

114TH CONGRESS
1ST SESSION

S. 713

To prevent international violence against women, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 11, 2015

Mrs. BOXER (for herself, Mr. MENENDEZ, Ms. COLLINS, Mr. KIRK, and Mrs. SHAHEEN) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

A BILL

To prevent international violence against women, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SECTION 1. SHORT TITLE.

4 (a) SHORT TITLE.—This Act may be cited as the
5 “International Violence Against Women Act of 2015”.

6 (b) TABLE OF CONTENTS.—The table of contents for
7 this Act is as follows:

- Sec. 1. Short title.
- Sec. 2. Findings.
- Sec. 3. Statement of policy.

TITLE I—STRATEGY, POLICY, AND PROGRAMS

Sec. 101. United States strategy to prevent and respond to gender-based violence globally.

Sec. 102. Implementation of the United States strategy to prevent and respond to gender-based violence globally.

Sec. 103. Monitoring the United States strategy to prevent and respond to gender-based violence globally.

TITLE II—OVERSIGHT AND ACCOUNTABILITY

Sec. 201. Office of Global Women's Issues.

Sec. 202. Senior Coordinator for Gender Equality and Women's Empowerment.

Sec. 203. Briefing.

1 SEC. 2. FINDINGS.

2 Congress makes the following findings:

3 (1) An estimated 1 out of every 3 women
4 throughout the world will be beaten, coerced into
5 sex, or otherwise abused in her lifetime.

6 (2) Up to 70 percent of women in some countries report experiencing gender-based violence at
7 some point in their lives.

9 (3) Intimate partner violence is the most prevalent form of violence against women, preventing
10 them from playing more active roles in the social,
11 economic, and political development of their communities.

14 (4) Sexual violence among adolescents and pre-adolescents is alarmingly high. National surveys in
15 Swaziland, Tanzania, Zimbabwe, Kenya, and Haiti
16 have found that 28 to 38 percent of girls and 9 to
17 18 percent of boys report experiencing sexual violence
18 before the age of 18.

1 (5) Adult male respondents in 6 countries who
2 had experienced violence as children were signifi-
3 cantly more likely to report perpetrating intimate
4 partner violence themselves according to the Inter-
5 national Men and Gender Equality Survey dataset.

6 (6) Gender-based violence (GBV) harms econo-
7 mies and the workers that fuel them. Despite under-
8 reporting, striking statistics document prevalent
9 forms of GBV globally that affect the world of work.
10 Worldwide, women are concentrated in low-wage, in-
11 secure jobs in workplaces where they lack bargaining
12 power, protections against gender-based violence,
13 safe and confidential reporting systems, recourse to
14 justice, or access to legal, medical, and psychosocial
15 services. Conservative estimates of lost productivity
16 as a result of gender-based violence range from 1.2
17 percent of GDP in Brazil and Tanzania to 2 percent
18 of GDP in Chile.

19 (7) Women living in poverty are particularly
20 vulnerable to gender-based violence. Lack of eco-
21 nomic opportunities often compels women to use
22 desperate and dangerous means to provide for them-
23 selves and their families, risking significant exposure
24 to sexual exploitation and abuse. These women often
25 cannot afford critical social and medical services.

1 (8) Research conducted in India, Colombia,
2 South Africa, and Uganda indicates that when
3 women have greater control of assets, they are less
4 likely to experience intimate partner violence. Addi-
5 tionally, when women participate in the economy,
6 they are able to develop a wider support network,
7 which allows them to more easily escape intimate
8 partner violence.

9 (9) Gender-based violence impacts livelihoods
10 and food security by reducing work capacity and
11 productivity, including the ability to grow food for
12 consumption. Studies have shown that women af-
13 fected by gender-based violence are exposed to ill-
14 nesses and injuries that hamper their ability to work
15 productively and care for their families. Diminished
16 food production consequently increases hunger and
17 women's vulnerability to further violence.

18 (10) Country studies indicate that the risk of
19 HIV among women who have experienced violence
20 may be up to 3 times higher than among those who
21 have not. The World Health Organization found that
22 women who experience intimate partner violence are
23 at over 50-percent greater risk of HIV infection, and
24 in some instances their risk increases four-fold.
25 Women living with HIV are more likely to experi-

1 ence violence than other women, and fear of violence
2 can prevent women from accessing HIV/AIDS infor-
3 mation and receiving treatment and counseling.

4 (11) Addressing gender norms and inequities is
5 essential to reducing HIV risk and increasing access
6 to HIV prevention, care and treatment services for
7 women and men. The President's Emergency Plan
8 for AIDS Relief (PEPFAR) supports significant
9 work in the field to incorporate efforts to prevent
10 and respond to gender-based violence into existing
11 HIV treatment and prevention programs. In fiscal
12 year 2012, PEPFAR investments reached 720,000
13 people in 11 countries with services or interventions
14 that explicitly addressed gender-based violence and
15 coercion.

16 (12) Prevalence of sexual violence is higher
17 among persons with disabilities, particularly for ado-
18 lescents and intimate partners with disabilities, and
19 for men and women with intellectual impairments
20 living in institutions. The World Health Organiza-
21 tion reports that rates of gender-based violence are
22 4 to 10 times greater among persons with disabil-
23 ties than non-disabled persons.

24 (13) Displaced, refugee, and stateless women
25 and girls in humanitarian emergencies, conflict set-

1 tings, and natural disasters face extreme violence
2 and threats, including—

- 3 (A) being forced to exchange sex for food
4 and humanitarian supplies; and
5 (B) being at increased risk of rape, sexual
6 exploitation, and abuse.

7 (14) Rape and sexual assault against women
8 and girls are used to torture, intimidate, and ter-
9 rorize communities. Rape and sexual assault are
10 used as tools of war in conflict zones, including the
11 Democratic Republic of Congo, Iraq, Syria, Afghani-
12 stan, Colombia, and South Sudan. A 2011 study
13 found that 48 women were raped every hour in the
14 Democratic Republic of Congo.

15 (15) Early and forced marriage of girls—

16 (A) is a harmful practice that deprives
17 girls of their dignity and rights and creates bar-
18 riers to development for communities and coun-
19 tries;

20 (B) is projected to affect more than
21 140,000,000 girls who will become brides be-
22 tween 2011 and 2020;

23 (C) can prematurely end girls' education,
24 increase vulnerability to gender-based violence,
25 and significantly raise the risk of maternal and

1 infant morbidity or mortality, including the risk
2 of obstetric fistula and sexually transmitted dis-
3 eases, including HIV/AIDS; and

4 (D) is perpetuated by poverty, a lack of
5 educational or employment opportunities for
6 girls, and religious, cultural, and social factors
7 related to girls' perceived lack of value, factors
8 which become particularly acute in conflict and
9 disaster settings where fears of sexual violence
10 often drive early, child, and forced marriage.

11 (16) Female genital mutilation/cutting (FGM/
12 C) is carried out most often on girls between infancy
13 and age 15 and has impacted more than
14 125,000,000 girls and women alive today. FGM/C
15 can cause long-term health problems, including in-
16 fertility, complications in childbirth, and increased
17 risk of newborn deaths.

18 (17) World Bank data shows that gender in-
19 equality directly corresponds to increased levels of
20 political and economic instability within states. Gen-
21 der-based violence impedes women's meaningful par-
22 ticipation in social, political, and economic spheres,
23 which is essential to the stability and democratiza-
24 tion of a country. Since women disproportionately
25 experience gender-based violence during conflict and

1 post-conflict reconstruction, they can play a pivotal
2 role in preventing, mitigating, and resolving conflict,
3 and countering extremism, evidenced in contexts in-
4 cluding Northern Ireland and Liberia.

5 (18) Gender-based violence is a contributing
6 factor to human trafficking. Experts in the field
7 have reported that women and girls who have experi-
8 enced gender-based violence and live in societies that
9 tolerate severe gender discrimination appear to be
10 more vulnerable to being trafficked. Comprehensive
11 efforts to reduce human trafficking must include ef-
12 forts to prevent and respond to gender-based vio-
13 lence due to the intertwined relationship of the two
14 crimes.

15 (19) Faith-based organizations and faith lead-
16 ers have an important role to play in the ongoing ef-
17 forts to prevent and respond to gender-based vio-
18 lence. Where engaged as genuine partners and
19 equipped with knowledge and resources, they can
20 yield great gains. In countries that lack effective
21 legal frameworks to address gender-based violence,
22 they have the standing and authority to address
23 harmful practices such as acid throwing.

24 **SEC. 3. STATEMENT OF POLICY.**

25 It is the policy of the United States—

- 1 (1) to take effective action to prevent and re-
2 spond to violence against women and girls around
3 the world, as a matter of basic human rights as well
4 as to promote gender equality, economic growth, and
5 improved public health;
- 6 (2) to systematically integrate and coordinate
7 efforts to prevent and respond to violence against
8 women and girls internationally into United States
9 foreign policy and foreign assistance programs, in-
10 cluding peace-building efforts and humanitarian re-
11 lief and recovery;
- 12 (3) to support and build local capacity in devel-
13 oping countries, including of governments at all lev-
14 els and nongovernmental organizations, especially
15 women-led organizations, to prevent and respond to
16 violence against women and girls;
- 17 (4) to consult, cooperate, coordinate, and col-
18 laborate with a wide variety of nongovernmental
19 partners with demonstrated experience in preventing
20 and responding to violence against women and girls,
21 including faith-based organizations and women-led
22 organizations;
- 23 (5) to employ a multisectoral approach to pre-
24 venting and responding to violence against women
25 and girls internationally, including activities in the

1 economic, education, health, nutrition, legal, and ju-
2 dicial sectors;

3 (6) to work at all levels, from the individual to
4 the family, community, local, national and inter-
5 national levels, to prevent and respond to violence
6 against women and girls around the globe;

7 (7) to enhance training by United States per-
8 sonnel of professional foreign military and police
9 forces and judicial officials to include specific and
10 thorough instruction on preventing and responding
11 to violence against women and girls around the
12 world;

13 (8) to engage men and boys as partners, as an
14 essential element of making sustained reductions in
15 violence against women and girls;

16 (9) to include the prevention of early and forced
17 marriage as an important part of United States
18 Government efforts to prevent violence against girls
19 and promote gender equality and global health;

20 (10) to require that all United States contrac-
21 tors and grantees establish appropriate policies and
22 take effective measures to prevent violence against
23 women and girls and sexual exploitation and abuse
24 within their workforce;

- 1 (11) to exert sustained international leadership
2 to prevent and respond to violence against women
3 and girls, including in bilateral and multilateral fora;
4 (12) to implement the United States Strategy
5 to Prevent and Respond to Gender-based Violence
6 Globally; and
7 (13) to implement the United States National
8 Action Plan on Women, Peace and Security.

9 **TITLE I—STRATEGY, POLICY,
10 AND PROGRAMS**

11 **SEC. 101. UNITED STATES STRATEGY TO PREVENT AND RE-**
12 **SPOND TO GENDER-BASED VIOLENCE GLOB-**
13 **ALLY.**

14 (a) GLOBAL STRATEGY REQUIREMENT.—Not later
15 than 180 days after the date of the enactment of this Act,
16 and annually thereafter for 5 years, the Ambassador-at-
17 Large for Global Women’s Issues at the Department of
18 State appointed pursuant to section 201, in consultation
19 with the Senior Coordinator for Gender Equality and
20 Women’s Empowerment at the United States Agency for
21 International Development established under section 202,
22 shall develop or update a United States global strategy
23 to prevent and respond to violence against women and
24 girls. The strategy shall be transmitted to the appropriate

1 congressional committees and made publicly available on
2 the Internet.

3 (b) INITIAL STRATEGY.—For the purposes of this
4 section, the “United States Strategy to Prevent and Re-
5 spond to Gender-Based Violence Globally”, issued in Au-
6 gust 2012, shall be deemed to fulfill the initial require-
7 ment of subsection (a).

8 (c) IMPLEMENTATION PLAN.—Not later than 60
9 days after submission of the strategy under subsection (a),
10 the Ambassador-at-Large, in consultation with the Senior
11 Coordinator, shall submit to the appropriate congressional
12 committees an implementation plan detailing how the
13 strategy will be implemented in the upcoming 5 fiscal
14 years, including the budget resources requested, and the
15 specific activities to be supported, by each Executive agen-
16 cy under the strategy.

17 (d) COLLABORATION AND COORDINATION.—In devel-
18 oping the strategy under subsection (a), the Ambassador-
19 at-Large and Senior Coordinator shall consult with—

20 (1) the heads of relevant Federal agencies;
21 (2) the Senior Policy Operating Group on Traf-
22 ficking in Persons; and
23 (3) representatives of civil society and multi-lat-
24 eral organizations with demonstrated experience in

1 addressing violence against women and girls or pro-
2 moting gender equality internationally.

3 (e) CONTENT.—The implementation plan required
4 under subsection (c) shall—

5 (1) identify eligible low-income and lower-mid-
6 dle income countries with significant levels of vio-
7 lence against women and girls, including within dis-
8 placed communities, that have the governmental or
9 nongovernmental organizational capacity to manage
10 and implement gender-based violence prevention and
11 response program activities and should, when pos-
12 sible, be geographically, ethnically, and culturally di-
13 verse from one another;

14 (2) select 5 to 20 of the eligible countries iden-
15 tified under paragraph (1) in which to develop com-
16 prehensive and holistic individual country plans that
17 incorporate at least two of the program activities
18 listed in section 102(b);

19 (3) assess and describe the current or potential
20 capacity of the government of each eligible country
21 selected under paragraph (2) and civil society orga-
22 nizations in each such eligible country to address
23 and respond to violence against women and girls;

24 (4) identify coordination mechanisms with Fed-
25 eral agencies that—

(A) have existing programs relevant to the strategy;

(C) are engaged in broader United States
strategies around development;

7 (5) describe the monitoring and evaluation
8 mechanisms established for each eligible country,
9 and their intended use in assessing overall progress
10 in prevention and response;

11 (6) project general levels of resources needed to
12 achieve the stated objectives in each eligible country,
13 including an accounting of—

19 (B) leveraged private sector resources;

1 **SEC. 102. IMPLEMENTATION OF THE UNITED STATES**
2 **STRATEGY TO PREVENT AND RESPOND TO**
3 **GENDER-BASED VIOLENCE GLOBALLY.**

4 (a) IN GENERAL.—The Secretary of State and the
5 Administrator of the United States Agency for Inter-
6 national Development are authorized to provide assistance
7 to prevent and respond to violence against women and
8 girls internationally.

9 (b) PROGRAM ACTIVITIES SUPPORTED.—Assistance
10 provided to each country selected under subsection
11 101(e)(2) should include at least two of the following ac-
12 tivities:

13 (1) Development and implementation of pro-
14 grams that work to change social norms and atti-
15 tudes so that violence against women and girls is
16 neither condoned nor tolerated.

17 (2) Promotion of accessible quality educational,
18 learning, and literacy opportunities for women and
19 girls.

20 (3) Promotion of access to economic opportuni-
21 ties, including by increasing distribution, credit,
22 property, and inheritance rights for women and
23 girls.

24 (4) Development and enforcement of civil and
25 criminal legal and judicial sanctions, protections,
26 trainings, and capacity.

1 (5) Enhancement of the health sector capacity
2 to detect, prevent, and respond to violence against
3 women and girls.

4 (c) BUILDING LOCAL CAPACITY.—Not less than 10
5 percent of the amount of assistance provided to an eligible
6 country under this section should be provided to commu-
7 nity-based nongovernmental or faith-based organizations,
8 with priority given to nongovernmental organizations led
9 by women.

10 **SEC. 103. MONITORING THE UNITED STATES STRATEGY TO**
11 **PREVENT AND RESPOND TO GENDER-BASED**
12 **VIOLENCE GLOBALLY.**

13 (a) IN GENERAL.—In each strategy submitted under
14 section 101(a), the Ambassador-at-Large and Senior Co-
15 ordinator shall include an analysis of best practices for
16 preventing and addressing violence against women and
17 girls internationally, which shall include—

18 (1) a description of successful efforts by foreign
19 governments, multilateral institutions, nongovern-
20 mental organizations, educational organizations, and
21 faith-based organizations in preventing and respond-
22 ing to violence against women and girls;

23 (2) recommendations related to best practices,
24 effective strategies, and improvements to enhance
25 the impact of prevention and response efforts; and

(3) the impact of activities funded by the strategy in preventing and reducing violence against women and girls internationally.

4 (b) AMENDMENTS.—The Foreign Assistance Act of
5 1961 is amended—

6 (1) in section 116(d) (22 U.S.C. 2151n(d))—

12 (C) by adding at the end the following new
13 paragraph:

14 “(13) wherever applicable, the nature and ex-
15 tent of violence against women and girls.”; and

16 (2) in section 502B (22 U.S.C. 2304)—

17 (A) by redesignating the second subsection
18 designated as subsection (i) as subsection (j);
19

20 (B) by adding at the end the following new
21 subsection:

“(k) INCLUSION OF INFORMATION RELATING TO VIOLENCE AGAINST WOMEN AND GIRLS.—The report required by subsection (b) shall include, wherever applicable,

1 the nature and extent of violence against women and
2 girls.”.

3 (c) MONITORING AND EVALUATION.—In coordination
4 with relevant officials, and consistent with the monitoring
5 and evaluation policies of their respective agencies, the
6 Ambassador-at-Large and the Senior Coordinator shall
7 develop a plan for monitoring and independent evaluation
8 of programs, projects, and activities carried out under this
9 Act. The plan shall—

10 (1) apply rigorous monitoring and evaluation
11 methodologies to focus on learning, accountability,
12 and policymaking, choosing from among a wide vari-
13 ety of qualitative, quantitative, summative, and
14 formative methods common in the field of social sci-
15 entific inquiry, including impact evaluations; and

16 (2) be included in the implementation plan re-
17 quired under section 101(c).

18 (d) RESEARCH AND DATA COLLECTION.—The Sec-
19 retary and the Administrator shall—

20 (1) produce original research or analysis of ef-
21 fective interventions to prevent or respond to vio-
22 lence against women and girls internationally;

23 (2) collect and analyze new or existing data on
24 the scope and extent of all forms of violence against
25 women and girls internationally, including under

1 documented forms of violence and violence against
2 marginalized groups;

3 (3) conduct research on effective interventions
4 to respond to violence against women and girls inter-
5 nationally, including efforts to scale up effective pro-
6 gramming; and

7 (4) support systemic data collection using inter-
8 nationally comparable indicators, norms, and meth-
9 odologies for measuring the scope, prevalence, and
10 incidence of violence against women and girls inter-
11 nationally.

12 **TITLE II—OVERSIGHT AND 13 ACCOUNTABILITY**

14 **SEC. 201. OFFICE OF GLOBAL WOMEN'S ISSUES.**

15 (a) ESTABLISHMENT.—The Secretary of State shall
16 establish in the Office of the Secretary of the Department
17 of State an Office of Global Women's Issues (in this sec-
18 tion referred to as the “Office”). The Office shall be head-
19 ed by an Ambassador-at-Large for Global Women's Issues,
20 who shall be appointed by the President, by and with the
21 advice and consent of the Senate. The Ambassador-at-
22 Large shall report directly to the Secretary and shall have
23 the rank and status of Ambassador-at-Large.

24 (b) PURPOSE.—In addition to the duties described in
25 subsection (c) and those duties determined by the Sec-

1 retary of State, the Ambassador-at-Large shall coordinate
2 efforts of the United States Government as directed by
3 the Secretary regarding gender integration and advancing
4 the status of women and girls in United States foreign
5 policy.

6 (c) DUTIES.—

7 (1) IN GENERAL.—The Ambassador-at-Large—

8 (A) shall direct activities, policies, pro-
9 grams, and funding relating to gender equality
10 and the advancement of women and girls inter-
11 nationally, including those intended to prevent
12 and respond to violence against women and
13 girls, for all bureaus and offices of the Depart-
14 ment of State and in the international pro-
15 grams of all other Federal agencies;

16 (B) shall actively promote and advance the
17 full integration of gender analysis into the pro-
18 grams, structures, processes, and capacities of
19 all bureaus and offices of the Department of
20 State and in the international programs of
21 other Federal agencies;

22 (C) shall direct, as appropriate, United
23 States Government resources to respond to
24 needs for gender integration and empowerment
25 of women in United States Government foreign

1 policies and international programs, including
2 to prevent and respond to violence against
3 women and girls internationally;

4 (D) may design, support, and implement
5 activities regarding empowerment of women
6 internationally, including for the prevention of
7 and response to violence against women and
8 girls internationally;

9 (E) shall conduct regular consultation with
10 civil society organizations working to prevent
11 and respond to violence against women and
12 girls internationally;

13 (F) shall ensure that programs, projects,
14 and activities designed to prevent and respond
15 to violence against women and girls internation-
16 ally are subject to rigorous monitoring and eval-
17 uation, and that there is a uniform set of indi-
18 cators and standards for such monitoring and
19 evaluation that is used across all Federal agen-
20 cies;

21 (G) shall serve as the principal advisor to
22 the Secretary of State regarding gender equal-
23 ity, women's empowerment, and violence
24 against women and girls as a foreign policy
25 matter; and

(H) is authorized to represent the United States in diplomatic and multilateral fora on matters relevant to the status of women and girls, including violence against women and girls internationally.

**14 SEC. 202. SENIOR COORDINATOR FOR GENDER EQUALITY
15 AND WOMEN'S EMPOWERMENT.**

16 (a) ESTABLISHMENT.—There is established in the
17 United States Agency for International Development a
18 Senior Coordinator for Gender Equality and Women's
19 Empowerment, who shall report to the Administrator of
20 the United States Agency for International Development
21 and who shall conduct the activities of the Administrator
22 under this Act.

23 (b) IN GENERAL.—The Senior Coordinator for Gen-
24 der Equality and Women’s Empowerment—

1 (1) shall direct activities, policies, programs,
2 and funding of the United States Agency for Intern-
3 national Development relating to gender equality
4 and women's empowerment, including those intended
5 to prevent and respond to violence against women
6 and girls;

7 (2) shall actively promote and advance the full
8 integration of gender analysis into the programs,
9 structures, processes, and capacities of all bureaus
10 and offices of the Agency as dictated by the United
11 States Agency for International Development Gender
12 Equality and Female Empowerment Policy;

13 (3) shall direct Agency resources for gender
14 equality and women's empowerment, including to
15 prevent and respond to violence against women and
16 girls internationally;

17 (4) may design, support, and implement activi-
18 ties led by the Agency regarding gender equality and
19 women's empowerment, including for the prevention
20 and response to violence against women and girls
21 internationally;

22 (5) shall conduct regular consultation with civil
23 society organizations working to prevent and re-
24 spond to violence against women and girls inter-
25 nationally;

1 (6) shall serve as the principal advisor to the
2 Administrator regarding gender equality, women's
3 empowerment, and violence against women and girls;
4 and

5 (7) shall track and analyze monitoring and eval-
6 uation data and findings on international prevention
7 and response programs of the Agency, consistent
8 with Agency-wide monitoring and evaluation activi-
9 ties, and in order to assist in the preparation of the
10 comprehensive strategy developed under section 101.

11 **SEC. 203. BRIEFING.**

12 Not later than 180 days after the date of the enact-
13 ment of this Act, and annually thereafter, the Ambas-
14 sador-at-Large and Senior Coordinator shall brief the ap-
15 propriate congressional committees on international vio-
16 lence against women and girls prevention and response
17 strategies, programming, and associated outcomes, and
18 shall submit to the appropriate congressional committees
19 an assessment of human and financial resources necessary
20 to fulfill the purposes and duties of this Act.

○