-based sexual assault prevention strategies.
- Investigate and adjudicate sexual assault, dating violence and stalking on campus, including establishing MOUs with law enforcement offices, based on emerging research from NIJ. This will connect with OVW's Sexual Assault Police and Prosecution Initiative.
- Get victims the support and help they need, through on-campus services and partnerships with local rape crisis centers.

This initiative will ensure that universities and colleges across the country benefit from this work by including evaluation, training, technical assistance, and dissemination. The goal of this program is to increase awareness, prevention, and response efforts regarding sexual assault, dating violence and stalking to increase safety on campuses.

This will be accomplished in part through a DC Campus Leadership Project.

- On May 14, 2014, the Attorney General hosted a summit with DC college campus leaders to discuss the successes and challenges that local campuses face in addressing sexual assault. At that summit, the Attorney General expressed interest in building on DC's many diverse college campus environments, including a historically black university, a

university for the Deaf and hard of hearing, large and small campuses, religious and non-religious institutions, commuter campuses and traditional four-year institutions.

- Top leadership from all eight DC universities will come together to create institutional support and ensure systemic change – and, with OVW’s support, will help their colleagues around the nation do the same.

Impact on Performance

This new Campus initiative will support Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims,” as well as Strategic Goal III, Objective 3.1, “Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.” Additionally, this initiative lines up with the Attorney General and White House priority areas, including protecting Americans from violent crimes and protecting the most vulnerable members of society.

**Funding**

Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0	0	0	\$9,000	0	0	0	\$12,000	0	0	0	\$12,000

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Increase	14,000	1	\$14,000	0	0
Total Non-Personnel	14,000	1	14,000	0	0

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	12,000	12,000	0	0
Increases	0	0	0	0	14,000	14,000	0	0
Grand Total	0	0	0	0	\$26,000	\$26,000		



**C. Item Name: Tribal Special Domestic Violence Criminal Jurisdiction**

Budget Decision Unit(s): Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s): 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America's crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.  
3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.

Organizational Program:

Component Ranking of Item: 3 of 5

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ 5,000,000

Description of Item

OVW requests funding for a new program authorized by Congress in VAWA 2013. This program would provide grants to tribal governments and their designees to support tribal efforts to exercise "special domestic violence criminal jurisdiction" (SDVCJ) over non-Indian offenders who commit violence against Indian spouses, intimate partners or dating partners, or who violate protection orders, in Indian country. For FY 2016, OVW requests \$5,000,000 in new funding to support this grant program.

Justification

Rates of domestic violence against Native women in Indian country are among the highest in the United States. Since the Supreme Court's 1978 opinion in *Oliphant v. Suquamish Indian Tribe*, however, tribes have been prohibited from exercising criminal jurisdiction over non-Indian defendants. This included domestic violence and dating violence committed by non-Indian abusers against their Indian spouses, intimate partners, and dating partners.

On March 7, 2013, President Obama signed into law VAWA 2013, which includes an historic provision to address the jurisdictional loophole that has left many Native American women without sufficient protection. The Act recognizes the inherent power of "participating tribes" to exercise "special domestic violence criminal jurisdiction" (SDVCJ) over both Indians and non-Indians who commit violence against Indian spouses, intimate partners, or dating partners, or who violate protection orders, in Indian country. The Act also specifies the rights that a participating tribe must provide to defendants in SDVCJ cases.

Under VAWA 2013, tribes generally cannot exercise SDVCJ until at least two years after the date of VAWA 2013's enactment – that is, March 7, 2015. The Act, however, establishes a

“Pilot Project” that authorizes the Attorney General to grant a tribe’s request to be designated as a “participating tribe” on an accelerated basis. On February 6, 2014, the Department of Justice announced that three Indian tribes – the Pascua Yaqui Tribe of Arizona, the Tulalip Tribe of Washington, and the Umatilla Tribes of Oregon – have been designated as “participating tribes” under the Pilot Project. These three tribes are now the first in the United States to exercise SDVCJ, regardless of a defendant’s Indian or non-Indian status. In addition, the Department has established an Intertribal Technical-Assistance Working Group on SDVCJ (ITWG) to exchange views, information, and advice about how tribes can best exercise SDVCJ, combat domestic violence, recognize victims’ rights and safety needs, and fully protect defendants’ rights. Approximately 40 tribes have voluntarily joined the ITWG. With funding from OVW, the Department is supporting the ITWG with training and technical assistance.

Section 904 of VAWA 2013 also authorized the Attorney General to award grants to tribal governments and their authorized designees to assist tribes who choose to exercise SDVCJ. To date, funding has not been appropriated for this purpose. However, the three pilot tribes and additional tribes who choose to exercise SDVCJ after March 7, 2015 will incur substantial new costs in assuming this new responsibility. OVW has heard from ITWG tribes that they need assistance meeting these costs, including the expenses of updating criminal codes, incarcerating prisoners, providing counsel to indigent defendants, changing jury pools to meet the requirements of the Act, and supporting victims. The \$5,000,000 that OVW requests to fund this new grant program would enable the Department to support between 25 and 40 tribes so that they can successfully implement this new jurisdiction while protecting the rights of defendants, serving victims, and improving the quality of their criminal justice systems.

Impact on Performance

This new tribal governments grant program will support Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims,” as well as Strategic Goal III, Objective 3.1, “Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.” and 3.8 Strengthen the government-to-government relationship between tribes and the United States, improve public safety in Indian Country, and honor treaty and trust responsibilities through consistent, coordinated policies, activities, and litigation.

**Funding**

Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Increase	5,000	1	\$5,000	0	0
Total Non-	5,000	1	5,000	0	0

Personnel				0
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Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2015) (\$000)	FY 2018 Net Annualization (change from 2016) (\$000)
Current Services	0	0	0	0	0	0	0	0
Increases	0	0	0	0	5,000	5,000	0	0
Grand Total	0	0	0	0	\$5,000	\$5,000		

**D. Item Name: Legal Assistance for Victims**

Budget Decision Unit(s): Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s): 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Organizational Program:

Component Ranking of Item: 4 of 5

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ 10,000,000

Description of Item

OVW request a \$10,000,000 increase to allow the LAV Program to increase the number of projects supported and address the critical shortage of legal services for victims.

Justification

Access to attorneys is essential to victims. The increased availability of legal services appears to play a particularly significant role in reducing domestic violence.<sup>13</sup> One crucial role of legal services is assisting women in civil court to obtain orders of protection. Obtaining a protection order has been shown in multiple studies to reduce future assault and improve quality of life.<sup>14</sup> Even when orders were violated, there was a significant reduction in subsequent abuse.<sup>15</sup>

Increased funding for the LAV Program will allow more victims of domestic violence, sexual assault, stalking and dating violence, who cannot afford a private attorney, to receive needed civil legal assistance in areas such as divorce, custody, housing matters and immigration, and support in criminal justice proceedings such as pretrial release and parole hearings. An

additional \$10 million in LAV funding will allow OVW to support 20-25 more projects, that will provide attorneys and other legal and non-legal personnel to assist and represent victims who cannot pay legal fees, court costs etc., either because of poverty or because their access to financial resources is controlled by the batterer. This funding will increase the number of victims receiving critical legal services by approximately one-third. Additionally, the LAV Program supports collaboration among legal services organizations and victim service providers that will enable a victim to receive comprehensive legal and social and support services. LAV funding allows grantees to increase staffing so that more victims can receive legal services.

The LAV Program is one of OVW's most competitive grant programs and, as a result, only a small fraction of applicants receive LAV funding. Below is a chart of the approximate number of LAV grants awarded over the last ten years. On average, the LAV Program funds only 30-40% of the applications that it receives.

<b>FISCAL YEAR APPROPRIATION</b>	<b>APPLICATIONS RECEIVED</b>	<b>NUMBER OF AWARDS MADE</b>
FY 2003: \$39 Million	221 Applications	94 Awards, 33 new and 61 continuation
FY 2004: \$39 Million	237 Applications	78 Awards, 41 new and 37 continuation <sup>iv</sup>
FY 2005: \$39.2 Million	294 Applications	84 Awards, 39 new and 45 continuation
FY 2006: \$38.7 Million	281 Applications	85 Awards, 37 new and 48 continuation
FY 2007: \$38.8 Million	277 Applications	70 Awards, 8 new and 62 continuation
FY 2008: \$36.6 Million	242 Applications	66 Awards, 23 new and 43 continuation
FY 2009: \$37 Million	256 Applications	99 Awards, 40 new and 59 continuation
FY 2010: \$41 Million	302 Applications	77 Awards, 46 new and 31 continuation
FY 2011: \$40 Million	280 Applications	67 Awards, 11 new and 56 continuation
FY 2012: \$41 Million	189 Applications <sup>v</sup>	77 Awards, 14 new and 63 continuation
FY 2013: \$38.2 million	236 Applications	72 Awards, 41 new and 31 continuation

### Impact on Performance

Historically, the LAV Program has been the only OVW program that funds a full array of direct legal services for victims of domestic violence, dating violence, sexual assault, and stalking. These services not only help victims escape abuse and achieve economic independence, they also

<sup>iv</sup> In an effort to maximize available funding and provide resources to as many applicants as possible, the LAV Unit reduced budgets significantly from FY 2001-2003. In FY 2004, OVW decided to make full awards to applicants when possible. As a result, a fewer number of grants were awarded in FY 2004.

<sup>v</sup> In the FY 2012 solicitation, the LAV Unit accepted new applications only from projects proposing to focus solely or primarily (90% or more) on providing legal representation to victims of sexual assault or projects proposing to provide comprehensive legal representation to adult and youth victims within the jurisdiction of an Indian tribe. This limitation accounts for a decrease in the number of applications from FY 2011 to FY 2012.

encourage increased victim participation in the prosecution of crimes and thereby help prevent crimes and hold offenders accountable. The activities of the LAV Program directly support Strategic Goal number II, “Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law” and Objective 2.2, “Prevent and intervene in crimes against vulnerable populations and uphold the rights of, and improve services to, America’s crime victims.” Increased funding for the LAV program would provide legal services to more survivors in more communities by creating, expanding and continuing vital legal resources throughout the United States and its territories.

### Funding

#### Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
0	0	0	\$37,000	0	0	0	\$42,500	0	0	0	\$42,500

#### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Increase	10,000	1	\$10,000	0	0
Total Non-Personnel	10,000	1	10,000	0	0

#### Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2015) (\$000)	FY 2018 Net Annualization (change from 2016) (\$000)
Current Services	0	0	0	0	42,500	42,500	0	0
Increases	0	0	0	0	10,000	10,000	0	0
Grand Total	0	0	0	0	\$52,500	\$52,500		

**E. Item Name:**

**OVW Management and Administration**

Budget Decision Unit(s):

Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s):

2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims.

3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Managing the DOJ Mission-Promoting transparency, performance, and accountability

Organizational Program:

Salaries and Expense

Component Ranking of Item: 5 of 5

Program Increase: Positions 12\_\_ Agt/Atty\_\_0\_\_ FTE \_\_6\_\_ Dollars \$ [666,000]

#### Description of Item

OVW is requesting 9 new positions for its Program Division and 3 new positions for its Grants Financial Management Unit.

#### Justification

OVW's funding and number of programs has remained roughly level, but its workload has steadily increased in response to new monitoring, oversight, audit, and conference reporting requirements. With Congress' stress on accountability with the 2013 reauthorization of VAWA, it is more critical than ever to ensure that sufficient staff resources are available to provide the level of monitoring required to fully assess compliance with grant obligations

OVW is requesting \$19,912,000 for FY 2016, an increase of \$666,000 over the FY 2015 level. This level includes an additional 12 positions and an estimated 6 FTE (which will be annualized in FY 2017). This increase to S&E will not increase OVW's budget request, but increase the S&E assessment against program funding. In FY 2015, OVW assessed 4.5% from program funding to support S&E, and this request keeps that assessment basically static at 4.3%. With additional staff, OVW will be able to provide greater support to the field by continuing to bring staff grant loads to a more manageable level.

### **1. Program Division**

OVW requests 9 new positions for its Program Division: three Grant Program Specialists, two Associate Directors, and four grant technicians. The Program Division currently has four Associate Directors and 33 FTEs for Grant Program Specialists who manage OVW grants and cooperative agreements. At the present staffing level, the current grant load is 80-90 grants per Program Specialist. This results in an overwhelming grant load per staff person and undermines the overall effectiveness of OVW's core function as a grant maker. Adding an additional 3 Specialists will begin to bring the grant load to a more manageable level of approximately 70 per staff person.

Effective management of OVW grants is complex and time intensive. Each of our grant programs requires community collaboration and strong partnerships among agencies and organizations that have not historically worked in partnership. Program Specialists often are called on to intervene between partners, make specialized site visits, and provide tailored technical assistance. Several of our programs impose intricate statutory certification requirements. Some of our grantees are new to federal grants and may need assistance developing the full capacity to most effectively manage federal awards and thus require more attention. To effectively manage grant projects, staff needs to be able to conduct comprehensive

office-based reviews and on-site visits, carefully review progress reports and follow up with grantees about challenges and innovations identified in those reports, and maintain regular communication with grantees.

OVW also places a high premium on treating grants management as something more than a bureaucratic exercise. Instead, we view grant making as an important tool for social change needed to end violence against women. To this end, our Program Specialists have substantive expertise and are an important resource for our grantees. In addition to providing guidance on relevant federal rules and regulations, staff members identify and exchange ideas on promising practices and emerging issues in the violence against women field.

The Program Division also seeks to create four new positions to support the administration of grant programs, Grant Technicians. Currently, Program Specialists and their supervisors make up the entire federal force responsible for managing and administering OVW's grant programs. This has resulted in Program Specialists and Associate Directors performing such duties as photocopying and filing hundreds of applications, which is a poor use of their time. Over the past eight years, OVW has relied upon contractors to help program staff. We currently have seven contractors supporting the Program Division in administrative functions. This has proved itself to be both costly and inefficient. The overhead for contract employees ranges from 30-50% and we pay an average of \$100,000 a year for a contract administrative assistant. In addition, contractors are appropriately limited with respect to the functions they can perform to those that are not inherently governmental. This reduces the impact they have on workload of staff. Ultimately, this undermines our ability to manage grants effectively.

By creating four grant technician positions, OVW will finally have dedicated federal support staff for the grant programs. We estimate that converting contractors to federal staff will save OVW \$180,000 annually in contractor costs. The 4 positions will support all of the grant programs. Grant Technicians can assist with introductory level grant activities that require an understanding of the grant process but do not require the substantive expertise that OVW seeks in its program specialists. For example, Grant Technicians (unlike contractors) can work in the Grants Management System to track grant adjustments and closeouts, as well as provide programmatic support during the development of recommendation memoranda and notebooks. These positions can assist OVW in times when a Grant Program Specialist position remains unfilled by ensuring that the Office responds to grantee requests and that the Grant Program Specialists do not become overburdened.

As a result of OVW's reorganization in FY 2013 and increasing the number of program staff, OVW requests an additional Associate Director to provide oversight and supervision of staff.

Additionally, OVW requests an Associate Director for the Tribal Unit to provide oversight and supervision to the staff, allowing the Deputy Director for Tribal Affairs to fulfill her statutory leadership and consultation duties. Because many tribal grantees lack substantial infrastructure and resources, they require more support than other grantees. Adding the requested Tribal Unit Associate Director position will allow OVW to fulfill the intent of Title IX of the Violence Against Women Act and respond to concerns raised consistently during annual tribal consultations.

## **2. Grants Financial Management Unit (Subsidiary to Program Division)**

OVW requests three new positions for its Grants Financial Management Unit, which OVW brought in-house in 2011.

In 2008, OVW conducted a cost-benefit analysis of services provided under the existing Reimbursable Agreement with OJP. The analysis showed that OVW could provide faster and better grant financial services for the same amount of money, or less, than it was costing to contract services with OJP. Since the initial Budget request in FY 2011 for ten new positions, only five have been filled.

The GFMU was created to address many of the grantee challenges OIG has highlighted in the past. The major services provided by OVW's GFMU include (1) pre- and post-award financial grants administration; (2) technical assistance on financial issues and grants administration to OVW recipients, including via a toll-free customer service line; and (3) financial grants management training to OVW grantees and program staff. GFMU's knowledge of OVW programs and grantees and familiarity with the challenges faced in the administration of OVW programs has also enabled OVW to more closely scrutinize budgets and identify other issues before they become problems, often before awards are even made. The GFMU is able to have early and frequent direct contact with grantees experiencing challenges and identify more cross-cutting issues facing all grantees, particularly those which are non-profit programs in small, rural, or underserved communities.

While OVW's GFMU is able to administratively process and issue grant awards by the end of each fiscal year, approval of the grant budgets and subsequent release of funds frequently carries over into the following fiscal year. GFMU has also taken the lead for OVW's implementation of OMB's new Uniform Guidance (2 C.F.R. Part 200) for federal grants. GFMU anticipates additional administrative burden for the first few years as a result of the transition to the new guidance.

Adding three financial analysts to the GFMU will improve detection of grantee problems that could be averted through OVW guidance and technical assistance, allow more timely budget clearances and reduce negative grantee audit findings through outreach and training.

#### Impact on Performance

OVW's request for increased M&A funds to support salaries and expenses directly supports Strategic Goal number II, "Prevent Crime, Enforce Federal Laws, and Represent the Rights of the American People," and Objective 2.1, "Strengthen partnerships for safer communities and enhance the Nation's capacity to prevent, solve, and control crime." OVW's mission is to provide national leadership to improve the Nation's response to domestic violence, dating violence, stalking, and sexual assault. OVW pursues this mission by supporting community efforts through its grant programs, enhancing education and training, disseminating best practices, launching special initiatives, and leading the Nation's efforts to end violence against women. OVW cannot undertake these activities, however, without adequate staffing. Additional funding would allow OVW's staff to more effectively manage and administer a higher volume of grant activities, better ensure grantee compliance with statutory, programmatic and financial requirements, and provide substantive guidance on promising practices and emerging issues in the field of violence against women.



## Funding

### Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
70	4	54	[18,772]	70	4	70	[18,959]	70	4	70	[19,246]

### Personnel Increase Cost Summary

[Positions must be specified by Type, consistent with Exhibit I.

Type of Position/Series	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Clerical and Office Services (0300-0399) – GS-15	95	2	190	196	411
Clerical and Office Services (0300-0399) -- GS-11	54	3	162	213	375
Clerical and Office Services (0300-0399) – GS-7	41	4	164	197	392
Business & Industry (1100-1199) – GS-11	55	1	55	125	125
Business & Industry (1100-1199) – GS-9	47	2	95	128	222
<b>Total Personnel</b>		12	666	859	1,525

### Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	70	4	70	8,530	10,429	18,959		
Increases	12	0	6	666	287	953	859	1,525
<b>Grand Total</b>	82	4	76	9,196	10,716	19,912	859	1,525

## VI. Program Decreases by Item

**A. Item Name:** **Service-Training-Officers-Prosecutors (STOP) Violence Against Women Formula Grant Program (STOP Program)**

**Budget Decision Unit(s):** Prevention and Prosecution of Violence Against Women and Related Victim Services Program

**Strategic Goal(s) & Objective(s):** 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America's crime victims.

3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Organizational Program:

Component Ranking of Item: 1 of 5

Program Decrease: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ -2,000,000

Description of Item

The FY 2015 Enacted level is \$195,000,000 for the STOP Grants Program. In FY 2016 we are requesting \$193,000,000, a decrease of \$2,000,000.

Justification

Due to competing budget priorities, the Department is reducing the funding level for this Program to support other OVW critical initiatives. To support these priorities, a shift in funding was necessary to support two new initiatives (VAWA 20/20 and Tribal Special Domestic Violence Criminal Jurisdiction Programs) and to increase funding to the Campus and Legal Assistance for Victims (LAV) Programs.

Impact on Performance

Reducing funding to the STOP Program is necessary to support needed increases in other programs, which impact Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims,” and Strategic Goal III, Objective 3.1, “Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.”

**Funding**

Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
<u>0</u>	<u>0</u>	<u>0</u>	<u>\$193,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>\$195,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>\$195,000</u>

Non-Personnel Decrease Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Decrease	(2,000)	1	\$(2,000)	0	0
Total Non-Personnel	(2,000)	1	(2,000)	0	0

Total Decrease for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	195,000	195,000	0	0
Decrease s	0	0	0	0	(2,000)	(2,000)	0	0
Grand Total	0	0	0	0	\$193,000	\$193,000		

**B. Item Name: Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating Violence, Stalking, or Sexual Assault Program (Transitional Housing Program)**

Budget Decision Unit(s): Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s): 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Organizational Program:

Component Ranking of Item: 2 of 5

Program Decrease: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ -1,000,000

Description of Item

The FY 2015 Enacted level is \$26,000,000 for the Transitional Housing Program. In FY 2016 we are requesting \$25,000,000, a decrease of \$1,000,000.

Justification

Due to competing budget priorities, the Department is reducing the funding level for this Program to support other OVW critical initiatives. To support these priorities, a shift in funding was necessary to support two new initiatives (VAWA 20/20 and Tribal Special Domestic Violence Criminal Jurisdiction Programs) and to increase funding to the Campus and Legal Assistance for Victims (LAV) Programs.

Impact on Performance

Reducing funding to the Transitional Housing Program is necessary to support needed increases in other programs, which impact Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s

crime victims,” and Strategic Goal III, Objective 3.1, “Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.”

### Funding

#### Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
<u>0</u>	<u>0</u>	<u>0</u>	<u>\$25,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>\$26,000</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>\$26,000</u>

#### Non-Personnel Decrease Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Decrease	(1,000)	1	\$(1,000)	0	0
Total Non-Personnel	(1,000)	1	(1,000)	0	0

#### Total Decrease for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	26,000	26,000	0	0
Decreases	0	0	0	0	(1,000)	(1,000)	0	0
Grand Total	0	0	0	0	\$25,000	\$25,000		

**C. Item Name:** **Training and Services to End Violence Against Women with Disabilities (Disabilities Program)**

Budget Decision Unit(s): Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s): 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Organizational Program:

Component Ranking of Item: 3 of 5

Program Decrease: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ -250,000

Description of Item

The FY 2015 Enacted level is \$6,000,000 for the Disabilities Program. In FY 2016 we are requesting \$5,750,000, a decrease of \$250,000.

Justification

Due to competing budget priorities, the Department is reducing the funding level for this Program to support other OVW critical initiatives. To support these priorities, a shift in funding was necessary to support two new initiatives (VAWA 20/20 and Tribal Special Domestic Violence Criminal Jurisdiction Programs) and to increase funding to the Campus and Legal Assistance for Victims (LAV) Programs.

Impact on Performance

Reducing funding to the Disabilities Program is necessary to support needed increases in other programs, which impact Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims,” and Strategic Goal III, Objective 3.1, “Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.”

**Funding**

Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0	0	0	\$5,750	0	0	0	\$6,000	0	0	0	\$6,000

Non-Personnel Decrease Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Decrease	(250)	1	\$(250)	0	0
Total Non-Personnel	(250)	1	(250)	0	0

Total Decrease for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	6,000	6,000	0	0

Decreases	0	0	0	0	(250)	(250)	0	0
Grand Total	0	0	0	0	\$5,750	\$5,750		

**D. Item Name: Enhanced Training and Services to End Abuse in Later Life (Abuse in Later Life Program)**

Budget Decision Unit(s): Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s): 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Organizational Program:

Component Ranking of Item: 4 of 5

Program Decrease: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ -250,000

Description of Item

The FY 2015 Enacted level is \$4,500,000 for the Abuse in Later Life Program. In FY 2016 we are requesting \$4,250,000, a decrease of \$250,000.

Justification

Due to competing budget priorities, the Department is reducing the funding level for this Program to support other OVW critical initiatives. To support these priorities, a shift in funding was necessary to support two new initiatives (VAWA 20/20 and Tribal Special Domestic Violence Criminal Jurisdiction Programs) and to increase funding to the Campus and Legal Assistance for Victims (LAV) Programs.

Impact on Performance

Reducing funding to the Abuse in Later Life Program is necessary to support needed increases in other programs, which impact Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims,” and Strategic Goal III, Objective 3.1, “Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.”

**Funding**

Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
<u>0</u>	<u>0</u>	<u>0</u>	<u>\$4,250</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>\$4,500</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>\$4,500</u>

Non-Personnel Decrease Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Decrease	(250)	1	\$(250)	0	0
Total Non-Personnel	(250)	1	(250)	0	0

Total Decrease for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	4,500	4,500	0	0
Decreases	0	0	0	0	(250)	(250)	0	0
Grand Total	0	0	0	0	\$4,250	\$4,250		

**E. Item Name: Sexual Assault Services Program (SASP)**

Budget Decision Unit(s): Prevention and Prosecution of Violence Against Women and Related Victim Services Program

Strategic Goal(s) & Objective(s): 2.2 Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America's crime victims.  
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.

Organizational Program:

Component Ranking of Item: 5 of 5

Program Decrease: Positions 0 Agt/Atty 0 FTE 0 Dollars \$ -3,000,000

Description of Item

The FY 2015 Enacted level is \$30,000,000 for SASP. In FY 2016 we are requesting \$27,000,000, a decrease of \$3,000,000.

Justification

Due to competing budget priorities, the Department is reducing the funding level for this Program to support other OVW critical initiatives. To support these priorities, a shift in funding was necessary to support two new initiatives (VAWA 20/20 and Tribal Special Domestic

Violence Criminal Jurisdiction Programs) and to increase funding to the Campus and Legal Assistance for Victims (LAV) Programs.

Impact on Performance

Reducing funding to the SASP is necessary to support needed increases in other programs, which impact Strategic Goal II, Objective 2.2, “Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims,” and Strategic Goal III, Objective 3.1, “Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal, and international law enforcement.”

**Funding**

Base Funding

FY 2014 Enacted				FY 2015 Enacted				FY 2016 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0	0	0	\$27,000	0	0	0	\$30,000	0	0	0	\$30,000

Non-Personnel Decrease Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2016 Request (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Program Decrease	(3,000)	1	\$(3,000)	0	0
Total Non-Personnel	(3,000)	1	(3,000)	0	0

Total Decrease for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2017 Net Annualization (change from 2016) (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	30,000	30,000	0	0
Decreases	0	0	0	0	(3,000)	(3,000)	0	0
Grand Total	0	0	0	0	\$27,000	\$27,000		

**VII. EXHIBITS**

Grant Exhibits

Management and Administration Exhibits



## Endnotes

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- <sup>3</sup> Federal Bureau of Investigation. Uniform Crime Report (UCR) Supplementary Homicide Reports (SHR).
- <sup>4</sup> Catalano, S. (2012). *Intimate Partner Violence, 1993-2010*. (No. NCJRS 239203) Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.
- <sup>5</sup> Logan, T., Walker, R., Hoyt, W., & Faragher, T. (2009). *The Kentucky civil protective order study: A rural and urban multiple perspective study of protective order violation consequences, responses, and costs* (No. NCJRS 228350). Washington, DC: U.S. Department of Justice.
- <sup>6</sup> Campbell, R., Patterson, D., & Bybee, D. (2011). Using mixed methods to evaluate a community intervention for sexual assault survivors: A methodological tale. *Violence Against Women, 17*(3), 376-388. doi:10.1177/1077801211398622
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- <sup>15</sup> Logan, T., Walker, R., Hoyt, W., & Faragher, T. (2009). *The Kentucky civil protective order study: A rural and urban multiple perspective study of protective order violation consequences, responses, and costs* (No. NCJRS 228350). Washington, DC: U.S. Department of Justice.