



NNEDV
NATIONAL NETWORK
TO END DOMESTIC
VIOLENCE

1325 Massachusetts Ave NW
7th Floor
Washington, DC 20005-4188

NNEDV.org
phone: 202.543.5566
fax: 202.543.5626

Funding to End Domestic Violence: FY25 Appropriations Requests

The National Network to End Domestic Violence (NNEDV) urges Congress to increase essential funding for domestic and sexual violence programs in Fiscal Year 2025 (FY25). Despite progress in reducing domestic violence over the last 30 years, many victims are still trapped in life-threatening situations. Domestic violence affects millions of victims each year and survivors' needs have increased in recent years. Additional resources are needed in FY25 to fill the gaps. Priority programs outlined directly below allocate resources to every state and territory and work together to ensure that local domestic violence and sexual assault programs, including culturally specific programs, have the resources to meet survivors' complex needs. Detailed descriptions of priority programs and complementary programs, including Appropriations bills and federal administering agencies, are provided in the following pages.

Overview of Priority Programs

Victims of Crime Act Fund (VOCA): \$1.9 Billion annually and longer-term fix

VOCA is made up of fines and penalties paid by federal criminals, not taxpayer dollars, and funds nearly 6,500 victim services organizations.

Family Violence Prevention and Services Act (FVPSA): \$500 Million

FVPSA funds emergency shelters, crisis lines, counseling, victim assistance, and other vital services for more than one million victims and their children each year. DELTA prevention grants at CDC help to end violence before it begins.

Supporting a Culturally Specific Public Health Approach for Survivors: \$35 Million

Survivors of color urgently need culturally relevant services that address domestic and sexual violence.

Violence Against Women Act (VAWA): \$1.15 Billion

Key VAWA programs ensure victims are safe and communities respond to survivors, including responding to the culturally specific needs of survivors:

- ★ **Sexual Assault Services Program:** \$100M for rape crisis centers.
- ★ **Transitional Housing Program:** \$100M to house survivors and rebuild their lives.
- ★ **Legal Assistance for Victims:** \$100M for civil legal assistance for survivors.
- ★ **All VAWA DOJ programs:** Full funding for all VAWA programs.

Domestic and Sexual Violence Funds for Homelessness Assistance: \$90 Million

An ongoing set-aside in the U.S. Department of Housing and Urban Development (HUD) Continuum of Care program allows communities to provide targeted housing and assistance for survivors facing homelessness (\$75 million) and \$15 million to implement survivor initiatives and protections at HUD.

Funding to Support Immigrant Survivors: \$22 Million

U visas and VAWA self-petitions are critical for victims to escape and overcome abuse. Congress must invest in resources to reduce a processing backlog that endangers survivors.

Priority Programs, Detailed Description

Detailed descriptions of priority programs, across multiple annual Appropriations bills and administered by multiple federal agencies, are outlined below.

Appropriations Bills

- ★ Commerce, Justice, Science Appropriations bill (CJS)
- ★ Labor Health and Human Services (LHHS)
- ★ Transportation Housing and Urban Development (HUD) Department of Homeland Security (DHS)

Administering Agencies:

U.S. Departments of Justice (DOJ); Health and Human Services (HHS); Housing and Urban Development (HUD); Homeland Security (DHS)

Victims of Crime Act (VOCA) Funding – \$1.9 Billion (CJS/DOJ)

Congress must restore VOCA funding to \$1.9 billion in FY25 and work towards sustainability of the Crime Victims Fund.

The Victims of Crime Act (VOCA) uses non-taxpayer money from the Crime Victims Fund (CVF) for programs that serve victims of crime, including state-formula victim assistance grants. These funds, which are generated by fines and penalties from federal prosecutions and non-prosecution and deferred prosecution agreements, support services to over six million victims of all types of crimes annually, through almost 6,500 direct service organizations, such as domestic violence shelters, rape crisis centers, and child abuse treatment programs.

Deposits to the CVF began shrinking considerably in the past few years and as a result, state programs have been experiencing massive cuts in victim services funding. **From FY23 to FY24, VOCA funds were reduced by around \$600 million, a 30% cut**, compounding cuts from FYs 22 and 21. A 30% cut in VOCA funds will force victim service programs to reduce or eliminate services, lay off staff, and in some cases close their doors. As a result, countless victims in crisis will not be able to find help.

It is imperative that Congress provide \$1.9 billion for VOCA programs in FY25. If the CVF cannot sustain this level of funding, Congress must find other ways to maintain steady funding for this vital program. The President's FY25 proposed budget offers a longer-term solution for VOCA and CVF, which we urge Congress to advance.

We urge Congress to:

- ★ Provide \$1.9 billion for VOCA programs in FY25 to address the urgent needs of victims of crime.
- ★ Support a continued federal funding stream from VOCA for tribes. Individuals on tribal lands experience disproportionately high rates of domestic and sexual violence and need funding for victim services.
- ★ Advance and build upon the President's two-part FY25 budget proposal, which would, starting in FY26, 1) allocate \$7.3 billion in appropriations to the Crime Victims Fund and 2) require an annual distribution of \$2 billion in VOCA.ⁱ

Family Violence Prevention and Services Act (FVPSA) – \$500 Million & DELTA – \$26 Million (LHHS/HHS)

We urge Congress to provide \$500 million for FVPSA and \$26 million for The Domestic Violence Prevention Enhancements and Leadership Through Alliances (DELTA) program.

The Family Violence Prevention and Services Act (FVPSA) supports lifesaving services, including emergency shelters, crisis hotlines, counseling, and programs for underserved communities throughout the United States. Administered by the Department of Health and Human Services (HHS), **FVPSA is the only federal funding source dedicated to domestic violence shelters and programs.** A multi-state study funded by the National Institute of Justice shows that the nation’s domestic violence shelters are addressing both the immediate safety and long-term needs of victims, including economic stability.ⁱⁱ The latest available data revealed that FVPSA-funded programs provide shelter and nonresidential services to approximately 1.3 million survivors and their children annually.ⁱⁱⁱ

Despite FVPSA’s success, community-based domestic violence programs report that, at current funding levels, they cannot meet the overwhelming demand for services. NNEDV’s 18th Annual Domestic Violence Counts Report found that during one day in 2023, 79,975 victims of domestic violence received services; however, on that same day, 13,335 requests for services went unmet due to a lack of funding. Of those unmet requests, 54% were for safe housing.^{iv} COVID-19 exacerbated this problem and requests for domestic violence services continue to increase. Additional FVPSA funding will help close this unacceptable gap in services.

Additionally, we urge Congress to include **\$26 million for the DELTA program**, administered by the Centers for Disease Control’s (CDC) National Center for Injury Prevention and Control. DELTA is the only dedicated federal funding source for the primary prevention of domestic violence. In approximately 45 communities across the nation, the DELTA program identifies effective strategies to prevent first-time perpetration and first-time victimization of domestic violence. A substantial increase in funding will enable the DELTA program to expand to additional states and communities, and will also provide opportunities for communities to leverage additional funding.

Supporting a Culturally Specific Public Health Approach for Survivors – \$35 Million (LHHS/HHS)

Congress must allocate \$35 million for The Supporting a Culturally Specific Public Health Approach for Survivors program administered by the Family Violence Prevention and Services Office at HHS.

Communities of Color have been disproportionately impacted by the pandemic. Higher infection and mortality rates^v in Communities of Color are indicative of long-term systemic inequities, including access to healthcare, wealth and wage gaps, the digital divide, lack of language access, housing disparities, and food deserts, among other issues.^{vi} There is a dearth of funding for under-resourced, culturally specific programs, which are a lifeline for survivors in their communities. These organizations provide holistic services, offer language access for survivors with limited English proficiency, provide food, and increase access to other lifesaving resources.

Funding for culturally specific services for Communities of Color is nominal and is truly

insufficient to meet the needs of domestic violence and sexual assault survivors at the nexus of a public health and financial crisis. Survivors from Communities of Color urgently need culturally specific services that address the nexus of domestic violence and sexual assault with other health outcomes.

Violence Against Women Act (VAWA) – \$1.17 Billion (CJS/DOJ)

We urge Congress to provide \$1.15 billion for VAWA DOJ programs. Priority programs are outlined below.

Sexual Assault Services Program – \$100 Million

The Sexual Assault Services Program (SASP) is the only federal funding dedicated to the provision of direct services to victims of sexual violence. A recent report to Congress revealed over 55,000 survivors of sexual assault had been served and over 300 advocate positions were supported by SASP during the reporting period.^{vii} Across the country, SASP funds support critical services that adult and child victims need most, including counseling, accompaniment through medical and legal processes, and support for underserved populations. Research shows that these services increase prosecution rates and help victims recover. However, the nation's 1,500 sexual assault programs often lack the resources to meet victims' basic needs. According to a 2023 survey by the National Alliance to End Sexual Violence (NAESV), 48% of programs lack a therapist on staff, with survivors waiting up to six months to receive counseling.^{viii} **We urge Congress to increase SASP funds, which will help fill in the gap to support local rape crisis centers.**

Transitional Housing Program – \$100 Million

This vital VAWA program helps communities in every state give victims of domestic violence, sexual assault, dating violence, and stalking a safe place to begin to rebuild their lives. According to NNEDV, on just one day in 2023, 44,616 adults and children were housed in domestic violence housing and shelter programs. On the same day, however, 7,143 requests for emergency shelter, transitional or other housing were denied due to a lack of capacity.^{ix}

The extreme dearth of affordable housing nationwide produces a situation where many victims of domestic violence must return to their abusers because they cannot find stable housing, while others are forced into homelessness.

Because many individuals have lost income and must now rebuild their lives separate from an abusive former partner, the need for housing assistance will remain elevated until the economy rebounds.

The VAWA transitional housing program provides survivors with 6-24 months of housing with supportive services and the majority of program participants report increased safety and housing stability upon exit.^x **We urge Congress to increase investment in the Transitional Housing program, which will allow more communities to house survivors and their children.**

Legal Assistance for Victims (LAV) Program – \$100 Million

The practical nature of legal services gives survivors long-term alternatives to their abusive relationships. Legal services are also vital to support survivors of sexual assault in civil matters.^{xi} However, the retainers or hourly fees for private legal representation are beyond the means of most victims of domestic violence, dating violence, sexual assault, and stalking. Legal

services are second only to medical services as the most-requested need of victims.

Sadly, many survivors face economic abuse and do not have the means to secure legal assistance in the aftermath of domestic abuse or sexual assault. LAV program is the only federally funded program designed to meet the legal needs of victims. **We urge Congress to provide substantial increases to the LAV program as a sound investment in long-term solutions to violence.**

DV and SA Bonus Funds via HUD's Continuum of Care Homeless Program – \$75 Million and funds to implement VAWA – \$15 Million (THUD/HUD)

We urge Congress to allocate \$75 million for HUD's Continuum of Care Homeless Program to help survivors access safe, affordable housing and rebuild their lives.

Survivors of domestic violence and sexual assault often flee unsafe circumstances and seek refuge through emergency shelter, transitional housing, and rapid-rehousing programs to avoid homelessness. Since FY18, the Transportation, Housing and Urban Development (THUD) Appropriations committee has included a \$50-\$52 million set-aside for housing for survivors of domestic violence and sexual assault in the HUD Continuum of Care (CoC) homelessness assistance program (also known as the DV/SA Bonus Funds). These dedicated funds for survivor-specific housing resources, including rapid rehousing, are a vital funding source for victim service providers to address the unique safety needs of survivors.

Additionally, we appreciate the inclusion of funds in FY23 for training and technical assistance on the implementation of housing protections for survivors created in the newly passed VAWA 2022 Reauthorization. **We urge Congress to provide \$15 million in FY25 for domestic violence and sexual assault training and technical assistance and to implement VAWA.**

Funding to Address Needs of Immigrant Victims – \$22 Million and Policy Recommendations (DHS/DHS)

Many abusers use immigration status to control their victims. Fortunately, Congress has recognized these risks and created the U visa and VAWA self-petition remedies. The U visa was established in 2000 for victims of certain designated crimes who suffered substantial physical or mental abuse and are certified as helpful to law enforcement or government officials in the investigation or prosecution of criminal activity.

However, due to the delay in the issuance of regulations until 2007, the 10,000 visas available annually were not allocated during FY2001-FY2007. The unallocated visas must be recaptured and used and more USCIS needs more resources to significantly alleviate the backlog in visa processing.

Additionally, we request funds be allocated to the Humanitarian, Adjustment, Removing Conditions, and Travel Documents (HART) Service Center, the Vermont Service Center Humanitarian Unit, and the Nebraska Service Center U visa unit to increase adjudication staffing in order to facilitate timely adjudication of the U-visa, T-visa and VAWA self-petitions.

We urge Congress to:

- ★ Provide \$500 million to the U.S. Citizenship and Immigration Services (USCIS) to address backlogs, and an additional at least \$22 million to process victim-related applications within 90 days of applying, issue work authorization within 180 days after

applying or getting approved, and provide training for staff.

- ★ Recapture the unallocated visas from the date of the enactment of the U-visa program until the present day — a minor technical change that would significantly alleviate the backlog of over 314,000 primary applicants awaiting U-visas;
- ★ Fund Policy Advisors within the Department of Homeland Security (DHS) Office of Civil Rights and Civil Liberties (CRCL), Council on Combating Gender-Based Violence (the Council or CCGBV), to field inquiries from stakeholders regarding the implementation of immigration laws, regulations, and policies relating to GBV, to track, investigate, and issue recommendations for Department action on inquiries and complaints; and to provide critical expertise to the Department in developing and implementing policies that impact and pertain to survivors, including assisting with regulatory drafting and promoting a coordinated, consistent, and holistic approach to serving them (\$1 million request).

Additional DOJ/VAWA Programs (CJS)

The programs described below complement the priority programs outlined above to meet the multifaceted needs of survivors. We urge Congress to provide a total of \$1.14 billion for VAWA programs.

VAWA STOP Program – \$326 Million

VAWA's Services, Training, Officers, and Prosecutors (STOP) Grant Program supports coordinated community responses to domestic violence, dating violence, sexual assault, and stalking, helping hundreds of thousands of victims find safety and receive services, while holding perpetrators accountable for their actions. STOP funds are awarded to every state and territory through a formula-based system, and the funds also support tribes; state, territorial, and tribal coalitions; and culturally specific programs. Communities use STOP funds to ensure the system-wide response to survivors is tailored and well-equipped to meet survivors' needs. Victims benefit from services, including advocacy, crisis intervention, local hotline call advocacy, counseling and support, and victim/witness notification. In 2016, STOP grant-funded programs helped 362,172 victims and trained 252,795 professionals.^{xii} **We call on Congress to prioritize newly allocated funding in STOP to invest in victim services, especially culturally specific programs. Additionally, we call on Congress to prioritize funding for tribes and state, territorial, and tribal coalitions.**

Rural Grant Program – \$100 Million

Survivors in rural areas face unique barriers, including: a lack of access to childcare, legal services, and public transportation; under-resourced law enforcement; and fewer domestic violence programs. Funding for the Rural Grant Program, which supports services for victims of domestic violence and sexual assault living in rural and isolated areas, has remained stagnant for the last several years despite the enormous need.

Remaining VAWA Programs – Full Funding as Requested (See Chart)

All VAWA programs work together to provide a comprehensive response to victims of violence, including lifesaving services to victims with disabilities, elderly victims, LGBTQ+ and Deaf survivors; direct financial assistance as a low-barrier way to help survivors find stability after

abuse; programs to prevent violence by working with children, youth, and college students (including increased investments in Historically Black Colleges and Universities, Hispanic-Serving Institutes, and Tribal Colleges); projects addressing courts and visitation; a response to the epidemic of sexual assault and domestic violence on tribal lands; projects addressing violence in the workplace; and restorative practices, prevention programs and public health responses to violence and abuse. These programs must receive sustained and increased funding to ensure that our communities can build on our years of progress and meet the needs of all victims.

Additional HHS Programs (LHHS)

The programs described below complement the priority programs outlined above to meet the multifaceted needs of survivors. We urge Congress to provide a total of **\$778.75 million for HHS programs addressing domestic violence and sexual assault.**

Rape Prevention and Education (CDC) – \$100 Million

Rape Prevention and Education (RPE) formula grants, administered by the CDC’s National Center for Injury Prevention and Control, provide essential funding to states and territories to support prevention programs conducted by rape crisis centers, state sexual assault coalitions, and other public agencies and private nonprofit entities. The RPE program prepares individuals to get involved, prevent sexual violence and create safer communities. RPE is working. A five-year randomized trial funded by the CDC found that, in Kentucky high schools, there was a more than 50% reduction in the self-reported frequency of sexual violence perpetration by students at schools that received the RPE- funded Green Dot bystander intervention training.¹⁶ However, a 2023 survey by NAESV revealed that 70% of programs saw an increased demand for services while 40% experienced a decrease in funding.^{xiii}

Sexual Assault Partnership Demonstration Initiative – \$30 Million

A demonstration program to support comprehensive and collaborative service delivery for adult survivors of child sexual abuse and sexual assault survivors while deepening capacity and technical assistance at the Office of Family Violence Prevention and Services.

Remaining DV/SA Programs at HHS – Full Funding as Requested – see chart

All DV/SA programs at HHS work together to provide a comprehensive response to victims of violence including; the Preventative Health and Health Services Block Grant administered by CDC; the National Domestic Violence Hotline; the Violence Against Women Health programs; and the VAWA forensic exam access programs.

About NNEDV

The National Network to End Domestic Violence (NNEDV) represents the 56 U.S. state and territorial coalitions against domestic violence. NNEDV is a social change organization with a mission to create a social, political, and economic environment in which domestic violence no longer exists. NNEDV works to make domestic violence a national priority, change the way society responds to domestic violence, and strengthen domestic violence advocacy at every level.

Please contact Monica McLaughlin, Senior Director of Public Policy (MMcLaughlin@NNEDV.org) or Francesca Caal Skonos, Public Policy Coordinator (Fcskonos@nnedv.org)

ⁱ See further detail on the President's CVF and VOCA budget proposal here <https://www.ojp.gov/sites/g/files/xyckuh241/files/media/document/ojpfy25budgetrollout508.pdf> and [ojpfy25budgetrequestoverview508.pdf](https://www.ojp.gov/sites/g/files/xyckuh241/files/media/document/ojpfy25budgetrequestoverview508.pdf)

ⁱⁱ Lyon, E., Bradshaw, J. and Menard, A. (2012). Meeting Survivors' Needs Through Non-Residential Domestic Violence Services & Supports: Results of a Multi-State Study, University of Connecticut, School of Social Work and National Resource Center on Domestic Violence, prepared for DOJ, OJP, NIJ. Retrieved from <https://vawnet.org/material/meeting-survivors-needs-through-non-residential-domestic-violence-services-supports>.

See also Lyon, E., Menard, A. (2008). Meeting Survivors' Needs: A Multi-State Study of Domestic Violence Shelter Experiences. University of Connecticut's Institute for Violence Prevention and Reduction at the School of Social Work and the National Resource Center on Domestic Violence. Retrieved from <https://vawnet.org/material/meeting-survivors-needs-multi-state-study-domestic-violence-shelter-experiences>. And see Sullivan, C.M. (2012). Domestic Violence Shelter Services: A Review of Empirical Evidence. National Resource Center on Domestic Violence. Retrieved from www.dvevidenceproject.org.

ⁱⁱⁱ U.S. Department of Health and Human Services, Administration for Children and Families. (2020). FY 2021 *Justification of Estimates for Appropriations Committees*. Retrieved from [Report ACF Master - 2023 CJ \(hhs.gov\)](https://www.hhs.gov/department-of-health-and-human-services/office-of-management-and-budget/fy-2021-justification-of-estimates-for-appropriations-committees)

^{iv} National Network to End Domestic Violence. 2024. 18th Annual Domestic Violence Counts Report. Washington, DC. Retrieved from: www.NNEDV.org/DVCounts.

^v www.covidtracking.com/race.

^{vi} Hlavinka, E. (May, 2020). "COVID-19 Killing African Americans at Shocking Rates." Retrieved from www.medpagetoday.com/infectiousdisease/covid19/86266, as cited in ujimacommunity.org/wp-content/uploads/2020/05/COC-DV-SA-COVID-Statement.pdf.

^{vii} U.S. Department of Justice, Office on Violence Against Women. (2016). Sexual Assault Services Formula Grant Program, Biennial Report to Congress. Retrieved from www.justice.gov/ovw/page/file/1086476/download.

^{viii} A 2022 National Alliance to End Sexual Violence online survey of rape crisis centers (2022). Retrieved from <https://endsexualviolence.org/wp-content/uploads/2024/03/NAESV-SASP-FY-25.docx.pdf>

^{ix} National Network to End Domestic Violence. 2024. 18th Annual Domestic Violence Counts Report. Washington, DC. Retrieved from: www.NNEDV.org/DVCounts.

^x 2018 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act. Retrieved from <https://www.justice.gov/ovw/page/file/1292636/download>

^{xi} Reckdenwald, A. & Parker, K.F. (2010). Understanding gender-specific intimate partner homicide: A theoretical and domestic service-oriented approach. *Journal of Criminal Justice*, 38, no. 5 (2010): 951-958.

^{xii} U.S Department of Justice, Office on Violence Against Women. (2016). The 2016 Biennial Report to Congress on the Effectiveness of Grant Programs Under the Violence Against Women Act. Retrieved from www.justice.gov/ovw/page/file/1086486/download.

^{xiii} A 2023 National Alliance to End Sexual Violence online survey of rape crisis centers (2023). Retrieved from https://endsexualviolence.org/wp-content/uploads/2024/02/infographic_gray_edits1-2.png