

Tri-fold Panel 5

## **WORKPLACE DOMESTIC VIOLENCE RESOURCES**

|                                                           |                                                |
|-----------------------------------------------------------|------------------------------------------------|
| U.S. Department of Justice Employee Assistance Program    | 202-514-8236 or<br>1-800-626-0385              |
| U.S. Department of Justice Security Services              | 202-514-3271                                   |
| National Domestic Violence Hotline                        | 1-800-799-SAFE (Voice)<br>1-800-787-3224 (TDD) |
| National Coalition Against Domestic Violence              | 303-839-1852                                   |
| National Battered Women's Law Project                     | 212-741-9480                                   |
| National Resource Center on Domestic Violence             | 1-800-537-2238                                 |
| Health Resource Center on Domestic Violence               | 1-800-313-1310                                 |
| Center for the Prevention of Sexual and Domestic Violence | 206-634-1903                                   |
| National Network to End Domestic Violence                 | 202-434-7405                                   |
| D.C. Coalition Against Domestic Violence                  | 202-783-5332                                   |

*Domestic  
violence***FACSIMILE TRANSMISSION**

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**MESSAGE:**

**DEPARTMENT OF HEALTH & HUMAN SERVICES**

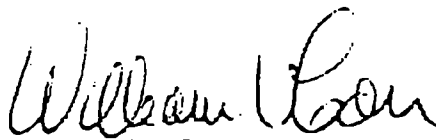
Chief of Staff

Washington, D.C. 20201

OCT 1 1997

**MEMORANDUM FOR ANNE MCGUIRE**

Attached is a memorandum for the President, from Secretary Shalala, transmitting the report entitled: Addressing Domestic Violence: An Agenda for the Department of Health and Human Services for FY 1998. The Report is being sent in anticipation of Domestic Violence Month (October).

  
William V. Corr

Attachments



THE SECRETARY OF HEALTH AND HUMAN SERVICES  
WASHINGTON, D.C. 20201

OCT 1 1997

MEMORANDUM FOR THE PRESIDENT

As you have so eloquently taught the nation, the tragedy of domestic violence touches all our lives. It touches our children, our senior citizens, our workers, our parents. It affects our hospitals, our schools, our businesses and our courts. It knows no boundaries of income, geography, age or race. Most important, domestic violence is not someone else's problem. We all have a role to play to prevent this devastating national problem and ensure that all our families are safe.

In observance of October as Domestic Violence Awareness Month, I am pleased to report to you the critical work that the Department of Health and Human Services is doing to address the violence which so deeply undermines the health and stability of our families and our nation. Teaming up with our partners, we have worked to create a seamless system that will prevent domestic violence, stop its perpetrators, and help victims get out of abusive situations.

We are proud of our accomplishments. Under the leadership of a Departmental steering committee on violence against women, HHS has focused on implementing two major laws: (a) the HHS-targeted provisions of the Violence Against Women Act of 1994 and (b) the domestic violence provisions of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA). Since family and intimate violence is a public health issue, we have also focused on the serious health consequences for women and their children

- o We established the National Domestic Violence Hotline, a 24 hour toll free hotline that has received more than 118,000 calls since it was launched in February 1996;
- o We have enabled all states to establish education and prevention initiatives to reduce sexual assaults against women;
- o We have supported the training and education of health care and social services professionals and have developed and strengthened curricula that are used to prepare professionals who will come in contact with battered women;
- o We have established the National Resource Center on Domestic Violence and three special issue resource centers addressing health, child protection and custody, and the law. We have also funded a resource center to serve Native American tribes and a National Center on Elder Abuse;
- o We have studied school-based prevention curricula for youth and will make recommendations to Congress about models for use in primary, middle and secondary schools;

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- o We have increased funding for shelters and related activities for battered women and their children by 53 percent;
- o We funded six community-based coordinated response and projects in FY 1996, and ten primary prevention projects in FY 1997;
- o In response to the President's directive to the Secretary and the Attorney General to assist states in implementing the family violence provisions in PRWORA, we have developed guidance for states, funded new research, and provided technical assistance on ways to address family and intimate violence effectively for victims seeking child support and work opportunities;
- o The Department, under the leadership of its Employee Assistance Program, recently incorporated and distributed a special section on domestic violence with its workplace violence guidelines, and sponsored a Workplace Violence Education Fair in Washington D.C.; and
- o Finally, the Department will shortly launch an Internet web site to provide a focal point for information about federal effort, and has addressed the limitations of current data by stimulating on-going data collection, research, and evaluation to strengthen our knowledge and understanding of the best ways to prevent and treat family and intimate violence.

But the tragedy of domestic violence is still pervasive and the consequences too profound for us to rest on these accomplishments alone. We must build on them. We must improve the ways we as a society prevent violence and assist battered women and their children in moving from violence to safety. That's why the Department of Health and Human Services is redoubling its efforts in FY 1998.

Working with other Federal Departments, especially the Department of Justice, with the Advisory Council on Violence Against Women, with states and communities, the private sector and families themselves, we will focus on five key areas in the next year:

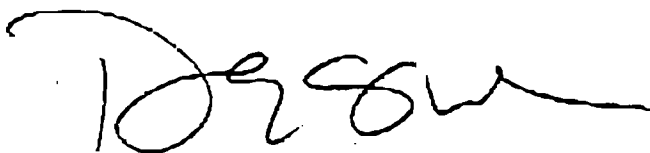
- I. Strengthening the health care system's ability to screen, treat, and prevent family and intimate violence;
- II. Increasing the ability of battered women, including those on welfare, to obtain and retain employment and access child support;
- III. Encouraging greater linkages between the child welfare, family and intimate violence, and criminal justice fields to protect better both children and parents in homes where violence occurs;

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- IV. Enhancing community prevention and response systems by increasing collaboration between HHS and DOJ state and community-based grantees and other community-based groups; and
- V. Increasing the knowledge base about family and intimate violence, through data collection and research.

Domestic Violence Awareness Month offers an excellent opportunity for you to continue to demonstrate the extraordinary leadership you have shown on this issue. The significance of the month provides a chance for you to give attention to the Administration's accomplishments and the future goals we must meet with our partners in government, non-profits, and the private sector.

Thank you for your continued leadership on behalf of the nation's abused women and their families.

A handwritten signature in black ink, appearing to read "Donna E. Shalala". The signature is fluid and cursive, with a large initial "D" and a long horizontal stroke at the end.

Donna E. Shalala

Enclosure

## **Addressing Domestic Violence: An Agenda for the Department of Health and Human Services for FY 1998**

### **Introduction**

*"I call on American men and women in families to give greater respect to one another. We must end the deadly scourge of domestic violence in our country."*

*-- President Clinton, State of the Union address, 1996*

The tragedy of domestic violence touches all our lives. It touches our children, our senior citizens, our workers, our parents. It affects our hospitals, our schools, our businesses and our courts. It knows no boundaries of income, geography, age or race. Most important, domestic violence is not someone else's problem. We all have a role to play to prevent this devastating national problem and ensure that all our families are safe.

The Department of Health and Human Services has taken important steps to address the family and intimate violence which so deeply undermines the health and stability of our families and our nation. Teaming up with our partners, we have worked to create a seamless system that will prevent domestic violence, stop its perpetrators, help victims get out of abusive situations and keep all families and children from falling through the cracks. Our past accomplishments and our goals for the future are grounded in several fundamental principles:

- Prevention is key. Attitudes must change to discourage people from acting violently. We must insist upon zero tolerance for violence in families and between partners.
- Every woman should have access to information and emergency assistance wherever and whenever she needs it.
- Battered women who seek self-sufficiency may need assistance. Both child support and employment can be important means by which battered women support themselves and their children and achieve safety.
- Safety for family members must be the first priority; enabling the victim of abuse to pursue a plan of safety for herself and her children must be a key priority.
- Our strategies must address perpetrators as well as victims of abuse. We must find ways to help batterers stop violent behavior and become good partners and parents.
- Preventing family and intimate violence requires the active involvement of all sectors of society, both public and private, at the federal, state, and community levels. Community-based coordinated approaches supported by local resources and commitments are essential.
- Preventive interventions and services must be culturally and linguistically appropriate.
- Program evaluation is critical. We must continue to evaluate prevention and service interventions to

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determine their effectiveness, and share the results of these evaluations to improve policy and practice.

We are proud of our accomplishments (Attachment A). Under the leadership of a Departmental steering committee on violence against women, HHS has focused on implementing two major laws: (a) the HHS-targeted provisions of the Violence Against Women Act of 1994 and (b) the domestic violence provisions of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA). Since family and intimate violence is a public health issue, we have also focused on the serious health consequences for women and their children.

- o We established the National Domestic Violence Hotline, a 24 hour toll free hotline that has received more than 118,000 calls since the President launched it in February 1996;
- o We have enabled all states to establish education and prevention initiatives to reduce sexual assaults against women;
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- o We have established the National Resource Center on Domestic Violence and three special issue resource centers addressing health, child protection and custody, and the law. We have also funded a resource center to serve Native American tribes and a National Center on Elder Abuse;
- o We have studied school-based prevention curriculum for youth and will make recommendations to Congress about models for use in primary, middle and secondary schools;
- o We have increased funding for shelters and related activities for battered women and their children by 53 percent;
- o We funded six community-based coordinated response and prevention projects in FY 1996, and ten primary prevention projects in FY 1997;
- o In response to the President's directive to the Secretary and the Attorney General to assist states in implementing the family violence provisions in PRWORA, we have developed guidance to states, funded new research, and provided technical assistance to states on ways to address family and intimate violence effectively for women seeking child support and work opportunities;
- o The Department, under the leadership of its Employee Assistance Program, recently incorporated and distributed a special section on domestic violence with its workplace violence guidelines, and sponsored a Workplace Violence Education Fair in Washington D.C.; and

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- o Finally, the Department has stimulated on-going data collection, research, and evaluation to strengthen our knowledge and understanding of the best ways to prevent and treat family and intimate violence; and will shortly launch an Internet web site to provide a focal point for information about federal efforts.

But the tragedy of domestic violence is still pervasive and the consequences too profound for us to rest on these accomplishments alone. We must build on them. We must improve the ways we as a society prevent violence and assist battered women and their children in moving from violence to safety. That's why the Department of Health and Human Services is redoubling its efforts in FY 1998.

We have been working with other Federal Departments, especially the Department of Justice, with the Advisory Council on Violence Against Women under the leadership of the Secretary and the Attorney General, with states and communities, the private sector and families themselves. Our partners include some of the major professional associations, such as the American Medical Association and the American Bar Association, which have given considerable leadership to addressing the needs of victims of abuse.

We will focus on five key areas in the next year:

- I. Strengthening the health care system's ability to screen, treat, and prevent family and intimate violence;
- II. Increasing the ability of battered women, including those on welfare, to obtain and retain employment and access child support;
- III. Encouraging greater linkages between the child welfare, family and intimate violence, and criminal justice fields to protect better both children and parents in homes where violence occurs;
- IV. Enhancing community prevention and response systems by increasing collaboration between HUD and DOJ state and community-based grantees and other community-based groups; and
- V. Increasing the knowledge base about family and intimate violence, through data collection and research.

### **The Departmental Agenda**

- I. **Strengthening the health care system's ability to screen, treat, and prevent family and intimate violence.**

Evidence suggests that family and intimate violence is a major risk factor in a wide range of physical and mental health problems.<sup>1</sup> Although not often the presenting problem, a significant

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<sup>1</sup> In this paper, we sometimes use the familiar term "domestic violence." We more frequently refer to "family and intimate violence," in which we include "partner violence," "spouse abuse," "dating violence," "sexual assault," "elder abuse," children in violent homes, and much of what is known as "violence against women."

percentage of emergency room visits by women result from partner violence. Violence is also a contributing factor in some cases of depression, traumatic stress disorder, substance abuse, pregnancy, AIDS and other sexually transmitted diseases, leading to a wide range of physical symptoms. Preventing partner violence could reduce markedly the occurrence of health problems faced by women and the substantial costs associated with treating them.

The health care field has made progress in assisting battered women. The Joint Commission for Accreditation of Hospitals and Health Organizations has made screening for family and intimate violence and elder abuse one criterion in accreditation. Many schools of medicine, nursing and other health professions have included family and intimate violence content in curricula. Some emergency rooms of hospitals and other health facilities have begun programs for screening and assisting battered women and victims of elder abuse. Health professional societies have programs to educate their members about the problem and to provide information about approaches for addressing it.

However, there is still a long way to go. Screening for family and intimate violence by health care providers is still not the norm. When screening is conducted and a problem is identified by the victim, staff often do not know what to do with the information or are reluctant to get involved. Administrators as well as direct services staff need to be trained so providers can institute appropriate policies. Providers also need to know what to do when the issue of violence or managing anger is identified as a problem by an abuser. Professional schools, when they do teach about family and intimate violence, offer limited information and little practical experience in addressing the problem. Few schools provide training on the issue. Few managed care organizations screen for family and intimate violence as a regular part of their patient care. Even fewer provide services to victims of family and domestic violence.

#### **Next steps:**

We plan to address these issues in two ways. (A) We will work with professional associations and schools to encourage greater attention to family and intimate violence in health care education. (B) We will reach out to accrediting bodies and other quality assurance entities, professional associations, health care providers, and family and intimate violence experts to encourage the adoption or improvement of family and intimate violence and elder abuse standards of accreditation in the full range of health settings.

#### **A. Enhance the education of physicians, nurses, dentists, and other health professionals to prepare them to identify and respond to family and intimate violence.**

Through our collaborative relationships with academic institutions and associations of the various health disciplines, we will explore ways to enhance the information and experiences students receive about family and intimate violence. We will further the views of the Secretary and the Attorney General expressed in a letter to medical schools recommending the inclusion of violence against women content in their curricula. In addition, we are supporting a collaboration of national nursing organizations in the development of a nursing strategy to address violence against women. Next year, we will develop training and practice protocols for use with professionals who work in community health centers, often the first source of help in low-

income neighborhoods throughout the country.

We know that classroom information is just one aspect of preparation for addressing real world issues. We will encourage schools and training programs to include practical experiences in which students can learn how to identify and helpfully respond to family and intimate violence. Many professional associations have addressed this issue in conferences, continuing education, and journals and by guidance to their members. Through a partnership with these groups and the family and intimate violence community, we will seek to improve the ability of health professionals, who are often the first line of contact with battered women and their children, and sometimes with their partners, to be more effective in helping them.

As we encourage the adoption of curricula and training programs, we need to be mindful of the need to evaluate them. It is through research that we can learn which approaches are effective in improving services to victims of abuse and their families.

**B. Encourage the adoption of specific family and intimate violence standards into recognized protocols for the accreditation of health care providers.**

HHS has begun and will continue to seek the adoption of family and intimate violence-specific standards by organizations that monitor health care practice in various settings. The growth of managed care organizations, with their emphasis on preventive health care, provides an opportunity to reach a large segment of the population. In this regard, the Office of Women's Health initiated a discussion with the National Council for Quality Assurance, the voluntary accreditation and standard setting body for managed care organizations. We have also begun, and will continue, to consult with professional associations, family and intimate violence experts, and the health care industry. We are exploring how feasible the adoption of family and intimate violence standards might be. Adoption of such standards would require consensus building around specific proposals. Family and intimate violence is unlike other health issues for which there are standards in place because many of its dimensions are social rather than disease-based. This year, we will attempt to move this agenda forward and to build support for specific family and intimate violence standards.

**II. Increasing the ability of battered women, including those on welfare, to obtain and retain employment and access child support.**

Being in, or having been in, an abusive relationship can create special difficulties for a woman who seeks to find or retain employment or to pursue child support. For some, partners may exert excessive control and physical abuse that undermine work efforts. For others, pursuing child support may be dangerous and require extra safety precautions. Yet despite these difficulties, many battered women want and need child support and salaries so they and their children can live in safety.

Child support assistance is available to all parents who need it. Federal child support enforcement responsibilities are not limited to welfare recipients. Child support enforcement agencies need to be aware that some custodial parents seeking services voluntarily may be at risk of harm from their child's non-custodial parent. Community-based organizations, such as community action agencies, which may have familiarity with peripheral family members and

community resources, may also be of assistance in providing services to custodial parents.

Although domestic violence plagues families at all income levels, the passage of PRWORA has created new and stronger demands on welfare recipients to work and cooperate in identifying and finding the father of their child for child support purposes. In line with the law the President signed, states now are applying rigorous work requirements and are establishing life-time limits on the number of months a recipient and her family can receive federal benefits.

The interaction between family and intimate violence and the need for welfare varies greatly depending on individual circumstances. One approach is not appropriate to all battered recipients. It is our goal to encourage states to provide a full range of appropriate services necessary to support the ability of battered women to seek and obtain employment, and pursue child support. We will also encourage states not only to recognize the serious effects of domestic violence, but to develop policies that protect battered women and their children from further risk of harm. What is needed are policies and practices that distinguish among battered women those who are able to work or pursue child support from those who suffer serious trauma, are currently being undermined in work efforts by the batterer, or face danger. We need to add to the mix of community resources available to battered women the efforts of community-based organizations which have job creation, job development and the accompanying support systems as their major objectives.

In October, 1996, President Clinton strongly encouraged states to implement the optional Family Violence Provisions of the temporary assistance section of PRWORA. Recognizing the unique needs and circumstances of battered women, he directed HHS and DOJ to provide guidance to states in their efforts to implement these provisions by consulting states, family and intimate violence experts, victims' services programs, law enforcement, medical professionals, and others. Also, he directed us to provide states with technical assistance and to study the scope of the problem.

In response to the President's directive, HHS and DOJ have engaged in extensive consultations with state representatives and experts. We have held many meetings with state officials about effective approaches. We have been implementing a technical assistance strategy that draws on the best thinking of state officials and experts, including information from "Fighting Domestic Violence on the Frontline," a demonstration project in Anne Arundel County, Maryland, funded by the Administration for Children and Families. Guidance about federal administration of the family violence provisions under the new welfare program will be forthcoming in proposed regulations in the next few months.

Although not conclusive, research documenting the prevalence of family and intimate violence, including partner abuse, among welfare recipients is becoming more extensive. Studies show that a significant number of welfare recipients have experienced some abuse in the previous year; for some, the abuse is current and severe. We are learning, too, from anecdotal evidence the ways that abuse can undermine a woman's ability to work or keep her job. For some, the pursuit of greater independence, through employment and child support, can be very dangerous for themselves and their children. However, for others, work and child support payments are ways to extract themselves from abusive situations. The Department will be funding a new resource center on welfare and developmental disabilities which also may increase our

understanding of the connections between welfare, developmental disabilities, and domestic violence.

Recently, Congress, in the Balanced Budget Act of 1997, directed the General Accounting Office to conduct and submit to Congress, within one year, a study of the effect of family violence on the use of public assistance programs, and, in particular, the extent to which family violence prolongs or increases the need for public assistance. We will cooperate with the GAO as they conduct this study.

**Next steps:**

Our strategy has three components. (A) With partners who have ties to businesses that hire low income women, we will encourage employers to adopt policies and practices that are supportive of abused women and aid them in retaining their jobs. (B) We are increasing what we know about family and intimate violence, welfare, and child support through research and demonstrations. (C) We will continue to assist states by sharing effective state practices and the advice of experts.

**A. Encourage employers to adopt family and intimate violence sensitive policies and practices that facilitate the retention in jobs of employees, including former welfare recipients, who had been victims of abuse.**

Abused women who work may be subjected to dangerous and inhibiting actions by their partners or former partners. Women may be harassed on the job with frequent phone calls, visited by their abusers, have their bosses harassed, and may need to take time off because of abuse. Employers that understand this phenomenon and wish to be supportive should adopt workplace violence prevention policies and practices in their business that help battered women become safe and retain their jobs despite difficult experiences. Some employers of larger firms have provided services and make referrals to family and intimate violence experts to assist women in these circumstances. The goal is to encourage more employers to do the same.

As battered welfare recipients move into employment, their chances of staying on the job and remaining self-sufficient will be enhanced considerably if their employers understand how to be supportive. To this end, we have had several discussions with organizations that have links to employers of potential welfare recipients. We will continue to explore with them strategies for providing employers with useful information and seeking their collaboration. We will work with other groups, such as the Welfare to Work Partnership and the Family Violence Prevention Fund's Workplace Violence campaign, to assist business leaders in addressing issues of family and intimate violence.

**B. Increase our knowledge about effective approaches to assisting battered recipients in achieving safety, moving from welfare to work, and obtaining child support.**

The Department will conduct several research and demonstration projects in the coming year that will expand our knowledge about effective approaches to assisting battered recipients of welfare and/or child support. These projects will provide useful information about child support enforcement and welfare to work policies and procedures being tried in states. The

Administration for Children and Families (ACF) is funding several demonstration projects to test procedures for dealing with problems some battered women may encounter when child support cooperation feels dangerous to them. We seek to learn how to pursue child support safely when family and intimate violence exists. ACF also is funding several grants to enhance collaboration between service family and intimate violence service providers and state or local welfare programs and a project to assess the effectiveness of welfare-to-work strategies for abused recipients. The Office of the Assistant Secretary for Planning and Evaluation is conducting an early assessment of the implementation of state welfare policy and practices regarding family and intimate violence.

In addition, Departmental staff are part of a widening network of researchers who have been studying the links between family and intimate violence, welfare and poverty. HHS' Joint Center for Poverty Research at Northwestern/ University of Chicago co-sponsored a September meeting at which new findings were presented and suggestions for future research discussed.

**C. Work with states and their welfare agencies to expand the use of appropriate methods of identifying, assessing, and assisting battered welfare recipients and their children.**

Addressing family and intimate violence in welfare caseloads is complex, given the varied needs of abused women and their children as they attempt to move from welfare to work. Identification and screening needs to be done in ways that encourage women to volunteer information while maintaining their dignity and confidentiality. Decisions have to be made based on careful assessments of recipients needs for safety, past trauma, abusive situations, and work histories. Welfare agencies have to develop ways of working with these recipients that are new to them, working in collaboration with family and intimate violence experts in communities. Also, state child support and welfare to work programs have to develop responses to domestic violence that are coordinated and consistent.

HHS is engaged in a technical assistance process of developing materials that we expect will address these complex issues in thoughtful and practical ways. The Department will conduct workshops and conferences with state officials and domestic violence experts to address issues of domestic violence and welfare, and assist in the development and dissemination of papers that inform public policy. We will continue to collaborate with states to provide materials that help states and localities institute practices that are effective for battered women. For example, ACF is working with the State of Maryland to expand the Anne Arundel County Department of Social Services domestic violence awareness training statewide.

**III. Encouraging greater linkages between the child welfare, family and intimate violence, and criminal justice fields to protect better both children and parents in homes where violence occurs.**

Children in families that experience domestic violence are particularly vulnerable, either as witnesses to the violence or in some cases as victims themselves. We will maintain a strong focus on protecting and assisting these children.

HHS will build on a variety of activities that we have undertaken over the past few years to link

child protective services and child welfare services with services to address family and intimate violence. A good deal of work has been done so far. We have funded the joint training of family and intimate violence practitioners with state or county child welfare staff. We have also funded six schools of social work to develop curricula on training social workers on family and intimate violence. The Department has studied current practice and has published a research report on the experiences of selected programs that are working at building this linkage. NIH is now funding a grant to study an intervention which seeks to reduce the risk for child maltreatment in families whose mothers are departing from battered women's shelters. We fund several national resource centers, one whose charge is child protection and custody, located at the National Council of Juvenile and Family Court Judges, that provides technical assistance on these issues. In addition, staff of the Department have been speaking at many meetings and conferences highlighting the issues and encouraging states and domestic violence programs to build domestic violence/child welfare collaborations.

We are entering the next stage in the development of collaborative efforts between child protection and family and intimate violence. The first phase focused mainly on training of staff and raising consciousness. It has been important to educate child protection workers and domestic violence staff to ways that their clientele overlap. Now, there is a need to address some difficult policy issues that have been identified through research and practice. The issues grow out of the sometimes different yet equally appropriate values of each field: child protection services and providers of services to victims of domestic violence. There are no easy answers to these issues but we can assist in helping to bring together people who are doing the best thinking and work and to prepare guidance materials that reflect their views.

Here are several key issues facing the field:

- **Balancing the safety of children while enabling battered mothers to find the approach to safety that works for them** - Tension exists between the values of the child welfare/child protective services (CPS) system and the domestic violence system. On one hand, society, through CPS must protect children from harm. On the other hand, domestic violence experts know that in order for a woman to move toward safety, she must have time to work out a safety plan for herself and her children, including a safe living arrangement. CPS and domestic violence experts need to work together to achieve a balance in helping her find a path to safety while acting to protect children when necessary.
- **Child Welfare's role in police interventions** - Some jurisdictions require the police, when they answer a family and intimate violence call and find children in the home, to involve automatically child protective services. Domestic violence experts are concerned that this will discourage battered women from seeking police protection out of fear that their children will immediately be placed in foster care. Approaches are needed in which the danger to children is assessed while not undermining the willingness of battered women to seek help.
- **A second victimization of battered women in the CW system** - When children are abused by a parent's partner (i.e. not her spouse) who is also abusing her, child protective services (CPS) agencies often cite the woman for "failure to protect" her

children, a category of neglect. They do so because they have little authority to sanction the partner. The challenge, however, is to avoid a double victimization of the parent, by the partner and by the system.

- **Assisting children who witness violence** - New dialogues are occurring about the role of the child protective services agency in intervening on behalf of children who are not abused but live in homes in which violence occurs. Often such children suffer consequences similar to those from direct abuse.

#### **Next steps:**

Over the next year, working with our partners in the Department of Justice and experts in the field, we plan to convene several meetings to explore these and other major issues in depth. We will encourage the development of consensus guidance for child welfare agencies on policy issues and will facilitate the dissemination of these materials as widely as possible. We will also work with experts on family violence about the need for protocols and interventions for those who work with children of violent homes. We will call attention through various forums, meetings and conferences to the work that still needs to be done and encourage those who have responsibility for dealing with family violence in its many forms to take concrete steps in policy and practice to meet the continuing need.

#### **IV. Enhancing community prevention and response systems by increasing collaboration between HHS and DOJ state and community-based grantees and other community-based groups.**

Since the enactment of VAWA, HHS and DOJ have worked together to support greater coordination among HHS and DOJ programs and grantees at the State and community level. DOJ has been a partner in the development of the community-based grants that were authorized by the VAWA. Likewise, CDC, ACF, and other HHS agencies have helped in the development of DOJ-funded STOP Violence Against Women formula grants to states. Through these efforts, we have informed both HHS and DOJ grantees about the programs and resources of each Department and encouraged state and local grantees to work together in addressing family and intimate violence.

In addition to fostering coordinated community responses HHS and DOJ have a number of additional overlapping interests. One area is the effects of family violence on children. In the discussion about child welfare above, we mention the issue of how law enforcement and child welfare agencies could work together to protect the battered woman and her children. We are both also concerned about the availability of effective health and mental health services for such children. Another area of mutual concern is the problem for the health system in identifying battered women when there are laws in place or being considered that mandate the reporting of family and intimate violence to law enforcement. These laws have serious consequences for how health programs can operate and assist battered women.

In addition, the National Institutes of Health (NIH), the Administration for Children, Youth and Families (ACYF), the Centers for Disease Control (CDC) and DOJ's National Institute of Justice (NIJ) are jointly funding a study of the effectiveness of court orders, a legal intervention

to prevent future contact between women and their abusive partners, as a means of reducing subsequent violence and injury. Another jointly funded research project examines intimate partner homicide, by using police records to identify substance abuse and other risk factors.

**Next steps:**

HHS and DOJ are exploring ways to increase technical assistance to our respective grantees about each others areas of responsibility. For example, we will assist in preparing materials for DOJ STOP grantees about health and child welfare issues and encourage community based women's advocacy and justice agencies to enhance their collaboration with HHS-oriented systems. In return we will develop guidance for HHS family and intimate violence grantees about better ways to collaborate with state and local STOP grantees. HHS and DOJ will also work together to ensure that technical assistance and information about family and intimate violence are made available to other programs and services delivered at the community level. We will pay particular attention to communities of ethnic minorities, hard to service populations, and immigrants. We will make the same information available to DOJ/HHS tribal grantees as well.

HHS, through the Family Violence Prevention and Services Act, funds American Indian tribes to address family and intimate violence. In FY 1997, ACF funded a new national resource center to assist tribes. We will collaborate closely with DOJ in assuring that the resource center reflects the priorities and serves the tribal grantees (who are often the same) of both Departments.

In addition, we will utilize the materials developed by SAMHSA to strengthen the link between substance abuse and family violence services providers in order to prevent further violence by treating perpetrators and victims.

**V. Increasing the knowledge base about family and intimate violence, through data collection and research.**

Information about the scope of violence among intimates has come from a few sources, e.g., surveys whose purpose is to learn about crime or violent behavior. One of the most significant is the on-going National Crime Victimization Survey, conducted by the Department of Justice, that asks women and men about whether they have been victims of a crime, including that by an intimate partner. Another has been the National Family Violence Surveys, conducted in 1975 and 1986. The findings from the latest survey, designed to collect information directly on family violence, will shortly be published by the Center for Police Research in Denver. This survey was funded by both DOJ and HHS.

National surveys and longitudinal data sets whose purpose is mainly information on violence are limited in the extent to which one can correlate findings with other factors of interest. While one can obtain from these sources information about the scope of the problem, one may not be able to learn about important interactions, such as how violent behavior is related to welfare receipt, how victims of violence utilize health services, or whether the violent partner is related to the children in the household. There is a need for national surveys that collect information on other subjects to include items on violence between partners.

There are several time, methodological, ethical, and cost challenges in accomplishing this goal. Adding new questions to existing surveys adds interview time. Different methods for collecting information have different benefits. Questions arise about reporting requirements. Research costs money. However, these types of issues have been faced before and we can make progress.

#### **Next steps:**

Evidence about family and intimate violence can be confusing and misleading. Definitions of the phenomenon vary. Consistent data over time are not available. Methodologies need to be improved. Findings are presented without reference to the context of the research from which they come, leading to inappropriate conclusions. Consequently, we must use data cautiously and carefully, reflecting the complex experiences of abused families and the limitations of the research we have to describe them.

We can do better. The Department is currently engaged in a process of trying to develop consensus definitions. We will seek better and more valid approaches to collecting information. Because the rewards for collecting information about family and intimate violence as part of national randomized household surveys would be great, we will explore the feasibility of doing so. We will draw on the expertise of the CDC and the Bureau of Justice Statistics at DOJ.

We plan to initiate discussions with the Census Bureau about the Survey of Program Dynamics for which a late stage is now being planned. We will also explore the feasibility of including violence information in other ongoing longitudinal surveys such as the Survey of Income and Program Participation (SIPP) which would enable us to track individual's experiences over time. Also, we will explore the feasibility of collecting violence information in national health surveys.

HHS is funding a number of studies to increase our understanding of both the scope of family and intimate violence as well as the effectiveness of selected program interventions. In terms of the scope of the problem, for example, NIH is funding studies of the violence, psychological symptoms, health problems, and childhood behavior problems of women and children in high crime, multi-ethnic neighborhoods; and another of the problem of abuse among female caregivers in both Anglo-American and Mexican-American families. An exploratory study by ASPE will conduct new secondary analyses of data on the issue of teen dating violence, hold focus group discussions and review legal issues. Another study, funded by the National Institute of Child Health and Development (NICHD), will examine factors which predict relationship violence among inner-city youth.

Studies of program interventions include an NIH-funded evaluation of a cognitive intervention program designed to reduce violence among boys who have shown signs of using violence with their families or intimate partners, and an evaluation of a community-based program administered by nurses which focuses on abuse of female caregivers.

As other new issues are identified, we will explore opportunities for studying them.

**Attachment A**

**Preventing Violence Against Women  
Major Accomplishments of the Department of Health and Human Services**

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## PREVENTING VIOLENCE AGAINST WOMEN

### MAJOR ACCOMPLISHMENTS OF THE DEPARTMENT OF HEALTH AND HUMAN SERVICES

*"I call on American men and women in families to give greater respect to one another. We must end the deadly scourge of domestic violence in our country."*

*-- President Clinton, State of the Union address, 1996*

#### Major Initiatives

*National Domestic Violence Hotline.* The hotline has received more than 118,000 calls from all 50 states, the District of Columbia, Puerto Rico and the US Virgin Islands, since it was established in the Violence Against Women Act and launched by President Clinton on February 21, 1996. The vast majority of these calls are from individuals who have never before reached out for assistance. To support the tremendous response to this service, the hotline received \$1.2 million in funding for FY 1997 -- an \$800,000 increase over its original 1997 authorization. A 24-hour, toll-free service, the hotline provides crisis assistance and local shelter referrals for callers across the country. Also in effect is an evaluation of the domestic violence hotline which will tell us how well the hotline is functioning, how well the public is being served, if staff and resources are adequate for tasks involved, and how well information is reaching the intended audiences.

*Executive Action on Domestic Violence and Welfare Reform.* On October 3, 1996, President Clinton urged all states to implement the Family Violence provisions included in the welfare bill he signed on August 22, 1996. To help welfare recipients who are victims of domestic violence move successfully into work, the provisions give states the option to screen welfare recipients for domestic abuse; refer them to counseling and supportive services; and temporarily waive any program requirements that would prevent recipients from escaping violence or would unfairly penalize them. The President also directed the Department of Health and Human Services to assist states in implementing the provisions. HHS is readying proposed regulations that address domestic violence provisions of the law, has awarded a contract to the National Resource Center on Domestic Violence to provide technical assistance, and is funding research to learn about best practices.

*The Advisory Council on Violence Against Women.* The Advisory Council on Violence Against Women was created on July 13, 1995. Co-chaired by Attorney General Janet Reno and Secretary of Health and Human Services Donna Shalala, the Council consists of 47 experts -- representatives from law enforcement, media, business, sports, health and social services, and victim advocacy -- working together to prevent violence against women.

*The Violence Against Women Act (VAWA).* VAWA passed as part of the Crime Act of 1994. It

is landmark bipartisan legislation -- combining tough new penalties with programs to prosecute offenders and help women victims of violence. VAWA is authorized to provide \$1.6 billion over five years to hire more prosecutors and improve domestic violence training among prosecutors, police officers, and health and social services professionals. It provides for more shelters, counseling services, and research into effective public education campaigns. In addition, VAWA sets new federal penalties for those who cross state lines to continue abuse of a spouse or partner. VAWA makes it unlawful for any person who is subject to a restraining order to possess ammunition or a firearm. It also requires states to honor protective orders issued in other states and gives victims the right to mandatory restitution and the right to address the court at the time of sentencing.

Within the Department of Health and Human Services, the following programs were authorized under VAWA.

- o Grants for Battered Women's Shelters. In FY 1997, HHS awarded \$72.8 million to states, territories, tribes and others to expand the availability of shelter services to victims of family violence and their dependents and provide other prevention assistance efforts -- an increase of 53 percent over the \$47.6 million available in FY 1996. These resources will also support related services, such as community outreach and prevention, children's counseling, and linkage to child protection services.
- o Education and Prevention Grants to Reduce Sexual Assaults Against Women. This program provides grants to states for rape prevention and education programs conducted by rape crisis centers or similar nongovernmental, nonprofit entities. States receiving grants must devote at least 25 percent of their funds to education programs targeted to middle school, junior high school, or high school students. HHS funded \$35 million to all states and territories for education and prevention grants to reduce sexual assaults in FY 1997, an increase of 22 percent over its 1996 expenditure.
- o Coordinated Community Responses to Prevent Intimate Partner Violence. This program will help build new community programs, strengthen existing intervention and prevention programs, and evaluate the impact of comprehensive community programs. HHS awarded 10 grants in FY 1997 for primary prevention activities in communities.
- o Education and Prevention Services to Reduce Sexual Abuse Among Runaway, Homeless, and Street Youth. This \$8 million program provides street-based outreach and education to runaway, homeless, and street youth who have been subjected to or are at risk of sexual abuse. The FY 1997 funding was an increase of 42 percent over FY 1996.
- o Youth Education on Domestic Violence. HHS has studied school-based curricula for youth and will make recommendations to Congress about the models for use in primary, middle and secondary schools. Curricula has been examined closely by an expert panel to ensure the development and implementation of successful prevention programs for

educating youth on domestic violence.

*National Resource Centers Addressing Domestic Violence.* HHS funds four national resource centers on domestic violence: general issues, health, child protection and custody, and the law. A fifth resource center to serve Native American tribes has just been funded and will begin operation this year. HHS has also funded the National Center on Elder Abuse.

*Domestic Violence Victims Under the Immigration Law.* At the Administration's urging, Congress included a provision in the immigration bill that the President signed on September 30, 1996, to ensure that immigrant women and children who are victims of domestic violence are eligible for vital public health services and are not denied services or subjected to deportation due to changes in rules. In addition, the immigration law now makes battered immigrants eligible for cash assistance and Medicaid if the states exercise this option.

*Workplace Violence at HHS.* This year, Secretary Shalala announced the completion and distribution of workplace violence guidelines for employees of the Department of Health and Human Services with a special section addressing domestic violence. One goal of this effort is to create and support a work environment in which potentially violent situations in HHS are prevented and effectively addressed. Another goal is to increase employee understanding of the nature of workplace violence. In Washington, DC, HHS sponsored a Workplace Violence Education Fair.

### Other Major Activities

#### **I. Strengthening the health care system's ability to screen, treat, and prevent family and intimate violence.**

*Training of Health Professionals.* HHS has supported numerous activities in this area. For example: development of a framework for evaluating health care provider training programs; surveying all medical schools to determine the extent to which students are being prepared to deal effectively with issues of family and intimate violence; evaluating WomanKind, a hospital-based case management and advocacy program for victims of intimate partner violence, which also trains medical and hospital staff in the identification, referral, and treatment of these victims; development of professional training curricula for nurse-midwives; and an inventory of health care provider training materials to identify and treat victims of partner violence and sexual assault.

*Substance Abuse-Related Materials.* HHS has funded important projects to assist those working in the substance abuse field to address domestic violence. A treatment improvement protocol for providing substance abuse treatment to survivors of domestic violence as well as their perpetrators will be published shortly. HHS supported the development of a comprehensive curriculum and trained community teams on how to address violence against women.

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*National Nursing Summit.* HHS is supporting a National Nursing Violence Against Women Strategy Initiative with participants from national nursing organizations to begin collaborations and the development of a national nursing strategy. The first National Nursing Summit on Violence Against Women will be held on October 27, 1997.

**II. Increasing the ability of battered women, including those on welfare, to obtain and retain employment and access child support.**

*Child Support Enforcement.* Demonstration grants were awarded to study issues of domestic violence, child support and welfare-to-work. Each grant will demonstrate approaches by which state and local agencies are addressing domestic violence. The results from these grants will provide additional data on the incidence of domestic violence among the child support/TANF recipients.

*Child Support Enforcement Forum and Report.* In February 1997, HHS convened a group of experts to discuss issues related to domestic violence and child support enforcement. The forum provided an opportunity to share ideas and to specify the technical assistance most needed. Results of this meeting have been widely disseminated. HHS is also working with the National Child Support Enforcement Association in holding a domestic violence conference in Austin, Texas, December 4-5, 1997 to train state child support and TANF staff on these issues.

*Collaboration Between Welfare Agencies and Domestic Violence Providers.* In FY 1997, HHS funded 12 grants to states and localities to enhance collaboration between domestic violence experts and welfare departments.

*Domestic Violence and TANF.* HHS funded a demonstration project in a local welfare agency to test out approaches to screening, case planning, and provision of services to victims of domestic violence so they can move safely from welfare to work.

*Technical Assistance to State Welfare and Child Support Administrators.* HHS is providing technical assistance to state welfare and child support administrators through the National Resource Center on Domestic Violence. Guidance on new approaches to working with battered women is being developed by teams of state officials and domestic violence experts. To help disseminate this information, each state has designated a child support and a welfare contact person for domestic violence issues.

*Persons with Disabilities.* In FY 1997, HHS established a National Technical Assistance Center on Welfare Reform and Disability. One focus of this Center will be to increase our understanding about linkages between welfare, disability, and domestic violence.

**III. Encouraging greater linkages between the child welfare, family and intimate violence, and criminal justice fields to protect better both children and parents in homes where violence occurs.**

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*Collaboration Between Child Welfare Agencies and Domestic Violence Providers.* 26 grants have been funded over three years to local programs to stimulate collaboration between child welfare agencies and domestic violence providers. These projects primarily train child welfare staff to identify and respond appropriately to instances of domestic violence in their caseloads.

*Child Welfare Training Grants.* Five child welfare training grants to schools of social work to develop curricula and train social workers in family violence have been funded.

*Community-Based Primary Prevention Projects.* Several of the community-based primary prevention projects, which are described below, will engage in activities directed at youth. These projects seek to change attitudes and knowledge of youth about violence and will study how effective they are in preventing violence.

#### **IV. Enhancing community prevention and response systems by increasing collaboration between HHS and DOJ state and community-based grantees and other community-based groups.**

*Coordinated Community Response Projects.* These six three-year projects are designed to enhance and evaluate a coordinated community response to intimate partner violence. Three of these projects are being implemented in rural communities for developmental purposes, and the remaining three are being implemented in larger communities with existing intimate partner violence prevention coalitions for expansion purposes. All projects are working with HHS to develop core instruments to evaluate their programs as a multi-site coordinated effort.

*Community-Based Primary Prevention Projects.* A key focus of these 10 projects is on prevention strategies related to children who witness intimate partner violence in the home. Part of the funding has been available only to community-based organizations serving racial and ethnic minority populations in order to gain a greater understanding of prevention strategies within the context of individual cultures. These projects are funded for three years and evaluation results should be available by the spring of 2000.

*Older Women Victimized by Domestic Violence.* Six local and state domestic violence discretionary projects were completed that demonstrate a coordinated system of services and interdisciplinary professional training to meet the needs of older women (defined as women over fifty) victimized by domestic violence.

*Freedom From Fear Campaign.* Region III of HHS sponsored four Freedom From Fear regional conferences during FYs 96 and 97: one on elder abuse; one on violence against women; one on child abuse prevention; and one on family violence connections.

*Increased Public Awareness and Education.* Support was provided to local, state, and national family and intimate violence organizations for the national public awareness campaign *There's No Excuse for Domestic Violence*.

V. **Increasing the knowledge base about family and intimate violence, through data collection and research.**

*National Academy of Science Violence Against Women Research Study.* HHS and DOJ funded this study which continues to guide our research agenda aimed at understanding and controlling violence against women. The primary tasks of the study were to synthesize the relevant research literature and develop a framework for clarifying what is known about the nature and scope of violence against women, supplemented with lessons learned by field professionals and service providers, and finally to identify promising areas of future research. The conclusions of the panel were published by the National Research Council in a report to Congress entitled *Understanding Violence Against Women*.

*National Academy of Science Assessment of Family Violence Intervention.* HHS co-sponsored and supported a study on the characterization and assessment of family violence. This study is developing a synthesis of pertinent research and expert opinion regarding the strengths and limitations of existing program interventions in the area of family violence.

*Violence Against Women and Violence Within the Family.* \$5.7 million was awarded for 12 three-year research grants focusing on violence against women and violence within the family. The grants will encourage research on the abuse of children and elderly, partner violence, sexual violence, and perpetrators and victims of multiple episodes of family violence (e.g., abused children who witness parental domestic violence). Individual grants include the following: Children of Battered Women Project, Intervention for Domestic Abuse Among Latinos, Partner Violence in Native American Women Project, Intervention for Abuse of Aging Caregivers, The Effects of Community Violence on Women and Children, Prevention of Post-Rape Psychopathology in Women, and Treatment of Violent Adolescent Males From Abusive Homes.

*Violence Against Women Research Program of NIMH.* During the last 20 years, funding averaging \$6 million per year has been awarded for scientific research on violence against women as part of HHS' mental health research program. Early epidemiological studies provided strong evidence that family violence, especially child abuse and spouse abuse, were more common events in American families than society had believed. In addition, intervention research examines the effectiveness of treatment and prevention programs.

*National Survey of Intimate Partner Violence.* Through a joint grant by CDC and NIJ, the Center for Policy Research in Denver, Colorado has conducted a national survey of intimate partner violence and other violence against women. The survey has been completed and the initial reports on results will be coming out this year, including a report on stalking, prevalence, incidence, and medical needs of victims.

Domestic Violence

NATIONAL DOMESTIC VIOLENCE AWARENESS MONTH, 1997

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BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

In observing the month of October as National Domestic Violence Awareness Month, the American people reaffirm our conviction that domestic violence is not a private family matter--it is a very public scourge affecting the life of our Nation.

Too many of America's homes have become places where women, children, and the elderly suffer physical abuse and emotional trauma. Domestic violence is the leading cause of injury to women in our country, and it occurs among all racial, ethnic, religious, and economic groups. It is a particularly devastating form of abuse because it wears a familiar face: the face of a husband, parent, or boyfriend. This violence too often extends beyond the home and into the workplace. Workplace violence has become an all too common phenomenon.

My Administration is committed to ending this violence and to protecting women in all aspects of their lives, both at work and at home. In 1994, I signed the Violence Against Women Act, which combined tough new penalties for offenders with funding for much-needed shelters, counseling services, public education, and research to help the victims of violence. The federal penalties and prevention efforts included in this legislation have improved our ability to deter crimes of domestic violence. In fact, during the last fiscal year, the Department of Health and Human Services increased by 53 percent its awards to states, territories, and tribes to expand the availability of shelter services to victims of family violence and their dependents and to provide other prevention and support efforts such as community outreach, children's counseling, and linkage to child protection services.

Under the landmark Crime Bill, we established the Office of Violence Against Women in the Department of Justice to lead our comprehensive national effort to combine tough federal laws with assistance to states and localities to fight domestic violence and other crimes against women. In February of 1996, we launched the 24-hour-a-day, toll-free National Domestic Violence Hotline, 1-800-797-SAFE, so that women in trouble can find out how to get emergency help, find shelter, or report abuse. We also initiated an Advisory Council on Violence Against Women to bring national attention to successful, multifaceted solutions to combating violence and sexual assault.

We cannot simply rest on past efforts. My Administration is continuing its work to prevent domestic violence and to care for its victims in the community and in the workplace. We are committed to strengthening the health care system's ability to screen, treat, and prevent family violence by assisting in training efforts of health care providers and funding projects to assist those in the substance abuse field to address domestic violence. We are working to improve collaboration between persons in the human services area and those in the criminal justice area to

enhance community responses to domestic violence. The Department of Health and Human Services has six three-year projects ongoing to coordinate community responses to domestic violence.

Finally, as a further step to my 1995 directive to all federal departments and agencies to conduct employee awareness campaigns on domestic violence with the goal of providing employees with information and resources to deal with domestic violence, the Office of Personnel Management is developing a guide targeted to agency planners to help develop programs to prevent and respond to all types of violence against federal employees, including domestic violence as well as threatening, harassing, and intimidating behavior. This guide, drafted by experts in the areas of mental health, investigations, law enforcement, threat assessment, and employee relations, will serve as a useful tool in protecting those in the federal workforce from all types of violence, including domestic violence.

We need to continue to coordinate efforts between the public and private sector to combat domestic violence in the home, the community, and the workplace. These efforts are, and should continue, to acknowledge that no victim lives in isolation. The families of victims also need our support. No child should have to live in an abusive home. No woman should live in fear in her home, on the streets, or in her job. Only through a national commitment to this effort can we ensure that victims of domestic violence feel safe in all of their daily activities.

NOW, THEREFORE, I, WILLIAM J. CLINTON, President of the United States of America, by virtue of the authority vested in me by the Constitution and laws of the United States, do hereby proclaim October 1997 as National Domestic Violence Awareness Month. I call upon government officials, law enforcement agencies, health professionals, educators, community leaders, and the people of the United States to join together to end the domestic violence that threatens so many of our people.

IN WITNESS WHEREOF, I have hereunto set my hand this            day of            , in the year of our Lord nineteen hundred and ninety-seven, and of the Independence of the United States of America the two hundred and twenty-second.

Also do you have Janna Sadley's #?

Make any and all edits

EW

## PRESIDENT CLINTON AND VICE PRESIDENT GORE: FIGHTING TO END DOMESTIC VIOLENCE

*"I call on American men and women in families to give greater respect to one another. We must end the deadly scourge of domestic violence in our country."*

-- President Clinton, State of the Union Address, 1996

### Domestic Violence - A National Problem

- ▶ Each year, approximately 1 million women are victimized by violence perpetrated by an intimate.[Bureau of Justice Statistics, 1995]
- ▶ Only 23% of perpetrators of violence against women are strangers to their victims.[Bureau of Justice Statistics, 1992-1993, 1994]
- ▶ In 1995, the American Medical Association estimated that 20% to 30% of women who seek emergency room medical treatment are there due to a partner's physical abuse.[Bureau of Justice Statistics, 1995]
- ▶ From 1987 to 1992, workers were the victims of nearly a million crimes a year, on average, at a variety of public and private workplaces. And when the victim was a woman, she was much more likely than a man to know the attacker.[New York Times, 3/10/96]
- ▶ 74% of employed battered women are harassed at work, either in person or over the telephone. [Clearinghouse Review, Special Issue, 1994, Vol.28., No.4]
- ▶ Domestic violence costs employers \$31 billion each year due to absenteeism. This averages to \$124 annually for each American.[National Clearinghouse Review, Special Issue, 1994, vol. 28, no.4]

The Clinton Administration has done more than any other Administration in history to fight domestic violence. The President fought for and signed the Violence Against Women Act, as part of the 1994 Crime Bill. The Violence Against Women Act is landmark legislation in its scope and mission. For the first time, the federal government has adopted a comprehensive approach to fighting domestic violence and violence against women, combining tough new penalties with the programs to prosecute offenders and help women victims of violence. The passage of the Violence Against Women Act was a crucial turning point in our national effort to break the cycle of domestic violence.

#### The Act forged a new strategy to fight domestic violence:

- ▶ Provided \$1.6 billion over five years to hire more prosecutors and improve domestic violence training among prosecutors, police officers, and health and social services professionals.
- ▶ Provided for more shelters, counseling services, and research into effective public education campaigns.
- ▶ Made interstate domestic violence and harassment a federal offense.
- ▶ Outlawed the possession of firearms by those who are subject to a restraining order.
- ▶ Required states to honor protective orders issued in other states and gives victims the right to mandatory restitution and the right to address the court at the time of sentencing.

The Violence Against Women Act is the touchstone to the President's efforts to fight domestic violence. However, the Administration has built on this achievement with other, concrete steps to help the victims of violence as well as efforts to prosecute the perpetrators of this violence.

#### **WORKING TO COMBAT VIOLENCE:**

**Extended the Brady Bill to deny handguns to anyone convicted of domestic violence.** Under the law, anyone who commits an act of domestic violence against a spouse or child would be prohibited from having a gun. The law also adds domestic violence convictions to the "Brady Checklist" sent to local law enforcement for a background check prior to each handgun sale from a federally licensed firearms dealer.

**Bolstered local law enforcement, prosecution and victims' services to better address violence against women through \$275 million in state grants.** Over the next four years, a total of \$800 million in federal funds is authorized to assist states as they restructure their law enforcement response to address violent crimes against women. Since October 1995, the Administration has awarded more than \$275 million in S\*T\*O\*P Violence Against Women Grants to states and territories for restructuring their criminal justice systems to respond better to domestic and sexual violence.

**Signed the Interstate Stalking Punishment and Prevention Act of 1996** makes it a federal crime to cross state lines intending to injure or harass another person.

**Working with local prosecutors to stop domestic violence.** The Department of Justice awarded states \$60 million to encourage policies of arrest of domestic violence offenders at the local level. Another \$1.5 million was dispersed under the National Stalker and Domestic Violence Reduction Program to improve the collection, handling, and accessibility of crime data.

#### **HELPING PROVIDE RESOURCES TO VICTIMS OF VIOLENCE**

**Established nationwide 24-hour domestic violence hotline** providing immediate crisis intervention, counseling and local shelter referral to victims across the country. The hotline has received over 118,000 calls from all over the country, since it was launched by President Clinton on February 21, 1996.

**More than tripled funding for battered women's shelters.** In 1993, the federal government spent \$20 million on battered women's shelters. In FY 1997, the Clinton Administration spent \$58 million. And it has spent even more on related services, such as community outreach and prevention, children's counseling, and linkage to child protection services. Overall, the Clinton Administration has granted states, territories, and Indian tribes nearly \$175 million to support the system of 1,400 emergency shelters, safe homes, and related services nationwide.

**Compensating victims of violence.** Through the Department of Justice's Office for Victims of Crime, the Administration has provided \$92 million to help compensate crime victims, including domestic violence survivors, for their losses; provide victims with emergency shelter, food and medical care; and improve, through police-and court-training, how the criminal justice system handles their cases.

**Helping victims gain access to the legal system.** On June 20, 1996, President Clinton announced a \$46 million for grants to localities to utilize community policing to combat domestic violence. The Justice Department's Office of Community-Oriented Policing Services has funded grants to over 300 jurisdictions for innovative community policing strategies aimed at curbing domestic violence. In addition, the Justice Department has encouraged mandatory arrests policies for the primary aggressor in domestic violence cases by awarding grants to 122 communities which are pursuing this strategy to combat violence.

**Personal Responsibility and Work Opportunity Reconciliation Act of 1996.** The President's welfare reform law includes a provision allowing states to exempt battered women from certain restrictions the act. On October 3, 1996, President Clinton urged all states to implement the Family Violence provisions included in the welfare bill. To help welfare recipients who are victims of domestic violence move successfully into work, the provisions give states the option to screen welfare recipients for domestic abuse; refer them to counseling, and supportive services; and temporarily waive any program requirements that would prevent recipients from escaping violence or would unfairly penalize them.

**Strengthening the health care system's ability to screen, treat, and prevent family and intimate violence.** The Clinton Administration is helping to train those in the medical profession to identify and deal with the problem of battered women. These efforts include development of a framework for evaluating health care provider training programs; surveying all medical schools to determine the extent to which students are being prepared to deal effectively with issues of family and intimate violence; and working with national nursing organizations to begin collaborations and the development of a national nursing strategy on dealing with domestic violence.

## **LEADING A NATIONAL EFFORT TO RAISE AWARENESS OF DOMESTIC VIOLENCE**

**The Advisory Council on Violence Against Women.** President Clinton created the Advisory Council Against Women on July 13, 1995. Co-chaired by Attorney General Janet Reno and Secretary of Health and Human Services Donna Shalala, the Council consists of 47 experts -- representatives from law enforcement, media, business, sports, health and social services, and victim advocacy -- working together to prevent violence against women and raise awareness of this pressing problem.

**Raising Awareness in the federal workplace.** President Clinton signed an executive memorandum on October 2, 1995 requiring all federal departments to begin employee awareness efforts on domestic violence. The Justice Department has distributed more than 90,000 copies of a domestic violence awareness booklet entitled "Stop the Cycle of Violence." In addition, this year, Secretary Shalala announced the completion and distribution of workplace violence guidelines for employees of the Department of Health and Human Services with a special section addressing domestic violence. These guidelines both help create and support a work environment in which potentially violent situations in HHS are prevented and effectively addressed and increase employee understanding of the nature of workplace violence.



## U.S. Department of Justice

*DV in workplace*

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DATE: 6-19-97TO: Mary SmithFAX #: 456-7431 PHONE #: 456-5571# OF PAGES: 28 (INCLUDING COVER)COMMENTS: Here is the draft proposal - hope  
it is useful.

Pat.

**U.S. DEPARTMENT OF JUSTICE**  
Washington, D.C. 20530

doj logo

**DOMESTIC VIOLENCE POLICY AND GUIDANCE:**

**THE DOJ WORKPLACE RESPONSE**

***STOP THE CYCLE OF VIOLENCE***  
*(graphic)*

***WHAT YOU CAN DO***

**Domestic Violence Prevention Policy and Guidance:****The DOJ Workplace Response****Contents****Page**

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Threats

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## Message to Managers

Much has been written and discussed in the media about loss of life, physical and psychological injury, and damage to property occurring as a result of domestic violence. However, little attention has been given to the serious and detrimental effects that domestic violence has on the workplace. As the incidence of domestic violence increases, so can we expect for the numbers associated specifically with workplace domestic violence to rise. Victims of domestic violence are typically trying desperately to maintain their on-the-job productivity and dignity, but, often feel alone and without resources. Without help, the victim's inaction may lead to lower job productivity, and acts of violence in the workplace perpetrated by the abuser against the primary victim, his or her coworkers, and/or Government property. The Department has developed this comprehensive plan to ensure that employees and managers will provide available support and assistance to employees who are experiencing domestic violence whether the abuse is occurring inside or outside the workplace or perpetrated by Departmental or non-Departmental persons. This support may include confidential means for coming forward for help, resource and referral information, additional security at the workplace, and other assistance base on individual need.

Violence, threats, harassment, intimidation, and other disruptive behavior associated with domestic violence will not be tolerated in our workplace; that is, all reports of incidents will be taken seriously and will be dealt with appropriately. Such behavior can include oral or written statements, gestures, or expressions that communicate a direct or indirect threat of physical harm. Individuals who commit such acts may be removed from premises and may be subject to disciplinary action and/or criminal penalties.

In light of the above, and in the Department's never ending quest to stay ahead of the curve on societal matters that spill over into the workplace, this comprehensive plan is aimed at maintaining a safe and healthful workplace for victims of domestic abuse and for providing support to employees who are being subjected to domestic violence outside the workplace. Please, carefully read the policy and guidance that follow.

Remember. Domestic violence is not just a family matter.

Janet Reno

## WORKPLACE DOMESTIC VIOLENCE POLICY AND GUIDANCE OVERVIEW

The Department has a continuing commitment to promoting a safe and healthful work environment for our employees. Incidents associated with domestic violence that spill over into the workplace are no exception to this Departmental concern and commitment. Domestic violence includes stalking or other forms of coercive behavior used by one person to gain power and control over another by means of physical acts of aggression, psychological intimidation, verbal abuse and/or economic control. It may occur between persons married or unmarried, living together or separately, and in heterosexual or same sex relationships. Further, domestic violence occurs between people of all racial, economic, social, educational and religious backgrounds, and is a major cause of injury to women. Although we typically think of women as victims of such violence, we must be mindful that men can be victims of domestic violence as well.

This policy and guidance is specifically designed to respond to workplace domestic violence which includes assistance and support for employees who are abused off the job as well as those victimized while in the workplace. A definition of workplace domestic violence is included in Appendix D. Individual employees, supervisors and managers, and human resource, security and employee assistance program representatives (See Appendix D.) must all be integrally involved in the Department's response to incidents of workplace domestic violence involving our employees. The specific responsibilities of employees, supervisors and managers, and each of these representative is addressed later in this policy and guidance.

### Employees Subjected to Domestic Violence Outside of the Workplace

Domestic violence occurring outside the workplace is the most common type of domestic violence but nevertheless has a major impact in the workplace. The domestic abuse an employee receives at home can lead to lost productivity, increased absenteeism, higher health care cost and increased stress for the victim and his or her coworkers, and thus, is a source of concern to Department employees and to the Department. Therefore, employees who identify themselves as victims of domestic abuse occurring outside of the workplace may expect the support of the Department in their attempts to resolve these often difficult problems.

### Employees Subjected to Domestic Violence in the Workplace

The Department has a continuing commitment to protect its employees from acts of aggression including those associated with domestic violence while in the workplace. Employees who are victims of domestic abuse in the workplace may expect the full support of the Department aimed at ensuring that they are able to perform their job duties in an atmosphere free of the threats and stressors associated with domestic abuse.

## **Prevention and Early Intervention**

graphic  
(Two people angrily pulling on a rope)

Strategies the Department will use to deter or minimize the occurrence and effects of domestic violence in the workplace include prevention and early intervention techniques. Employees who are victims of domestic violence will be provided support and assistance by the Department regardless whether the violence occurred on or off the job. This support may include providing resource and referral information, additional security at the work site, work schedule adjustments, workplace relocation or appropriate leave to obtain medical, counseling or legal assistance. Other appropriate support and assistance should be provided based on the unique needs of an employee. Options that employees who are victims of domestic violence have in coming forward for help from the Department are outlined in Employee Responsibilities (page X). The privacy interests of an employee who comes forward should be protected to the extent practicable.

The Department will publish and post in locations of high visibility, such as bulletin boards, break rooms, phone directories and on-line data systems, a list of resources for both victims and perpetrators of domestic violence. A list of these resources is also included in this booklet at Appendix A. In addition, the Department will provide resource information to employees on the prevention of workplace domestic violence.

## **Administrative Response to Acts or Threats of Workplace Domestic Violence**

The Department will ensure that mechanisms are in place to help employees who are victims of domestic violence no matter whether the abuse occurs on or off the job. These mechanisms will include having appropriate policies under which victims and perpetrators of domestic violence are able to receive assistance, Critical Incident Response Teams are formulated, and the responsibilities of supervisors, human resources, security and employee assistance representatives are made clear. Under this policy, the Department will not tolerate workplace domestic violence by a Department employee which includes but is not limited to harassment of any employee, client or contractor by a spouse, significant other or family member while in the Department offices, facilities, work sites, vehicles, or anywhere that an employee is conducting business on behalf of the Department. Discipline, including removal from the Federal Service will be considered for any employee who engages in workplace domestic violence. Engaging in any violent, aggressive, or threatening behavior, whether physical or verbal, that results in physical or emotional injury or otherwise

places a person's safety or productivity at risk, is considered an act of workplace domestic violence when the off-the-job relationship between the victim and perpetrator is a factor.

### **Performance and/or Conduct Issues Related to Domestic Violence**

It is the responsibility of each employee to perform in an acceptable manner and to maintain proper conduct; however, the Department recognizes that a victim of domestic abuse may experience on-the-job problems such as chronic absenteeism or inability to concentrate as a result of the violence. When an employee subject to a performance based or conduct based action confides that domestic violence has caused the problem, a referral for appropriate assistance should be made.

The manager, in collaboration with the employee, employee assistance program and human resource professionals should allow a reasonable amount of time for the employee to get help for the domestic violence. Managers should be mindful that the effects of domestic violence may be severe and take extended periods of time to be fully addressed. Approved leave, as appropriate, should be granted to victims and perpetrators of workplace domestic violence for purposes of seeking assistance. Such leave must be requested and granted in accordance with the procedures of an employee's work unit, Department policy, and Federal leave statutes and regulations.

## Critical Incident Response Team

Graphic

(concerned employees sitting  
at table)

The Department recognizes the necessity of quick decisive responses on behalf of those affected by an incident of workplace domestic violence. In this regard, each of the Department's bureaus should establish one or more Critical Incident Response Teams (CIRT) that will respond as quickly as possible when an **emergency situation** arises as a result of an incident of workplace domestic violence. Methods of distinguishing between emergency and non-emergency situations are discussed below.

The manner in which a potentially violent act or crisis involving workplace domestic violence is handled is important to the resolution of trauma for affected employees. The short-term response involves guarding against a possible immediate threat until a long-term solution can be developed. The long-term solution should address the root causes of the problem and minimize the chances of a recurrence of the threatening situation. In order to adequately address emergency incidents of workplace domestic violence, it is important to receive input from a number of Department resources. These resources may include representatives from security and human resources staffs, an employee assistance program professional and a bureau senior management official with line authority over the CIRT members. In addition, and when appropriate, it is important to include the manager of the work unit in which the emergency situation occurred as an important resource in developing short and long-term solutions. Accordingly, the Department bureaus should appoint four standing members and an appropriate number of alternates to their respective CIRTs, from the resources mentioned above, who will respond to all **emergency** situations involving incidents of workplace domestic violence. In addition, the Department will provide training to CIRT members on their functions and roles. A CIRT membership chart is located at Appendix B.

A workplace domestic violence **emergency** situation is defined as one which involves an act or threat against life or Government property. Other acts or threats may be handled as **non-emergencies**. When an emergency situation arises, the manager in the work unit in which the critical incident occurred should contact the CIRT. When contacted, the CIRT should meet as soon as possible ( sometimes via a telephone conference call) to plan a course of action to resolve the problem.

## Threats

(Graphic)

(Danger with universal "no - bar/circle across it)

Victims of domestic violence are often threatened by their abusers while the victim is at work (many times by telephone) and may report such threats to their supervisors or to co-workers. Concerned co-workers may then alert the supervisor. Either way, the supervisor is responsible for evaluating the situation to determine its seriousness.

Not all abusers who threaten, however, actually intend to carry out the threat. To distinguish serious threats from mere attention seeking or grandstanding, supervisors should seek the services of employee assistance program and human resources representatives. If after discussing the facts, the parties believe that someone has threatened domestic violence or has a genuine fear of it, or if the parties are unable to reach a consensus on whether a threat is real, appropriate action must be taken. The employee assistance program representative or human resources representative may decide to convene the CIRT in such situations.

Workplace domestic violence threats may come from several sources or categories of individuals and may require an immediate response. The following guidance applies.

Anyone witnessing a workplace domestic violence threat from a non DOJ employee should contact a security representative, the Federal Protective Service (FPS), the local police, and the CIRT, as appropriate. Managers of each work location covered by this policy should know their security coverages, i.e., whether it is appropriate to contact the FPS, local police, or another law enforcement entity when a domestic violence situation occurs in the workplace.

If one employee threatens another employee in a domestic violence situation, the supervisor should contact a security representative, if deemed advisable, to remove the employee/perpetrator from the work site. Approved leave, consistent with work unit procedures, Department policy and Federal leave statutes and regulations, may be granted to the perpetrator and/or the victim of the workplace domestic violence threat if he or she requests it. Approved leave is also appropriate if the perpetrator does not request leave, and circumstances warrant removing him or her from the work site. In addition, the supervisor must alert the CIRT when such threats occur.

Anyone who receives a workplace domestic violence threat from a contractor should promptly report the situation to his or her supervisor or manager who should contact a security representative to arrange for the immediate removal of the contractor from the work site. In addition, the contracting officer's representative must contact the appropriate CIRT.

## **Workplace Safety Plans**

(Graphic)  
(Security Officer or security  
desk)

A workplace safety plan is designed for each incident of domestic violence to protect a particular employee from a specific threat. The CIRT, with appropriate input, designs the plan based on the employee's particular circumstances. The purpose of a workplace safety plan is guard against acts of domestic violence taking place in the workplace and to provide assistance and a supportive atmosphere to employees who are abused outside of the workplace. Elements that are commonly included in a workplace safety plan are located at Appendix C and each should be considered in the developing a plan for a victim based upon his or her individual needs.

A victim of workplace domestic violence should be a critical participant in the development of any workplace safety plan and with the assistance of Departmental resources, should decide what elements to include in the plan. However, if it is determined that other employees or customers are at risk because of the domestic violence situation, the Department will take the steps necessary to ensure their safety.

## **The Manager's/Supervisor's Responsibilities**

(graphic)

(Group around a table)

- Immediately contact the CIRT when a workplace domestic violence emergency situation arises with an employee.
- Be aware of performance-related, physical or behavioral changes in employees and consult with human resources, employee assistance, security, and the chain of command, as appropriate. While supervisors should monitor employees for such changes, they should not attempt to diagnose the problem. In addition to possible bruises, symptoms associated with domestic violence include declining job performance, chronic absenteeism, repeated physical injuries, excessive clothing, obsession with time, emotional distress, excessive personal telephone calls, depression and isolation.
- If a supervisor observes symptoms of domestic violence, it is important for him or her to convey the concerns regarding those signs and symptoms to appropriate officials for advice and guidance. It is critical that supervisors respect the privacy interests of employees to the extent practicable. In short, the privacy interests of the employee must be balanced against the likelihood of an emergency workplace violence situation occurring.
- Work with the employee and other Department resources to develop a workplace safety plan. The elements of the plan may include relocating the employee, monitoring the employee's telephone calls, arranging a new telephone number for the employee, adjusting the employee's work schedule and granting approved leave, as appropriate, for medical assistance, legal assistance, therapeutic counseling, court appearances, relocation, or to make other arrangements to enhance the safety and well-being of the employee.
- Be responsive when an employee who is either a victim or perpetrator of domestic violence asks for help. Immediately contact human resources, employee assistance and security representatives, and the chain of command, as appropriate.
- Comply with all civil protection orders. If both the plaintiff and defendant in a civil protection order are employees of the Department, the supervisor must work with the CIRT to ensure that the defendant is relocated to a work location in which the defendant

will have no contact with the plaintiff. A supervisor who observes a violation of a civil protection order, must contact the CIRT immediately.

- The employee's boundaries and privacy must be respected, even if a supervisor thinks the employee is backsliding into the abusive relationship. A victim of domestic violence may make several attempts to leave the abusive situation before being able to leave the perpetrator. Leaving abusive relationships is often difficult for victims of domestic violence because of financial concerns, welfare of children and threats of violence.
- Consult with a human resources representative before taking disciplinary action against employees who violate workplace domestic violence policy.
- Inform subordinates periodically of the Department's policy and guidance on maintaining a work environment free from acts of workplace domestic violence.

## **Employee Responsibilities (Victims)**

- Talk with a trusted co-worker, friend or manager about your situation.
- Contact the Employee Assistance Program at 202-514-8236, 1-800-626-0385, or the National Domestic Violence Hotline at 1-800-799-SAFE (Voice) and 1-800-787-3224 (TDD)
- Call the local police if you are in immediate danger.
- Coordinate approved absences from duty with your supervisor. Provide acceptable supporting documentation, be clear about your intention to return to work, and be sure to maintain contact with your supervisor during your absence.
- If your safety is a concern, submit a recent photograph of the perpetrator and a copy of your protection order to your supervisor, security and the police department. This will assist in identifying the perpetrator by allowing the Department to develop and implement precautions to tighten security should he or she attempt to enter the workplace.
- Work with your CIRT to develop or modify a workplace safety plan for each incident.

## **Employee Responsibilities (Perpetrators)**

- If you want need/ want help, contact the Employee Assistance Program at 202-514-8236 or 1-800-626-0385 for confidential consultation and resources available to assist you.
- Contact a batterer's intervention program. (See Appendix A.)

## **Employee Responsibilities (Witnesses to Domestic Violence)**

- Report any workplace domestic violence or threats that you experience, as an unintended victim, or witness, to your supervisor, human resources, security and/or an employee assistance program representative. Failure to do so may place a co-worker or you at greater risk of harm.

## **Employee Assistance Program Responsibilities**

- Train Employee Assistance Program staff on identifying the warning signs of potential violence in both the perpetrator and the subject of domestic violence.
- Train Employee Assistance Program staff on effective means of intervening in cases of real or suspected domestic violence.
- Maintain up-to-date referral resources on domestic violence hotlines, advocacy groups, shelters, counseling services and legal services. Referral listings should include resources for perpetrators such as batterer's intervention programs.
- Conduct periodic site visits to referral resources to ensure that the quality of assistance provided by the resource is being maintained.
- Provide education on domestic violence through existing or new channels such as lunchtime seminars, newsletters, posters, pamphlets, and employee and management training sessions.
- Educate the Department about the Employee Assistance Program's ability to intervene in workplace domestic violence situations. Inform managers and supervisors of the need to contact an employee assistance program representative immediately with any concerns regarding workplace domestic violence victims or perpetrators.
- Work with victims of workplace domestic violence and the appropriate CIRT to formulate workplace safety plans.
- Maintain the confidentiality of clients experiencing domestic violence in accordance with law and Departmental procedures.
- With the victim's or perpetrator's permission, provide advice and consultation to supervisors to seek workplace cooperation concerning leaves of absence, correction of performance or conduct deficiencies, and safety needs.
- Participate as needed in assessing workplace domestic violence threats.
- Arrange for or conduct critical incident stress debriefings, as appropriate.
- Convene CIRTs, as appropriate.

## **Human Resources Responsibilities**

- Maintain a list of services available to victims and perpetrators of domestic violence.
- Work with victims, supervisors and managers, employee assistance program and security representatives to develop workplace safety plans for victims of workplace domestic violence. Ensure that victims are integrally involved in the development of the workplace safety plan.
- Provide advice and assistance to supervisors and managers in assessing any domestic violence threat to harm Department employees or Government property through the CIRTs.
- Advise supervisors and managers on granting leave, adjusting work schedules, and attempting to find continued employment for victims of domestic violence.
- Protect the privacy interests of victims in any actions taken under the Department workplace domestic violence policy.
- Assist supervisors and managers in taking corrective action against employees who use Department resources such as telephones, mail, or faxes, etc. to perpetrate workplace domestic violence. Aid managers and supervisors in assessing the connection between employees convicted of a domestic violence crime and its impact on the efficient operation of the Department.
- Convene CIRTs, as appropriate.

## Security Responsibilities

- Immediately respond to any incident of domestic violence in any Department of Justice workplace. Intervene to neutralize the situation, document the incident and contact the appropriate law enforcement agency for investigation.
- Provide security advice, consultation and reasonable assistance to employees who experience workplace domestic violence.
- Keep a certified copy of any civil protection orders provided by employee/victim on file.
- Document violations of the protection order at the workplace.
- Accept transferred, harassing telephone calls from the employee's abuser and document such calls.
- Work closely with the local police to ensure workplace safety.
- Convene the CIRT, as appropriate.
- Participate in the development of security portions of workplace safety plans.

### Critical Incident Response Team Responsibilities

- Convene (can be telephonically) as quickly as possible when contacted and informed of an emergency situation that has arisen as a result of workplace domestic violence. When appropriate, include the manager of the work unit in which a workplace domestic violence situation has occurred in CIRT discussions and planning.
- Participate in the development of workplace safety plans, as appropriate.
- Aid supervisors and managers in the assessment of threats related to workplace domestic violence.
- Plan courses of action to resolve problems associated with workplace domestic violence.

## Appendix A

### DOMESTIC VIOLENCE PREVENTION RESOURCES

U.S. Department of Justice Employee Assistance Program

202-514-8236

1-800-626-0385

Business hours

202-514-5000

Non-Business hours

U.S. Department of Justice Protective Security Office

202-514-3271

National Domestic Violence Hotline

1-800-799-SAFE (Voice)

1-800-787-3224 (TDD)

National Coalition Against Domestic Violence

303-839-1852

National Battered Women's Law Project

212-741-9480

National Resource Center on Domestic Violence

1-800-537-2238

Health Resource Center on Domestic Violence

1-800-313-1310

Center for the Prevention of Sexual and Domestic Violence

206-634-1903

National Network to End Domestic Violence

202-434-7405

D.C. Coalition Against Domestic Violence

202-783-5332

**Appendix B**

(Graphic note: make a pentagon, add  
boxes and center)

**CRITICAL INCIDENT RESPONSE TEAM REPRESENTATIVES**

**Bureau Senior Management  
Official with Line Authority Over CIRT Members**

**Human Resources  
Representative**

**Employee Assistance Program  
Representative**

**Security Representative**

**Graphic: Blank box with "\*\*\*" inside**

**\*\*Manager Where Critical Incident  
Occurred-- at the Discretion of the Chair**

## Appendix C

### WORKPLACE SAFETY PLANS

The following human resources, security and employee assistance program issues should be considered in developing a workplace safety plan:

- The nature and seriousness of the threat.
- The vulnerabilities of the employee/victim while commuting to/from work, and while in his or her work space.
- The vulnerability of other employees and government equipment to injury or damage.
- Install additional security measures and devices for the victim and co-worker. These may include locking doors, installing cameras, silent alarms, cellular phones, posting security closer to the work area, and/or relocating the victim's work station.
- Obtain a copy of the victim's civil protection order and make certain that the order is current and available at all times.
- Provide a photograph of the perpetrator to reception areas and to security.
- Identify an emergency contact person in case the victim is unable to contact the Department.
- Provide guidance to the victim on how to enhance his or her personal safety during the commute to and from work.
- Have a security representative arrange for the local police or U.S. Marshall Service to escort the victim to and from parking areas or public transportation.
- Change the work schedule or work site of the victim if such changes are practicable and would enhance workplace safety.
- When possible and as requested, screen the victim's telephone calls at the workplace.
- Change the victim's work telephone number.
- Consult with the employee assistance program and human resources representatives, as appropriate.

## Appendix D

### DEFINITIONS

**Employee assistance program representative:** a DOJ or contract employee who provides EAP services to Department personnel. These services include intake, assessment, referral and follow-up on the full range of personal and family problems for Department employees and their immediate families including those problems associated with domestic violence.

**Human resources representative:** a DOJ employee in the program functions of employee relations and/or labor relations.

**Security representative:** a DOJ employee in the GS-080 series trained in various aspects of the security field, e.g., physical security, information security, personnel security, ect.

**Workplace domestic violence:** domestic violence that affects a Department employee on the job whether the abuse is occurring inside or outside of the workplace or perpetrated by Departmental or non-Departmental persons.

**Workplace safety plan:** a written plan specifically designed to provide against acts of domestic violence taking place in the workplace and to provide assistance and a supportive atmosphere to employees who are abused outside of the workplace.

(Poster)

(Department of  
Justice Logo)

***STOP THE CYCLE OF VIOLENCE GRAPHIC***

***What You Can Do***

For more information contact:

|                                        |                                                                                        |
|----------------------------------------|----------------------------------------------------------------------------------------|
| The Employee Assistance Program        | 202-514-8236 or<br>1-800-626-0385(Business Hours)<br>202-514-5000 (Non-Business Hours) |
| The National Domestic Violence Hotline | 1-800-799-SAFE (Voice)<br>1-800-787-3224 (TDD)                                         |

Or talk to a trusted co-worker, supervisor, or friend.

Tri-fold Panel 1

(Department of  
Justice Logo)

***STOP THE CYCLE OF VIOLENCE GRAPHIC***

***What You Can Do***

The National Domestic Violence Hotline

1-800-799-SAFE (Voice)  
1-800-787-3224 (TDD)

Department of Justice Employee Assistance Program

202-514-8236 or 1-800-626-0385  
202-514-5000 (Non-Business Hours)

## Tri-fold Panel 2

### **WHAT IS DOMESTIC VIOLENCE?**

Any form of coercive behavior by one person to gain power and control over another. It may include:

- physical aggression
- psychological intimidation
- verbal abuse
- stalking
- economic control
- prohibiting friendships and other normal activities
- harassment
- direct or indirect threats of physical harm

**Tri-fold Panel 3****WHAT IS THE JUSTICE DEPARTMENT'S POLICY ON WORKPLACE DOMESTIC VIOLENCE?**

Domestic violence can have a major impact on the workplace. The domestic abuse an employee receives at home or on the job can lead to lost productivity, increased absenteeism, higher health care cost and increased stress on the part of the victim and coworkers, and thus, is a source of concern to Department employees and to the Department.

Accordingly, violence, threats, harassment, intimidation, and other disruptive behavior associated with domestic violence will not be tolerated in our workplace; that is, all reports of incidents will be taken seriously and will be dealt with appropriately. Such behavior can include oral or written statements, gestures, or expressions that communicate a direct or indirect threat of physical harm. Individuals who commit such acts may be removed from the premises and may be subject to disciplinary action and/or criminal penalties.

#### Tri-fold Panel 4

#### WHAT CAN I DO?

- Talk with a trusted co-worker, friend or manager about workplace domestic violence situations that you observe or encounter.
- Call the local police if you or your co-workers are in immediate danger as a result of a workplace domestic violence situation.
- If you are a perpetrator of workplace domestic violence and you want help, contact the Employee Assistance Program at 202-514-8236 or 1-800-626-0385, or the National Domestic Violence Hotline at 1-800-799-SAFE (Voice) and 1-800-787-3224 (TDD)
- If you are a victim of workplace domestic violence, coordinate approved absences from duty with your supervisor. Provide acceptable supporting documentation, be clear about your intention to return to work, and be sure to maintain contact with your supervisor during your absence.

#### WHAT WILL THE DEPARTMENT DO?

- Maintain a list of services available to victims and perpetrators of domestic violence.
- Each of the Department's bureaus will establish a Critical Incident Response Team(s) that will respond to emergency situations arising as a result of workplace domestic violence.
- Provide education on domestic violence through existing or new channels such as lunchtime seminars, newsletters, posters, pamphlets, and employee and management training sessions.
- Provide security advice, consultation and reasonable assistance to employees who experience workplace domestic violence.

## MEMORANDUM

**TO: BRUCE REED**

**CC: ELENA KAGAN**

**FROM: TOM FREEDMAN, MARY L. SMITH**

**RE: NATIONAL WORK TO END DOMESTIC VIOLENCE DAY**

**DATE: JUNE 17, 1997**

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### SUMMARY

Domestic violence in the workplace is a surprisingly significant problem. Businesses and the Family Violence Prevention Fund have joined together to create a model policy. We recommend a White House event on this day to highlight the problem of domestic violence in the workplace.

### THE PROBLEM

- 94% of corporate security and safety directors surveyed ranked domestic violence as a high security problem.
- In an estimated 60,000 incidents of on-the-job violence, the victims knew their attackers intimately. See attached N.Y. Times article dated March 10, 1996.
- In one study, abusive husbands and partners harassed 74% of employed battered women at work, either in person or over the telephone, causing 56% of them to be late for work at least five times a month, 28% to leave early at least five days a month, and 54% to miss at least three full days of work a month.
- The National Institute of Justice estimates that from 1987 to 1990, domestic violence cost Americans \$67 billion a year.

### MODEL POLICY ON DOMESTIC VIOLENCE IN THE WORKPLACE

*The Model Policy on Domestic Violence in the Workplace* is a policy for employers to adopt in order to promote the health and safety of its employees, to heighten awareness of domestic violence, and to provide guidance for employees and management to address the occurrence of domestic violence and its effects in the workplace. The model policy emphasizes early intervention and education prevention strategies; zero tolerance for acts or threats of domestic violence in the workplace; leave options for employees experiencing threats of violence; and referral to assistance agencies for victims of domestic violence before disciplining for performance problems.

DOJ is also in the final stages of issuing a policy regarding violence against women in the federal workplace.

#### **SOME PARTICIPANTS IN LAST YEAR'S EVENT**

- Office for Victims of Crime
- Violence Against Women Office
- Aetna, Inc.
- American Council of Life Insurance
- American Federation of State, County, and Municipal Employees
- Bank of America
- Bechtel
- The Body Shop
- The Gap
- Kaiser Permanente
- Levi Strauss Foundation
- Liz Claiborne
- Marshalls
- Mintz, Levin, Cohn, Ferris, Glovsky, and Popeo, PC
- National Association of Manufacturers
- Newton-Wellsley Hospital
- NOW Legal Defense and Education Fund
- Polaroid Corporation
- Reebok
- Service Employees International Union
- Wells Fargo Bank
- WorkSafe

#### **POSSIBLE PARTICIPANTS FOR PLANNING MEETING**

- Aileen Adams, Office for Victims of Crime
- Betsy Myers, Small Business Administration
- Jackie Agtuca, Office of Violence Against Women, DOJ
- Bonnie Campbell, Violence Against Women Office, DOJ
- Kathy Colette, Director of Women's Rights, AFSME
- Ida Castro, Women's Bureau, Department of Labor
- White House Women's Office
- OPL

#### **RECOMMENDATION**

- Hold a White House event on October 1, 1997 to recognize the *National Work to End*

*Domestic Violence Day*, inviting businesses and unions to participate. The second annual *National Work to End Domestic Violence Day*, organized by the San Francisco-based Family Violence Prevention Fund, will be held on that date. Throughout the country, dozens of private businesses, public agencies, and unions that collectively employ millions of people will hold programs and distribute materials that alert workers to the prevalence of domestic violence.

- Announce that many of the employers are adopting a *Model Policy on Domestic Violence in the Workplace*.
- Announce alarm systems for battered women to be donated?

1ST STORY of Level 1 printed in FULL format.

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March 10, 1996, Sunday, Late Edition -- Final

SECTION: Section 3; Page 11; Column 1; Money and Business/Financial Desk

LENGTH: 1177 words

HEADLINE: EARNING IT;  
When Abuse Follows Women to Work

BYLINE: By BARRY MEIER

BODY:

IN December, an angry assembly-line worker at a Chrysler Corporation plant in Sterling Heights, Mich., fatally shot Jacqueline Pritchett, a co-worker, before killing himself. The incident was another case of workplace violence, but it had a second side, too: Ms. Pritchett was killed by a boyfriend against whom she had recently filed an assault complaint.

Workplace violence is a disturbingly common phenomenon. About one million Americans are killed or injured every year in such incidents, according to Federal statistics. Such violence also results in thousands of lost workdays, and many companies have taken steps to try to reduce it.

But employers are only beginning to address the other aspect of the Chrysler case: domestic abuse. In an estimated 60,000 incidents of on-the-job violence, the victims knew their attackers intimately.

Last year, more than a dozen companies, including the Polaroid Corporation, Liz Claiborne Inc. and Marshalls Inc., formed the National Workplace Resource Center on Domestic Violence to develop a model program of policies and benefits for employees who have been subjected to domestic abuse.

The benefits include traditional assistance like counseling programs. But in some cases, they go well beyond that. A few workers, fearful for their lives, have been secretly moved to new locations and given new jobs. Some companies will also enforce protective orders on their premises and provide security to women being stalked by abusive partners.

But while praising some companies, several experts on domestic abuse said that most businesses were reacting slowly to the problem.

"To a large extent, there is not much awareness of it," said Nancy Isaacs, a researcher at the Harvard University School of Public Health who is studying corporate responses to domestic abuse. "For some people, it is not even on the radar screen."

This inattention can have high stakes for a business. When the abuse involves workplace violence, the company may face legal liability. And Jim Hardeman, manager of the corporate assistance program at Polaroid, said employees in abusive situations often had high rates of absenteeism and might be so distressed that the quality of their work could suffer.

Of course, domestic abuse usually takes place at home, and few reliable data are available on its impact on the workplace.

What is troubling, though, is that some companies have hindered employees who want to take a day off to testify in court against someone accused of abuse, said Sarah Buel, an assistant district attorney in Quincy, Mass.

"Some employers will say that if your life is getting in the way of getting your job done, then maybe you ought to rethink your employment," she said.

Still, a few companies have won praise from the experts for expanding their employee assistance programs.

In one instance, an abused Polaroid employee who feared that her boyfriend would kill her if he learned she planned to leave him was secretly moved by the company to a new city. She is now employed at a different Polaroid operation, and her whereabouts have been kept confidential, Mr. Hardeman said.

"For the batterer, she vanished off the face of the earth," he said.

For officials of Liz Claiborne, the challenge was helping abused employees realize that aid was available. So rather than simply conducting seminars, the company also printed brochures on the subject and put them in each employee's mailbox.

"It eliminated the 'I don't want to talk about this' reaction," said Robin Scheer Ettinger, the company's director of marketing.

In February, officials of companies that have programs dealing with domestic violence attended a conference in Delaware sponsored by Senator Joseph R. Biden Jr. to provide ideas to smaller companies in the state on how to reduce domestic abuse. One low-cost suggestion: Place signs in women's bathrooms with the name and telephone number of the local shelter or counseling service for abused women.

"It's in a private place and it does not cost anything," Ms. Scheer Ettinger said.

Another growing area of concern is the liability that companies may face. The family of 22-year-old Francesia La Rose sued her employer and the company that managed the Houston office building where she worked not long after the young woman was shot to death at work in 1993 by a former boyfriend. Ms. La Rose's family contended that both companies had been made aware that she had obtained a restraining order against the man.

The State Mutual Life Assurance Company of America, Ms. La Rose's employer, and the management concern, the Duddleston Management Company, denied liability. The case was settled last year in a state court in Houston for more than \$350,000.

Victor Schachter, a lawyer in San Francisco who specializes in cases of workplace violence, said a legal obligation to protect employees against domestic abuse in the workplace typically began for an employer when it knew or had reason to know that violence affecting a worker had or was about to take place.

For abused women, the workplace is often a refuge. But one employee at Polaroid, a sales representative, said that when she was seeking a divorce from a husband whom she described as abusive, she became concerned about her safety at work. Polaroid officials said they agreed to enforce on their property a restraining order that was obtained by the woman. Many companies often leave such a step to the police.

A photograph of her husband was given to security guards at Polaroid, who walked the sales representative to her car after work. Mr. Hardeman, the Polaroid official, said the company had also arranged for her husband to receive counseling. The woman has since remarried.

IT is rare, however, for courts to direct companies to enforce restraining orders on their premises, Mr. Schachter said, and companies that overextend themselves on an employee's behalf may do so at their own peril.

"If a company says, 'Mary, we are going to protect you,' and does not and Mary gets injured, they could have a problem," Mr. Schachter said.

Fredrica Lehrman, a lawyer in Washington who heads the domestic abuse project of the Association of Trial Lawyers of America, said the legal options of an employee who was attacked by a spouse or lover in the workplace might also be limited. In states with worker's compensation laws, employees typically cannot sue employers for injuries suffered in the workplace, but must submit claims through worker's compensation, and any recovery is limited, she said.

Still, some companies are clearly becoming more concerned about protecting themselves and their employees from domestic violence.

James Cawood, president of Protective Solutions Inc., a security company in San Leandro, Calif., said that a decade ago, only about 10 percent of the cases of workplace violence that his company was hired to handle involved domestic abuse.

"About 90 percent of the cases back then involved disgruntled employees or customers," Mr. Cawood said. "Nowadays, it's about 50-50."

GRAPHIC: Photo: "Crime in the Workplace"

From 1987 to 1992, workers were the victims of nearly a million crimes a year, on average, at a variety of public and private workplaces. And when the victim was a woman, she was much more likely than a man to know the attacker. Graph lists number of rapes, robberies, aggravated assaults, and simple assaults committed in the workplace each year and shows the percentage of all crimes fitting each category. Graph also shows breakdowns of places where crimes took place and the relationship of the victim to the attacker. (Source: Justice Department)

LANGUAGE: ENGLISH

LOAD-DATE: March 10, 1996



U.S. Department of Justice

Office of Justice Programs

National Institute of Justice

Washington, D.C. 20531

SEP 15 1997

MEMORANDUM TO THE ATTORNEY GENERAL  
THROUGH THE DEPUTY ATTORNEY GENERAL  
THROUGH THE ASSOCIATE ATTORNEY GENERAL

Laurie Robinson  
Assistant Attorney General  
Office of Justice Programs

D.K. For C.R.

FROM:

Jeremy Travis  
Director  
National Institute of Justice

SUBJECT:

Advance Notification of NIJ Publication

PURPOSE:

To provide the Attorney General with advance copies and notification of the pending release of **Drugs, Alcohol, and Domestic Violence in Memphis**, a Research Preview, published by the National Institute of Justice.

DISCUSSION:

The document discusses a month-long pilot study (1995) that sought to determine the prevalence of domestic violence in Memphis and factors contributing to it. The survey team studied 62 incidents of domestic violence and found that almost all assailants had used drugs or alcohol during the day of the assault. The vast majority of those assaulted were repeat victims of the current assailants. Two-thirds of assailants were on probation or parole at the time of the assault. A majority of battering incidents involved the assailant's use or display of a weapon. The document notes how survey findings led to measures and suggestions to ease the plight of domestic violence victims.

This publication was coordinated primarily through the author's presentation of study findings at an NIJ Research in Progress Seminar, attended by

representatives from OJP agencies, others within the Department of Justice, and persons from other Federal agencies. Copies will be distributed to Offices in the Department of Justice, as well as disseminated to appropriate agencies at the State and local levels and to selected private sector organizations.

TIMETABLE: The Institute will begin releasing the publication 14 days from the date above.

If we may provide additional information regarding this document, I may be reached at 307-2942.

Attachments

cc: Kent Markus  
Deputy Chief of Staff, Office of the Attorney General

Wilfredo Ferrer  
Assistant to the Attorney General

Kinney Zalesne  
Assistant to the Attorney General

David Jones  
Assistant to the Attorney General

Reginald Robinson, Deputy Associate Attorney General  
Office of the Associate Attorney General

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Attorney General, Office of Justice Programs

Arnold Hopkins, Special Assistant to the Assistant  
Attorney General, Office of Justice Programs



# National Institute of Justice

## Research Preview

October 1997

Jeremy Travis, Director

# Drugs, Alcohol, and Domestic Violence in Memphis

*Summary of a Presentation by Daniel Brookoff, M.D., Ph.D.*

A 1995 study of domestic violence in Memphis, Tennessee, revealed that almost all assailants had used drugs or alcohol during the day of the assault; two-thirds had used a dangerous combination of cocaine and alcohol. The vast majority of those assaulted were repeat victims of the current assailants. Two-thirds of assailants were on probation or parole at the time of the assault. In addition, a majority of battering incidents involved the assailant's use or display of a weapon, and a number of victims suffered injuries severe enough to require immediate medical attention.

These and other findings emerged from a month-long pilot study funded by the Methodist Hospital Foundation of Memphis. This collaborative community study sought to determine the city's prevalence of domestic violence and factors contributing to it. A survey team of medical personnel and University of Memphis researchers accompanied officers from the Memphis Police Department as they responded to nighttime calls for assistance. On average, the police received more than 15 calls per 7-hour shift for domestic assault or other residential disturbances. The survey team studied 62 incidents fitting the legal criteria for domestic assault; several involved multiple victims (a woman and her child) or multiple assailants (a man and his friend). The team privately interviewed persons who were at the scene when police arrived, including all 72 victims; two-thirds (42 of 64) of their assailants, and 75 adult family members.

## Characteristics of victims and assailants

In the Memphis study, 72 percent of victims were female and 78 percent of the assailants were male. Of the 20 male victims, 9 were the sons of female victims who had tried to intervene in the assault of their mothers. Of the female victims 40 percent had been assaulted by cohabiting boyfriends, 29 percent by noncohabiting boyfriends, 20 percent by cohabiting husbands, and 11 percent by estranged or divorced husbands or former boyfriends. The remaining incidents involved sibling or in-law assault, parent-child or child-parent assault, and wives battering their husbands. Eleven victims were children.

## Findings

**Alcohol and drug use.** Victims and family members reported that 92 percent of assailants used drugs or alcohol during the day of the assault. They also reported that 67 percent had used a combination of cocaine and alcohol, which forms cocaethylene, a substance that produces heightened and prolonged intoxication. Nearly half of all assailants (45 percent) were described by families as using drugs, alcohol, or both daily to the point of intoxication for the past month. Nine percent of assailants were either under treatment or had previously received treatment for substance abuse. According to their own reports or reports of family members, about 42 percent of victims used alcohol or drugs on the day of

the assault; 15 percent had used cocaine. About half of those using cocaine said that their assailants had forced them to use it.

**Previous assaults.** In an overwhelming majority of incidents (89 percent), the primary victim had suffered a previous assault by the current assailant; 91 percent of those victims had reported a prior incident to the police (73 percent within the previous 2 weeks). Most prior victims reported daily (35 percent) or weekly (55 percent) battering. Of the 45 women assaulted by a current or former sexual partner, 44 percent reported an assault by that man during pregnancy.

**Weapons and injuries.** In 42 (68 percent) of the domestic assault episodes, assailants had used or displayed weapons, including 19 blunt instruments (hammers, baseball bats, etc.), 17 knives, and 6 guns. About 15 percent of victims suffered serious injuries requiring immediate medical attention.

**Arrests and court action after the incident.** Two-thirds (28 of 42) of those assailants who were present when police arrived were arrested, mostly for domestic assault. The survey team reviewed arrest and court records 8 weeks after the police calls and found that 33 percent of those arrested on the scene for domestic assault had pleaded guilty, 8 percent had charges dismissed, and 58 percent were released and awaiting case disposition. Of arrested assailants, 75 percent were out of jail in less than 18 hours; half of these did not have to post bond. All assailants who pleaded guilty were given suspended sentences of 30 to 90 days with 1 year of probation; 50 percent were ordered to participate in an anger management program; and 25 percent were ordered to perform 3 days of community service. In 23 percent of cases in which the assailant fled the scene before police arrived, the victim later swore out a warrant for his arrest. All victims were told how to obtain a warrant, but most refused—possibly because of the \$50 fee, fear of escalating violence and retaliation by the assailant, or reluctance to expose the assailant to punishment.

**Involvement of children.** Eleven victims (15 percent) were younger than 18 years; most were assaulted after witnessing assaults on their mothers. A total of 90 children directly witnessed 53 (85 percent) of the assaults. In many cases, researchers observed small children emulating violent behavior on the scene. When child abuse occurred in conjunction with the battering of an adult, the adult victim did not bring the child abuse to

the attention of the police. None of the children in the survey was referred to treatment or child protective services as a result of the police visit.

## Postsurvey results and suggestions

As a result of the survey, the medical and criminal justice communities in Memphis are collaborating to ease the plight of domestic violence victims and increase the penalties for assault in cases where alcohol, drugs, or weapons are used or children are present. A small crisis center has been established within the police department to provide immediate medical care. Victims are brought to the center without having to initiate action themselves and are automatically referred to counseling and support services. In addition, supplemental reports of victim and assailant interviews are sent to prosecutors so that drug or alcohol problems are known at arraignment and rehabilitation can be ordered. Finally, the fee for obtaining an arrest warrant has been waived. Suggestions for future action include:

- Testing assailants at the time of arrest for alcohol or drug intoxication.
- Detoxifying arrested drug- or alcohol-dependent assailants prior to release from jail.
- Assessing children who directly witness domestic violence to determine if psychological treatment is needed.
- Allowing domestic assault victims to swear out arrest warrants at the assault scene.
- Providing emergency counseling or psychiatric treatment for women whose self-esteem has been eroded by the manipulative and coercive behavior of a batterer.

This summary is based on a presentation at the National Institute of Justice (NIJ) by Daniel Brookoff, M.D., Ph.D., Associate Director of Medical Education at the Methodist Hospital in Memphis. Join us see to an audience of researchers and criminal justice practitioners. The seminar, *On Use and Domestic Violence*, is available as a 60-minute videotape for \$19 (or \$24 in Canada and other countries). Use the order form on the next page to obtain the videotape, NIJ-163066, and any of the others available in the Research in Progress Seminar Series.

Points of view in this document do not necessarily reflect the official position of the U.S. Department of Justice.

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Research Director of LINC, Alexandria,  
VA: *Youth After-school Programs and the Role of  
Law Enforcement.*

NCJ 163058 — Eric Wish, Ph.D., Director,  
Center for Substance Abuse Research,  
University of Maryland, *Dependence and Drug  
Treatment Needs Among Adult Arrestees.*

NCJ 163059 — Jeffrey Fagan, Ph.D.,  
Professor, Columbia University, *Adolescent  
Violence: A View From the Street.*

NCJ 163921 — Patricia Tjaden, Ph.D.,  
Senior Researcher, Center for Policy  
Research, *The Crime of Stalking: How Big  
Is the Problem?*

NCJ 164262 — Andrew Golub, Ph.D.,  
Principal Research Associate, National  
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NCJ 164725 — Ronald Huff, Ph.D.,  
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NCJ 164726 — James Austin, Ph.D.,  
Executive Vice President, National Council  
on Crime and Delinquency, *Sentencing  
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NCJ 165585 — Garen Wintemute, M.D.,  
Director, Violence Prevention Research  
Program, University of California — Davis,  
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Purchasers of Handguns.*

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## MEMORANDUM

TO: TOM FREEDMAN

FROM: MARY L. SMITH

RE: NATIONAL WORK TO END DOMESTIC VIOLENCE DAY

DATE: JUNE 4, 1997

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### SUMMARY

The second annual *National Work to End Domestic Violence Day* will be held on Wednesday, October 1, 1997. Throughout the country, dozens of private businesses, public agencies, and unions that collectively employ millions of people will hold programs and distribute materials that alert workers to the prevalence of domestic violence. [Highlights of last year's event].

### RECOMMENDATION

- Hold a White House event on October 1, 1997 to recognize the *National Work to End Domestic Violence Day*, inviting businesses and unions to participate.
- Announce that many of the employers are adopting a *Model Policy on Domestic Violence in the Workplace*.
- Announce alarm systems for battered women to be donated?

### STATISTICS

- 94% of corporate security and safety directors surveyed ranked domestic violence as a high security problem.
- In an estimated 60,000 incidents of on-the-job violence, the victims knew their attackers intimately.
- The National Institute of Justice estimates that from 1987 to 1990, domestic violence cost Americans \$67 billion a year.
- In one study, abusive husbands and partners harassed 74% of employed battered women at work, either in person or over the telephone, causing 56% of them to be late for work at least five times a month, 28% to leave early at least five days a month, and 54% to miss at least three full days of work a month.

## MODEL POLICY ON DOMESTIC VIOLENCE IN THE WORKPLACE

*The Model Policy on Domestic Violence in the Workplace* [5/12/97 draft attached] is a policy for employers to adopt in order to promote the health and safety of its employees, to heighten awareness of domestic violence, and to provide guidance for employees and management to address the occurrence of domestic violence and its effects in the workplace. The model policy emphasizes early intervention and education prevention strategies; zero tolerance for acts or threats of domestic violence in the workplace; leave options for employees experiencing threats of violence; and referral to assistance agencies for victims of domestic violence before disciplining for performance problems.

## PARTICIPANTS

- Office for Victims of Crime
- Violence Against Women Office
- Aetna, Inc.
- American Council of Life Insurance
- American Federation of State, County, and Municipal Employees
- Bank of America
- Bechtel
- The Body Shop
- The Gap
- Kaiser Permanente
- Levi Strauss Foundation
- Liz Claiborne
- Marshalls
- Mintz, Levin, Cohn, Ferris, Glovsky, and Popeo, PC
- National Association of Manufacturers
- Newton-Wellsley Hospital
- NOW Legal Defense and Education Fund
- Polaroid Corporation
- Reebok
- Service Employees International Union
- Wells Fargo Bank
- WorkSafe



## National Workplace Resource Center on Domestic Violence

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**Thank you to everyone who made the first ever Domestic Violence Workplace Education Day such an overwhelming success!**

On October 1st, dozens of private businesses, public agencies, and unions, that collectively employ millions of people, held programs and distributed materials that alert employees to the prevalence and severity of domestic violence. The support and enthusiasm from employers of all sizes and types, in every part of the country, far exceeded our expectations.

Domestic Violence Workplace Education Day was made possible by the support of the founding members of the National Workplace Resource Center on Domestic Violence, a project of the Family Violence Prevention Fund: **Aetna Inc., American Council of Life Insurance, American Federation of State, County and Municipal Employees, Bank of America, Bechtel, Food Marketing Institute, Kaiser Permanente, Levi Strauss, Liz Claiborne, Marshalls, Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, PC, National Association of Manufacturers, Polaroid, Reebok, Service Employees International Union, The Body Shop, The Gap, and Wells Fargo Bank.**

Some of the highlights of Domestic Violence Workplace Education Day included the following:

- \* Marshalls, a leading off-price family retailer, distributed the Family Violence Prevention Fund's personal action kits to all 65,000 employees and placed materials in women's restrooms in all its stores.
- \* David Lawrence, CEO of Kaiser Permanente, spoke at a lunchtime event at the corporate headquarters in Oakland, California.
- \* The Gap distributed victim safety cards, informational materials and displayed posters at corporate headquarters in San Francisco, San Bruno, and New York.
- \* Polaroid held a series of lunchtime seminars on the impact of family violence in the workplace and conducted a training for the employees of the City of Lowell, Massachusetts.

- \* The American Federation of State, County, and Municipal Employees, Service Employees International Union, AFL-CIO, and Coalition of Labor Women Union, distributed Workplace Education Day kits and posters to over 600 union leaders and activists throughout the country. The poster outlines how unions can take action to prevent domestic violence.
- \* Target stores held educational events at its corporate headquarters in the Minneapolis area, displayed posters on domestic violence in offices, placed brochures on domestic violence in company restrooms, and distributed information to its 140,000 employees throughout the nation.
- \* Bell/Atlantic/NYNEX Mobile issued educational e-mails to its more than 6,000 employees every day for a week to heighten their awareness of domestic violence and mobilize them to take action.
- \* Reebok distributed t-shirts on domestic violence to employees, invited a police officer to lecture to employees about domestic violence, and held a self-defense class for employees.
- \* Liz Claiborne distributed informational materials to employees suggesting action steps for men and women to take to end abuse.
- \* The American Council of Life Insurance circulated the "10 Steps to Take in the Workplace to End Domestic Violence" and urged their members to participate in Workplace Education Day.
- \* Bank of America included information about the FUND's website and Employee Assistance Program resources in an Employee Newsletter.
- \* Mintz, Levin, Cohn, Ferris, Glovsky and Popeo, PC held a leadership breakfast for CEOs regarding domestic violence and distributed Workplace Education Day organizing kits to attendees.
- \* Aetna sponsored the exhibition of the 'Clothesline' art show, a display of more than 100 tee-shirts decorated with artwork by survivors of domestic and sexual violence, and included an article on domestic violence in a company publication.
- \* Attorney General, Janet Reno, spoke to Department of Justice employees on October 1st at a domestic violence information fair.
- \* Florida Governor Lawton Chiles announced a model domestic violence policy and held educational events for employees on October 1. Washington Governor Mike Lowry announced model domestic violence policies for state employees. Lowry also distributed pamphlets and displayed 15,000 FUND posters on battering in state offices.

- \* In a joint announcement with four local unions, Los Angeles City Attorney, James K. Hahn presented the Workplace Domestic Violence Policy for employees of the City Attorney.
- \* Cascade Engineering, in Grand Rapids, Michigan distributed materials and held breakfast and lunchtime educational sessions for employees.
- \* Courts throughout New York state held educational events on October 1st.
- \* Acme Materials and Construction Co., of Spokane, Washington conducted a coloring contest for children of employees and gave prizes to the child with the best picture of a happy family, displayed posters on battering at work sites, and collected donations for a local domestic violence agency.

This represents only a fraction of Workplace Education Day events. A full list of participants is attached. All the events were made possible by your hard work and by the generous leadership of the founding members of the National Workplace Resource Center on Domestic Violence.

We have included some examples of different strategies employers and unions utilized to educate employees and union members about domestic violence. You will find in the enclosed materials sample newsletter articles, sample brochures, sample letters from CEOs, sample posters, and many other great ideas for your next Workplace Education Day. Organizing kits for Workplace Education Day 1997 will be available in March 1997. To become a member of the National Workplace Resource Center on Domestic Violence or to obtain a 1997 Workplace Education Day organizing kit, call Donna Norton at (415) 252-8900, ext. 25. Thanks again for all your great work!

**DRAFT- 5/12/97**

**FAMILY VIOLENCE PREVENTION FUND**  
**NATIONAL WORKPLACE RESOURCE CENTER ON DOMESTIC VIOLENCE**  
**MODEL POLICY ON DOMESTIC VIOLENCE IN THE WORKPLACE**

This model policy may be adapted as a unified domestic violence policy or its component parts may be integrated into already existing related policies and/or guidelines.

*The Family Violence Prevention Fund would like to acknowledge the support and counsel of the Office for Victims of Crime and the Advisory Committee of the National Workplace Resource Center on Domestic Violence. The Fund would especially like to thank Judith Bonderman and Katherine Garrett of the Office for Victims of Crimes, Sarah Connell of the Violence Against Women Office, Shaun Dix and Atlanta McIlwraith of The Body Shop, Julie Goldscheid, Esq. of NOW Legal Defense and Education Fund, Stephanie Harkness of Wells Fargo Bank, Steve Moskey, Catherine O'Reilly Collette of the American Federation of State, County, and Municipal Employees, Jim Hardeman of Polaroid Corporation, Eve Sheedy, Esq. of WorkSafe, Lauren Slovic, Karen Thomas, Dianne Yamashiro-Omi of The Gap, Beverly Younger Urban of Bank of America, and the members of the San Francisco Department of Public Health Domestic Violence in the Workplace Planning Group for comments on earlier drafts of this policy. This policy has also benefitted from the examples of policies or guidelines on domestic violence from Mintz, Levin, Cohn, Ferris, Glovsky, and Popeo, PC, Newton-Wellsley Hospital, Office of the Los Angeles City Attorney, Polaroid Corporation, Sacred Heart Medical Center, State of Florida, and State of Washington.*

**DRAFT- 5/12/97**

**FAMILY VIOLENCE PREVENTION FUND**  
**NATIONAL WORKPLACE RESOURCE CENTER ON DOMESTIC VIOLENCE**  
**MODEL POLICY ON DOMESTIC VIOLENCE IN THE WORKPLACE**

- I. PURPOSE:** [Employer X] is committed to promoting the health and safety of our employees. Domestic Violence is a leading cause of injury to women in this country. The purpose of this policy is to heighten awareness of domestic violence and to provide guidance for employees and management to address the occurrence of domestic violence and its effects in the workplace.
- II. DEFINITIONS:**
- A. Domestic Violence:** A pattern of coercive behavior that is used by one person to gain power and control over another which may include physical violence, sexual, emotional and psychological intimidation, verbal abuse, stalking, and economic control. Domestic violence occurs between people of all racial, economic, educational, religious backgrounds, in heterosexual and same sex relationships, living together or separately, married or unmarried, in short term or long term relationships. Domestic violence is a major cause of injury to women, although men also may be victims of such violence.
- B. Batterer, Perpetrator, or Abuser:** The individual who commits an act of domestic violence as defined above.
- C. Batterers' Intervention Programs:** Programs batterers attend that are designed to eliminate violence in intimate relationships, stop other forms of abusive behavior and increase victim safety. Inappropriate batterers' intervention programs include, but are not limited to couples, marriage, or family counseling and anger management courses. These have proven to be ineffective in stopping domestic violence.
- D. Survivor or Victim:** The individual who is the subject of an act of domestic violence.
- E. Employer Resources:** Work time, workplace phones, fax machines, inter-office mail, e-mail, or any other property of the employer.

**DRAFT- 5/12/97**

### **III. POLICY:**

#### **A. Early Intervention and Education Prevention Strategies**

1. It is the policy of [Employer X] to use early prevention strategies in order to avoid or minimize the occurrence and effects of domestic violence in the workplace. [Employer X] will provide available support and assistance to employees who are survivors of domestic violence. This support may include: confidential means for coming forward for help, resource and referral information, additional security at the workplace, work schedule adjustments or leave necessary to obtain medical, counseling, or legal assistance, and workplace relocation. Other appropriate assistance will be provided based on individual need. In all responses to domestic violence, [Employer X] will respect the confidentiality and autonomy of the adult survivor to direct her or his own life, to the fullest extent permitted by law.
2. [Employer X] will attempt to maintain, publish, and post in locations of high visibility, such as bulletin boards and break rooms, company phone directories, and on-line information data bases, a list of resources for survivors and perpetrators of domestic violence, including but not limited to: The statewide domestic violence hotline number [(xxx) xxx-xxxx], the national domestic violence hotline number (800) 799-SAFE, [the Employee Assistance Program number], the phone number and description of local domestic violence resources, and a list of local batterers' intervention programs.

#### **B. Zero Tolerance for Acts or Threats of Domestic Violence at [Employer X] Work Sites**

1. [Employer X] will not tolerate domestic violence directed towards any employee or client while in [Employer X's] offices, facilities, work sites, vehicles, or while conducting business on behalf of [Employer X]. This includes the display of any violent, aggressive, or threatening behavior (verbal or physical) that results in physical or emotional injury or otherwise places a person's safety and productivity at risk.
2. Any employee who threatens or abuses someone in the workplace; or abuses someone out of the workplace by use of [Employer X's] resources will be subjected to corrective or disciplinary action, up to and including dismissal.

**DRAFT- 5/12/97**

**C. Leave Options for Employees who are Experiencing Threats of Violence**

1. At times, an employee may need to be absent from work due to family violence, and the length of time should be determined by the individual's situation. This time period shall be determined through collaboration with the employee, supervisor/manager, Human Resources representative, [and union representative, where the employee is represented].
2. Employees, supervisors, and managers are encouraged to first explore whether paid options can be arranged which will help the employee cope with a family violence situation without having to take a formal unpaid leave of absence. Depending on the circumstances, this may include:
  - \* Arranging flexible work hours so that the employee can handle legal matters, court appearances, housing, and childcare.
  - \* Consider [sick, annual, shared, leave, compensatory time, or leave without pay], especially if requests are for relatively short periods.

**D. Disciplinary Procedures for Employees with Performance Issues Related to Domestic Violence**

1. While the employer retains the right to discipline employees for cause, [Employer X] recognizes that victims of domestic violence may have performance or conduct problems such as chronic absenteeism or inability to concentrate as a result of the violence. When an employee subject to discipline confides that the job performance or conduct problem is caused by domestic violence, a referral for appropriate assistance should be offered to the employee.
2. The manager, in collaboration with the employee, Employee Assistance counselor, Human Resource representative, [and union representative, where employee is represented] should allow a reasonable amount of time for the employee to obtain assistance regarding the domestic violence. Managers should be mindful that the effects of domestic violence can be severe and may take extended periods of time to address fully.

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#### **IV. GUIDELINES REGARDING ASSISTANCE FOR SURVIVORS AND PERPETRATORS:**

##### **A. General Guidelines**

1. The following information is provided to help employees of [Employer X] who are survivors of domestic violence obtain the services they desire and to enhance the safety of [Employer X] workplaces.
2. [Employer X], should show concern and offer available help, but also take care to treat domestic violence as all other employee's personal problems are treated. When believed that an employee is a survivor of violence or has any other personal problem, the focus should be on job performance and supervisors should suggest that the employee get help from a professional person who has expertise in the treatment of that particular problem.
3. Recognizing the absence of services and support for survivors of domestic violence and that a survivor of domestic violence may face threats of violence or death when they attempt to end a violent relationship, supervisors will make efforts to provide a nonjudgmental and supportive environment for the employee which is not dependent on the employee's decisions regarding the relationship.
4. A successful workplace intervention may consist of providing the employee with a non-judgmental place to discuss the violence, information to begin accessing resources in the community, or assisting the employee to formulate a plan to increase that employee's safety.
5. It is important that all employees know how best to respond to the effects of domestic violence on the workplace. The following clarifies roles for all staff:

##### **a. Managers /Supervisors:**

1. Participate in domestic violence training as provided.
2. Be aware of physical or behavioral changes in employees and consult with your Human Resources department/Employee Assistance Program/supervisor for advice. Your role is not to diagnose or counsel the employee, but to refer the employee to appropriate resources. The following behaviors may be associated with domestic violence: chronic absenteeism, inappropriate/excessive clothing, obsession with time, repeated physical injuries, isolation, emotional distress, depression,

**DRAFT- 5/12/97**

distraction, and excessive number of personal phone calls.

3. Managers/Supervisors must be respectful of employees' personal choices. If the manager or supervisor observes the signs and symptoms of violence, it is appropriate to convey concern regarding signs and symptoms and to educate the employee regarding resources available. It is critical that the manager/supervisor respect the employee's privacy and not pressure the employee to disclose any personal information.
4. Be responsive when an employee who is either the survivor or the perpetrator of domestic violence asks for help. Immediately contact your Human Resources/Employee Assistance Program/Security professional for assistance.
5. Maintain the confidentiality of domestic violence circumstances and any other referrals under this policy to the extent permitted by law. Inform other employees of the domestic violence circumstances on a need to know basis only. Wherever possible, give advance notice to the employee who is experiencing domestic violence if you need to inform others about the domestic violence situation.
6. Work with the survivor, Human Resources, the Employee Assistance Program, the Legal department, [union representatives], available Security staff, law enforcement, and community domestic violence programs, if necessary, to assist the victim to develop a personal workplace safety plan (See Appendix A) and make reasonable accommodation of that plan.

When assisting an employee to develop a personal workplace safety plan, ask what changes, if any, could be made at their workplace to make them feel safer. Survivors of domestic violence know their abusers better than anyone else. When it comes to their own safety, offer to assist them in developing a personal workplace safety plan, but allow them to decide what goes in the final plan. However, if it is determined that other employees or customers are at risk, it is essential to take measures to provide protection for them.

7. If possible, the supervisor will make efforts to adjust the survivor/employee's work schedule and/or grant leave [sick, annual, shared, leave, compensatory time, or leave without pay] if the employee needs to take time off for medical assistance, legal assistance, court

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appearances, counseling, relocation, or to make other necessary arrangements to enhance her or his safety. Be sure to follow all applicable personnel policies and procedures, [union contract provisions,] and statutes. This approved leave should not be held against the employee.

8. The employee should maintain communication with their manager during their absence. **Maintain the confidentiality of the employee's whereabouts.**
9. Work with Human Resource managers [and union representatives, if applicable,] to relocate employee to an alternate worksite, whenever feasible, if the employee requests to relocate for safety reasons. If relocation is offered, it should not produce any reduction in pay, status, or benefits.
10. With Human Resources or Communication department approval, post information about domestic violence in your work area. Also, have information available where employees can obtain it without having to request it or be seen removing it. Some suggestions are: restrooms, lunchrooms, or where other employee resource information is located.
11. Comply with all civil protection orders. If both the plaintiff and defendant in a civil protection order are employees of [Employer X], managers must work with Human Resources, the Legal department, Employee Assistance counselors, and Security to ensure that the defendant is relocated to a workspace in which the defendant will have no contact with the plaintiff. If you observe violations of the protection orders, document these violations and encourage the victim to call the police and/or contact the Legal department.
12. Respect the employee's boundaries and privacy, even if you disagree with the decisions she/he is making regarding the relationship. A survivor of domestic violence may make numerous attempts to leave before she/he is finally able to leave her/his batterer. It is often difficult to leave because of financial and childcare responsibilities, or threats of violence.
13. After consultation with Human Resources and legal counsel, take any appropriate disciplinary action consistent with policy and procedure [and collective bargaining agreements], up to and including termination,

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against employees who: use [Employer X] resources to perpetrate domestic violence outside of the workplace; harass, threaten, or commit an act of domestic violence in the workplace or while conducting [Employer X] business; or who are convicted of a crime as a result of domestic violence when such action affects the work performance of the employee or affects the normal operation of [Employer X].

14. Inform subordinates on a periodic basis about the employer's policy and procedures on encouraging work environments free from violence, threats and harassment.

**b. Human Resource Professionals:**

1. Participate in domestic violence training as provided.
2. Maintain a list of services available to survivors and perpetrators of domestic violence. This list should include: the national domestic violence hotline number, (800) 799-SAFE, the State Domestic Violence Coalition number [(xxx)-xxxx], Employee Assistance Program, local domestic violence shelters, certified batterers' intervention programs available to perpetrators, information on how to obtain civil orders of protection and criminal justice options, and any other available community resources.
3. Be a resource to employees, managers, and supervisors in addressing domestic violence situations.
4. Work with survivors, Security staff, the Legal department, [union representatives], law enforcement, and community domestic violence programs, if necessary, to develop a personal workplace safety plan to minimize the risk to the victim, other employees, and clients.
5. Work with supervisors, managers, [and union representatives] to grant leave, adjust work schedules, or attempt to find continued employment for employees who are survivors of domestic violence, if possible.
6. Maintain the confidentiality of domestic violence circumstances and any other referrals under this policy to the extent permitted by law.
7. Consult legal counsel and advise supervisors and managers in considering corrective actions against employees who: use [Employer X] resources

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such as phones, mail, faxes, etc. to perpetrate domestic violence; to harass, threaten, or commit an act of domestic violence in the workplace or while conducting [Employer X] business; or who are convicted of a crime as a result of domestic violence when such action affects the work performance of the employee or affects the normal operation of [Employer X].

8. Work with the survivor, the manager, the Employee Assistance Program, the Legal department, [union representatives], available Security staff, law enforcement, and community domestic violence programs, if necessary, to develop a personal workplace safety plan for the victim. (See Appendix A).

When assisting an employee to develop a workplace safety plan, ask what changes, if any, could be made at their workplace to make them feel safer. Survivors of domestic violence know their abusers better than anyone else. When it comes to their own safety, offer to assist them in developing a workplace safety plan, but allow them to decide what goes in the final plan. If it is determined that other employees or clients are at risk, it is essential to take measures to provide protection for them.

**c. Employee Assistance Professionals:**

1. Participate in domestic violence training as provided.
2. Train staff on how to identify warning signs of potential violence in both the survivor and the perpetrator, and on how to intervene most effectively.
3. Maintain up-to-date referral resources on domestic violence hotlines, advocacy groups, shelters, counseling services, and legal services (pro bono legal assistance and domestic violence/family court information), as well as resources for perpetrators, including certified batterer's intervention programs. As these resources change frequently, it will be important to verify the referral information frequently.
4. Provide education on domestic violence through existing or new channels such as lunchtime seminars, newsletters, posters, pamphlets, and employee and management trainings.

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5. Educate the employer about the Employee Assistance Program's ability to intervene in domestic violence situations. Inform management of the need to call the Employee Assistance counselor to consult about any domestic violence situations that they become aware of, including concerns about either survivors or perpetrators.
6. Work with survivors, Human Resource professionals, Security staff, the Legal department, [union representatives], law enforcement and community domestic violence programs to develop a personal workplace safety plan to minimize the risk to the victim, other employees, and clients.
7. Maintain strictest confidentiality and respect the survivor's need to be self-directing. When appropriate, with the survivor's written permission, provide advice and consultation to supervisors with respect to issues of domestic violence in the workplace in order to achieve workplace cooperation regarding leave of absence, fair consideration of any performance or conduct problems directly related to the violence, safety needs, disciplinary actions towards a perpetrator who works with a survivor and abuses that person in the workplace, and access to any other needed services. Discuss with Human Resources any personnel policy which may negatively impact survivors.
8. Establish a relationship with domestic violence service agencies in the community, sharing information and resources. One method of establishing a working relationship with a community organization would be to ask their staff to participate in workplace educational events on domestic violence.

**d. Security Services:**

1. Participate in domestic violence training as provided.
2. Provide consultation and reasonable assistance to employees experiencing domestic violence.
3. Document violations of a restraining order.
4. Respond and intervene, as needed, to calls concerning safety in the workplace.

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5. Accept transferred harassing telephone calls from the employee's abuser, and document the calls.
6. Work closely with appropriate law enforcement agencies to ensure workplace safety.
7. Keep a certified copy of any restraining orders provided by the employee to Security Services in a confidential file. Access to orders and information contained in them should be limited on a need to know basis.

**e. Options for Employees who are Survivors of Domestic Violence:**

1. Talk with a trusted co-worker, supervisor, [union representative], or manager about your situation.
2. Contact your nearest Employee Assistance Program office: [List phone numbers]
3. Contact the national domestic violence hotline at (800) 799-SAFE, the State Coalition Against Domestic Violence at [(xxx)xxx-xxxx], or the local domestic violence agency at [(xxx) xxx-xxxx].
4. Call the local police if you are in immediate danger.
5. Notify your supervisor of the possible need to be absent and find out your leave options. Be clear about your plan to return to work and maintain communications with your supervisor during your absence. If necessary and available, make alternate arrangements for receiving your paycheck.
6. If you are concerned about your safety at work, submit a recent photograph of the abuser and a copy of your protection order to your supervisor, the Legal department, Security, and the police department. This assists your employer in identifying the abuser should he/she appear in the workplace.
7. Work with your supervisor, Human Resource manager, or Employee Assistance Program manager to develop a safety plan (See Appendix A).

**DRAFT- 5/12/97****f. Options for Employees Who are Perpetrators of Domestic Violence:**

1. Contact the nearest Employee Assistance Program office for confidential consultation and resources. [List phone numbers here].
2. Contact a batterer's intervention program: [List phone numbers here].

**g. Options for Other Employees Who Have Concerns About Domestic Violence:**

1. If you know or believe that a co-worker is a victim of domestic violence, communicate your concerns for her or his safety. Be clear that your role is to help and not to judge. Refer the employee to the Employee Assistance Program, a local domestic violence agency, or the national domestic violence hotline at (800) 799-SAFE. Maintain the confidentiality of the domestic violence circumstances and any other referrals under this policy to the extent permitted by law. Discuss the employee's situation with employee assistance counselors, human resources, or a local domestic violence program for further guidance.
2. Report any threats or violence that you experience or witness to your supervisor, Human Resources, Security, or the Employee Assistance Program.
3. Volunteer at a local domestic violence shelter or organize a workplace drive for domestic violence shelters.

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## **Appendix A**

### **Components of a Workplace Safety Plan:**

- a. Consider obtaining a civil order for protection and make sure that it is current and on hand at all times. Include the workplace on the order. A copy should be provided to the police, the employee's supervisor, Human Resources, the employee's reception area, the Legal department, and Security if the abusive partner may come to the work site.
- b. Consider providing a picture of the perpetrator to reception areas and/or security.
- c. Consider identifying an emergency contact person should your employer be unable to contact you.
- d. Review the safety of the your parking arrangements.
- e. Consider having Security escort you to and from your car or public transportation.
- f. Consider a change and/or unpredictable rotations of your work schedule, work site, or work assignment if such a change is possible an would enhance your safety at work.
- g. Consider having your telephone calls screened at work.
- h. Consider installing additional security measures for your work site. It may be possible to post security near your work site, install security cameras or silent alarms at your work site, relocate your work station to a more secure area, or provide you with a cellular phone for emergency use at work.
- i. Review the safety of your childcare arrangements. If you have a protective order, make sure the provider has a copy.



*Workplace Violence*

*MS you might want a copy*

## U.S. Department of Justice Office of Justice Programs

Bureau of Justice Statistics  
810 Seventh Street, N.W.  
Washington, DC 20531

Thu 07-23-98 03:45PM

**To:** Bruce Reed  
Domestic Policy  
, Washington, DC 20503-

Phone No.:

**From:** Bureau of Justice Statistics

Phone No.: 202-307-0784

Fax: 202-307-5846

**Subject:**

Following is a press release for "Workplace Violence, 1992-96," embargoed for release Sunday, July 26, 4:30 p.m. Eastern Daylight Time, along with a copy of the full 8-page report. If you do not receive all 11 pages, call the BJS fax-on-demand number, 301-519-5550, and follow the prompts (order number 118 for the full report, 119 for the press release). The report will be on the BJS Web page at 4:30 p.m. EDT Sunday July 26: <http://www.ojp.usdoj.gov/bjs/> at "What's New." then click on "BJS Publications." Questions: 202-307-0784. After hours: 301-983-9354.

Total pages including cover page: 11



# Department of Justice

ADVANCE FOR RELEASE AT 4:30 P.M. EDT  
SUNDAY, JULY 26, 1998

BJS  
202/307-0784

## **ABOUT 2 MILLION PEOPLE ATTACKED OR THREATENED IN THE WORKPLACE EVERY YEAR**

WASHINGTON, D.C. -- About 2 million people a year were victims of violent crime or threatened violent crime in the workplace from 1992 through 1996, the Justice Department's Bureau of Justice Statistics (BJS) announced today. An estimated 1.5 million of such incidents (75 percent) were simple assaults. Of the occupations examined, law enforcement officers, private security guards and taxicab drivers were victimized at the highest rates.

During this same 1992-1996 period, an average of about 330,000 retail employees were victimized annually, and about 84,000 employees were robbed in the workplace.

Between 1994 and 1996 violent victimizations in the workplace decreased by 21 percent, paralleling a 17 percent decline in overall violent crime during that period.

BJS Director Jan Chaiken said: "About 37 percent of the victims of workplace violence said they knew their offenders, but very few--only about 1 percent--were victimized by a current or former spouse, boyfriend or girlfriend in contrast to other violent incidents. Nationwide, 21 percent of all violence against women and 2 percent of violence against men is committed by intimates."

Among all workplace victims of violent crimes or threats of violence, 67 percent were male and 33 percent were female. About 12 percent of the victimizations resulted in injuries, about half of which received medical attention.

The estimated annual victimizations for the years 1992 through 1996 for workplace crimes counted in BJS's National Crime Victimization Survey and by the Bureau of Labor Statistics (BLS) were as follows:

|                                 |             |
|---------------------------------|-------------|
| Simple assaults .....           | 1.5 million |
| Aggravated assaults .....       | 396,000     |
| Robberies .....                 | 84,000      |
| Rapes and sexual assaults ..... | 51,000      |
| Homicides .....                 | 1,000       |

(MORE--see reverse side)

- 2 -

The rate of violence per 1,000 workers during the five-year period for selected occupations was as follows:

|                                             |     |
|---------------------------------------------|-----|
| Law enforcement officer . . . . .           | 306 |
| Private security guard . . . . .            | 218 |
| Taxi driver . . . . .                       | 184 |
| Prison or jail guard . . . . .              | 117 |
| Bartender . . . . .                         | 91  |
| Mental health professional . . . . .        | 80  |
| Gas station attendant . . . . .             | 79  |
| Convenience or liquor store clerk . . . . . | 68  |
| Mental health custodial worker . . . . .    | 63  |
| Junior high/middle school teacher . . . . . | 57  |
| Bus driver . . . . .                        | 45  |
| Special education teacher . . . . .         | 41  |
| High school teacher . . . . .               | 29  |
| Elementary school teacher . . . . .         | 16  |
| College or university teacher . . . . .     | 3   |

The occupations examined included those that prior studies have deemed to be more vulnerable to criminal victimizations. Fewer than half of all nonfatal workplace crimes are reported to police.

BLS data showed that homicide was the second leading cause of death in the workplace, following highway fatalities, during the five-year study period. The workplace murders accounted for one of every six fatal occupational injuries.

Firearms were used to commit more than 80 percent of the workplace homicides. About 20 percent were the result of bombings, stabbings or beatings. This figure includes employees among the 168 deaths from the 1995 bombing of the Murrah Federal Building in Oklahoma City.

The report, "Workplace Violence, 1992-96" (NCJ-168634) was written by BJS statistician Greg Warchol. Single copies may be obtained from the BJS fax-on-demand system by dialing 301/519-5550, listening to the menu, and selecting document number 118 or by calling the BJS Clearinghouse at 1-800/732-3277. The BJS Internet site is:

<http://www.ojp.usdoj.gov/bjs/>

Additional criminal justice materials can be obtained from the Office of Justice Programs Internet homepage at: <http://www.ojp.usdoj.gov>

###

BJS98150

After hours contact: Stu Smith at 301/983-9354

U.S. Department of Justice  
Office of Justice Programs



# Bureau of Justice Statistics Special Report

July 1998, NCJ 168634

## *National Crime Victimization Survey*

# Workplace Violence, 1992-96

By Greg Warchol, Ph.D.  
BJS Statistician

Data from the National Crime Victimization Surveys (NCVS) for 1992-96 indicate that during each year U.S. residents experienced more than 2 million violent victimizations while they were working or on duty. The most common type of workplace violent crime was simple assault with an estimated average of 1.5 million victimizations occurring each year. While at work U.S. residents also suffered 396,000 aggravated assaults, 51,000 rapes and sexual assaults, 84,000 robberies, and 1,000 homicides.

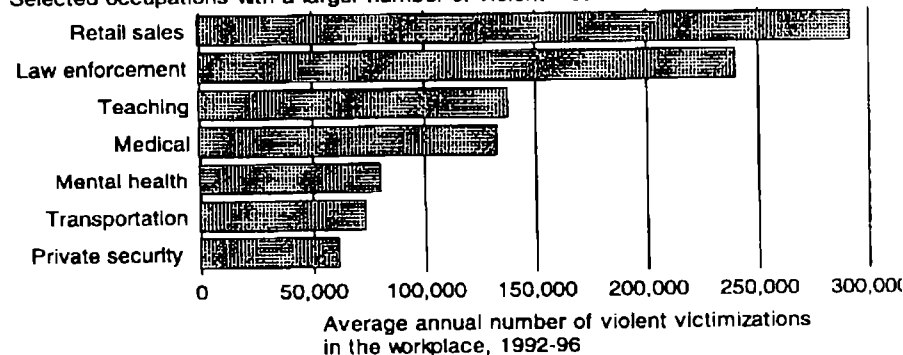
### Workplace violence

In this report workplace violence is defined as violent acts against a person at work or on duty, including physical assaults (rape and sexual assault and aggravated and simple assault) and robbery. Attempts are included with completed victimizations. (See *Definitions* on pages 7-8 for explanations of each offense.) The phrases *at work* and *on duty* are used synonymously for the term *workplace*.

While this report is mainly concerned with nonfatal violence as measured by the NCVS, data from the Bureau of

## Highlights

### Selected occupations with a larger number of violent victimizations



- Each year between 1992 and 1996, more than 2 million U.S. residents were victims of a violent crime while they were at work or on duty.

- More than 1,000 workplace homicides occurred annually.

- The most common type of workplace victimization was simple assault with an estimated 1.4 million occurring each year. U.S. residents also suffered 51,000 rapes and sexual assaults and about 84,000 robberies while they were at work.

- Annually, more than 230,000 police officers became victims of a nonfatal violent crime while they were working or on duty.

- About 40% of victims of nonfatal violence in the workplace reported that they knew their offenders.

- Women were more likely than men to be victimized by someone they knew.

- Approximately 12% of the nonfatal violent workplace crimes resulted in an injury to the victim. Of those injured, about half received medical treatment.

- Intimates (current and former spouses, boyfriends, and girlfriends) were identified by the victims as the perpetrators of about 1% of all workplace violent crime.

**Table 1. Victims of violence in the workplace, 1992-96**

|                         | Victimization in the workplace |         | All victimizations |         |
|-------------------------|--------------------------------|---------|--------------------|---------|
|                         | Annual average                 | Percent | Annual average     | Percent |
| Total                   | 2,010,800                      | 100.0%  | 10,868,900         | 100.0%  |
| Homicide*               | 1,023                          | 0.05    | 22,568             | 0.2     |
| Rape and sexual assault | 50,500                         | 2.5     | 466,900            | 4.3     |
| Robbery                 | 83,700                         | 4.2     | 1,274,500          | 11.7    |
| Aggravated assault      | 395,500                        | 19.7    | 2,364,600          | 21.7    |
| Simple assault          | 1,480,000                      | 73.6    | 6,740,300          | 62.0    |

\*Homicide data from the FBI's UCR include murder and nonnegligent manslaughter.

Labor Statistics and the FBI's Uniform Crime Reports (UCR) are included as a supplement to describe the nature and scope of workplace homicide. UCR data on commercial robberies are also included. Unless otherwise noted as including homicide, all tables only describe nonfatal workplace violence.

#### The amount and nature of violent crime in the workplace

Each year from 1992 to 1996, more than 2 million U.S. residents experienced a violent crime victimization while they were working or on duty (table 1). The most common type of victimization was assault, with an estimated 1.5 million simple assaults and 396,000 aggravated assaults reported annually. Each year there

were 84,000 robberies, about 51,000 rape or sexual assaults, and more than 1,000 workplace homicides.

#### Victim characteristics

Among people victimized while working or on duty, male victims outnumbered females by about 2 to 1 (table 2). Nearly 9 in 10 of victims of workplace violence were white. Fewer than 10% of the workplace violence victims were black. About 70% of the victims were between ages 25 and 49, and fewer than 10% of the victims were over age 50.

While females made up the majority of rape/sexual assault victims (83%), males were more likely than females

to be victims of robbery and simple and aggravated assault.

|        | Rape/<br>Sexual<br>assault | Rob-<br>bery | Assault         |        |
|--------|----------------------------|--------------|-----------------|--------|
|        |                            |              | Aggra-<br>vated | Simple |
| Male   | 16.7%                      | 72.0%        | 74.4%           | 66.1%  |
| Female | 83.3                       | 28.0         | 25.6            | 33.9   |

More than half of the violent crime victimizations happened to individuals who worked for a private employer (table 3). While government employees make up approximately 16% of the U.S. workforce, about 37% of the victims of workplace violence were employed by a Federal, State, or county government organization.

Annually about 430,000 of the workplace violence victims identifying

**Table 2. Characteristics of workplace violence victims, 1992-96**

| Victim characteristic | Percent |
|-----------------------|---------|
| Total                 | 100.0%  |
| <b>Sex</b>            |         |
| Male                  | 66.8%   |
| Female                | 33.2    |
| <b>Race</b>           |         |
| White                 | 88.6%   |
| Black                 | 8.9     |
| Other                 | 2.5     |
| <b>Ethnicity*</b>     |         |
| Hispanic              | 6.6%    |
| Non-Hispanic          | 92.1    |
| <b>Age</b>            |         |
| 12-17                 | 2.4%    |
| 18-24                 | 17.9    |
| 25-34                 | 32.9    |
| 35-49                 | 37.0    |
| 50-59                 | 7.2     |
| 60-64                 | 1.5     |
| 65 or older           | 1.1     |

\*Ethnicity was unknown for 1.3% of victims of workplace violence.

#### Robberies reported to the police

An annual average of more than 533,000 robberies — commercial and noncommercial — were reported to the police between 1992 and 1996, according to the FBI. About 20% of these incidents were robberies of businesses, representing an average of 67,000 commercial houses, 28,000 convenience stores, and 13,000 gas station robberies each year.

|                            | Annual average |        |
|----------------------------|----------------|--------|
|                            | 1992-96        |        |
| All robberies              | 533,320        | 100.0% |
| <b>Workplace robberies</b> |                |        |
| Total                      | 107,854        | 20.2   |
| Commercial house           | 67,144         | 12.6   |
| Convenience store          | 28,090         | 5.3    |
| Gas station                | 12,621         | 2.4    |

Source: FBI's Uniform Crime Reports, 1992-96.

The difference in robberies measured by the NCVS and UCR occurs in the distinct methods of accounting used by the two programs. The NCVS includes only cases in which individuals suffered a robbery or attempted robbery of their personal property. The UCR includes cases in which establishments or individuals lost property. For example, if a robber confronts a bank teller and steals from the bank but not the teller, the NCVS records the event as an assault rather than a robbery because the teller was not robbed of personal property.

**Table 3. Employers of workplace violence victims, 1992-96**

|                        | Victims of violence in the workplace |         |
|------------------------|--------------------------------------|---------|
|                        | Number*                              | Percent |
| Private employer       | 1,127,800                            | 56.1%   |
| State/local government | 677,600                              | 33.7    |
| Self-employed          | 134,500                              | 6.7     |
| Federal Government     | 62,900                               | 3.1     |
| Not ascertained        | 35,100                               | 0.3     |

\*Annual average, 1992-96.

their occupation stated they were employed by a government law enforcement agency or private security organization. Among these, an estimated 234,000 police officers and 58,300 private security guards were victims of workplace violent crime each year (table 4). The victimization of law enforcement officers accounts for the overrepresentation of government employees as workplace violence victims.

**Table 4. Occupations of victims of nonfatal workplace violence, 1992-96**

| Occupation                        | Victims of workplace nonfatal violence |                          |
|-----------------------------------|----------------------------------------|--------------------------|
|                                   | Annual average                         | Number per 1,000 workers |
| <b>Total*</b>                     | 2,009,400                              | 14.8                     |
| <b>Medical</b>                    |                                        |                          |
| Physicians                        | 10,000                                 | 15.7                     |
| Nurses                            | 69,500                                 | 24.8                     |
| Technician                        | 24,500                                 | 21.4                     |
| Other                             | 56,800                                 | 10.7                     |
| <b>Mental health</b>              |                                        |                          |
| Professional                      | 50,300                                 | 79.5                     |
| Custodial                         | 8,700                                  | 63.3                     |
| Other                             | 43,500                                 | 64.0                     |
| <b>Teaching</b>                   |                                        |                          |
| Preschool <sup>b</sup>            | 2,400                                  | 3.6                      |
| Elementary                        | 35,400                                 | 16.0                     |
| Junior high                       | 47,300                                 | 57.4                     |
| High school                       | 33,300                                 | 28.9                     |
| College/university                | 6,600                                  | 2.5                      |
| Technical/industrial <sup>b</sup> | 400                                    | 4.4                      |
| Special education                 | 9,000                                  | 40.7                     |
| Other                             | 14,400                                 | 10.1                     |
| <b>Law enforcement</b>            |                                        |                          |
| Police                            | 234,200                                | 306.0                    |
| Private security                  | 58,300                                 | 217.8                    |
| Prison guard                      | 71,100                                 | 117.3                    |
| Other                             | 67,600                                 | 61.5                     |
| <b>Retail sales</b>               |                                        |                          |
| Convenience/liquor store          | 61,500                                 | 68.4                     |
| Gas station                       | 15,500                                 | 79.1                     |
| Bar                               | 26,400                                 | 91.3                     |
| Other                             | 228,200                                | 17.5                     |
| <b>Transportation</b>             |                                        |                          |
| Taxi driver                       | 16,100                                 | 183.8                    |
| Bus driver                        | 17,200                                 | 45.0                     |
| Other                             | 43,200                                 | 10.0                     |
| <b>Other/unspecified</b>          | 758,000                                | 8.2                      |

Note: Rates are calculated using population estimates from the NCVS for occupation, 1992-96. Detail may not add to total because of rounding.

\*The total for specified occupations was 1,251,400, with 29.4 victims of workplace violence per 1,000 workers.

<sup>b</sup>Fewer than 10 sample cases.

Annually, 330,000 retail sales workers became victims of workplace violence. These included an estimated 61,000 convenience/liquor store clerks and 26,000 bartenders. More than 160,000 workers in the medical occupations, including an estimated 70,000 nurses, 24,000 technicians, and about 10,000 physicians, were victimized each year.

Teachers accounted for about 149,000 of all workplace victimizations each year. An estimated 33,000 high school, 35,000 elementary, and 47,000 junior high/middle school teachers were victims of a violent crime while working or on duty.

Of the occupations examined, law enforcement had the highest rates of workplace violence while teaching had the lowest. Police officers experienced 306 victimizations for every 1,000 officers. Prison guards experienced 217 per 1,000. College or university teaching was the occupation with the lowest rate of violence at work: 2.5 victimizations per 1,000 teachers.

How often victims were assaulted at work was related to their occupation. Public law enforcement and private

**Table 5. Workplace assaults by occupation, 1992-96**

|                 | Average annual number of assaults |            |
|-----------------|-----------------------------------|------------|
|                 | Simple                            | Aggravated |
| Medical         | 137,500                           | 12,800     |
| Teaching        | 126,500                           | 16,800     |
| Mental health   | 79,000                            | 15,300     |
| Law enforcement | 326,900                           | 98,500     |
| Transportation  | 45,200                            | 17,400     |
| Retail sales    | 215,700                           | 90,700     |

**Number of assaults on police officers**

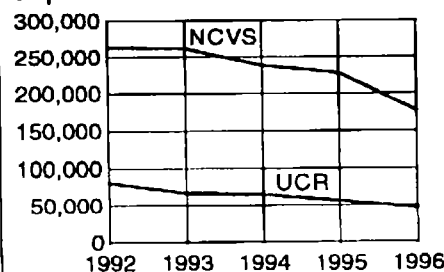


Figure 1

**Table 6. Reactions to the violence by victims in the workplace, 1992-96**

| Reaction                  | Percent |
|---------------------------|---------|
| Total                     | 100.0%  |
| Offered no resistance     | 27.3    |
| Nonconfrontational action | 29.6    |
| Unarmed confrontation     | 20.9    |
| Resisted with —           |         |
| Firearm                   | 1.4     |
| Other actions/weapons     | 1.7     |
| Other                     | 19.1    |
| Unknown                   | 0.1     |

Note: Detail may not add to total because of rounding.

security workers experienced the most workplace assaults each year — an estimated 327,000 simple assaults and nearly 100,000 aggravated assaults (table 5). Transportation workers suffered the fewest assaults — an estimated 45,000 simple assaults and 17,000 aggravated assaults.

### Assaults on police

Both the NCVS and the UCR record recent decreases in the number of nonfatal assaults on police (figure 1). In 1996 police officers reported to the NCVS about 152,000 assaults, and agencies reported 47,000 such assaults to the UCR.

The higher levels in the NCVS data are partially attributable to the survey recording assaults that victimized officers did not report to their superiors. These were possibly the less serious assaults in which officers were not injured: 87% of all assaults did not result in an injury. The difference between the UCR and the NCVS data is less distinct when comparing assaults on police officers resulting in injury — victimizations that officers may be more prone to report to their superiors.

Annual average number of assaults  
injury police officers

NCVS 30,304  
UCR 21,604

### Response to workplace violence

When confronted by the offender, about 27% of the workplace violence victims did not resist (table 6). The

**Table 7. Injured victims of workplace violence, by type of offense, 1992-96**

| Injury to victims | Percent of victims of workplace violence |         |                       |                   |
|-------------------|------------------------------------------|---------|-----------------------|-------------------|
|                   | Rape/<br>Sexual assault                  | Robbery | Aggravated<br>assault | Simple<br>assault |
| Injured           | 19.3%                                    | 17.4%   | 17.3%                 | 10.0%             |
| Uninjured         | 80.7                                     | 82.6    | 82.7                  | 90.0              |

The majority of workplace violence incidents (56%) happened to individuals working in cities. Individuals working in rural parts of the country accounted for about 11% of the incidents of violence at work.

**Table 8. Victim-offender relationship of victims of workplace violence, 1992-96**

| Relationship of offender to victim | Percent of workplace violence victims |        |        |
|------------------------------------|---------------------------------------|--------|--------|
|                                    | Total                                 | Male   | Female |
| Total                              | 100.0%                                | 100.0% | 100.0% |
| Intimate                           | 0.9                                   | 0.2*   | 2.2    |
| Other relative                     | 0.5                                   | 0.2*   | 1.0    |
| Acquaintance                       | 35.3                                  | 29.9   | 46.2   |
| Stranger                           | 59.6                                  | 65.9   | 47.0   |
| Unknown                            | 3.6                                   | 3.7    | 3.5    |

Note: Detail may not add to totals because of rounding.

\*Fewer than 10 sample cases.

| Location        | Percent |
|-----------------|---------|
| Total           | 100.0%  |
| City            | 56.5    |
| Suburb          | 14.6    |
| Rural           | 10.8    |
| More than one   | 17.7    |
| Not ascertained | .4      |

The relationship between the victim and the offender may be of special interest with crime that occurs in the workplace. In addition to strangers, workplace crime has been in part attributed to disgruntled current or former employees and domestic disputes involving intimates (current and former spouses, boyfriends and girlfriends).

most common reaction of victims was nonconfrontational actions such as trying to stall, persuade, or bargain with the offender, or fleeing or hiding from the offender. Fewer than 4% of the victims resisted with a weapon.

Among workplace violence victims who took some type of self-protective action, more than 80% stated that they thought it helped the situation.

| Value of response | Percent of victims |
|-------------------|--------------------|
| Total             | 100.0%             |
| Helped situation  | 84.1               |
| Did not help      | 12.4               |
| Don't know        | 3.5                |

### Injury from workplace violence

As with street crime, workplace violence can result in injured victims. Twelve percent of all victims of workplace violence reported having been physically injured.

| Victim injury | Total | Males | Females |
|---------------|-------|-------|---------|
| Injured       | 12.0% | 11.3% | 13.2%   |
| Uninjured     | 88.0  | 88.7  | 86.8    |

Victims of certain types of violent crime, however, sustained a slightly, though not statistically significant, higher incidence of injury. Victims of rape or sexual assault suffered additional injury in 19% of the reported victimizations (table 7). About 17% of victims of robbery or aggravated assault were injured, compared to 10% of victims of simple assault.

About 6% of all workplace crimes resulted in the victim being injured and receiving medical treatment — either at the scene or at a medical facility.

| Treatment                     | Percent |
|-------------------------------|---------|
| Total                         | 100.0%  |
| Not injured                   | 88.0    |
| Injured but not treated       | 6.1     |
| Treated at the scene          | 2.3     |
| Treated at a medical facility | 3.6     |

### Offense and offender characteristics

More than 60% of the workplace violent victimizations occurred during daylight hours.

| Time of occurrence | Percent |
|--------------------|---------|
| Total              | 100.0%  |
| Day                | 62.3    |
| Night              | 36.2    |
| Don't know         | 1.4     |

The majority of all workplace violent crime was committed by a stranger to the victim (table 8). A higher percentage of men (66%) than women (47%) were victimized by a stranger. Intimates were identified as the perpetrators in fewer than 1% of all incidents of workplace violence. Female victims reported that their attackers were intimates in about 2% of all offenses. Female victims were also more likely than male victims to report that their attackers were acquaintances (46%, compared to 30%).

**Table 9. Number of workplace violence offenders, by type of crime, 1992-96**

| Number of offenders | Annual average percent of victims of workplace violence |         |                       |                   |
|---------------------|---------------------------------------------------------|---------|-----------------------|-------------------|
|                     | Rape/Sexual<br>assault                                  | Robbery | Aggravated<br>assault | Simple<br>assault |
| Total               | 100.0%                                                  | 100.0%  | 100.0%                | 100.0%            |
| 1                   | 85.1                                                    | 53.8    | 77.1                  | 88.2              |
| More than 1         | 10.9                                                    | 43.0    | 19.0                  | 8.9               |
| Not ascertained     | 4.0                                                     | 3.1     | 3.9                   | 2.9               |

Note: Detail may not add to totals because of rounding.

**Table 10. Characteristic of offenders who committed workplace violence, 1992-96**

| Characteristic of offender | Percent of victims of workplace violence by lone offenders |
|----------------------------|------------------------------------------------------------|
| <b>Sex</b>                 |                                                            |
| Male                       | 82.9%                                                      |
| Female                     | 14.1                                                       |
| Unknown                    | 2.9                                                        |
| <b>Race</b>                |                                                            |
| White                      | 58.4%                                                      |
| Black                      | 29.0                                                       |
| Other                      | 8.1                                                        |
| Not ascertained            | 4.4                                                        |
| <b>Age</b>                 |                                                            |
| Under 12                   | 1.9%                                                       |
| 12 to 17                   | 10.0                                                       |
| 18 to 20                   | 6.6                                                        |
| 21 to 29                   | 29.4                                                       |
| 30 or older                | 47.0                                                       |
| Not ascertained            | 5.1                                                        |

**Table 11. Weapons present in workplace violence, 1992-96**

| Type of weapon present                                | Percent of violent victimizations in the workplace |
|-------------------------------------------------------|----------------------------------------------------|
| None                                                  | 73.4%                                              |
| Unknown                                               | 6.2                                                |
| Some type                                             | 20.4                                               |
| Firearm                                               | 7.5%                                               |
| Knife                                                 | 6.0                                                |
| Club, bottle, stick, or other object used as a weapon | 6.0                                                |
| Unknown type                                          | 1.0                                                |

Note: Detail may not add to totals because of rounding.

When asked about the offenders, over 84% of workplace violence victims stated that the incident involved only one offender.

| Number of offenders | Percent |
|---------------------|---------|
| 1                   | 84.7%   |
| 2                   | 6.2     |
| 3                   | 2.4     |
| 4 or more           | 3.5     |
| Not ascertained     | 3.1     |

Forty-three percent of the robberies were committed by more than one offender (table 9). About 11% of the rapes and 9% of the simple assaults involved multiple offenders.

Those who committed workplace violence were predominately male, white, and older than 21 (table 10). Among workplace crimes for which victims reported just one perpetrator, more than 80% of the offenders were male, 58% were white, and 47% were over age 30.

About 20% of violent incidents in the workplace involved an armed offender (table 11). A firearm was used in fewer than 10% of all workplace violent crimes. The likelihood of a victim's being threatened or injured by an armed offender reflected the vulnerability of the victim's occupation. One in three incidents of violence against transportation workers were committed by an offender who had a gun, knife, or other weapon (table 12). One in four retail sales workers reported that the offender was armed during the incidents they experienced. Of those incidents examined, medical care workers faced an armed offender in 7% of violent crimes.

### Outcomes

Fewer than half of all nonfatal violent workplace crimes were reported to the police (table 13). Male victims (47%) were more likely than female victims (38%) to report the offense to the police. About 25% of the rapes and sexual assaults were reported to the police, while nearly 73% of the robberies were reported. An injured

**Table 13. Reporting of workplace violence to the police, by sex of victim, offense, injury, and victim-offender relationship, 1992-96**

| Workplace violence                  | Percent of violent crimes in the workplace reported to the police |
|-------------------------------------|-------------------------------------------------------------------|
| <b>All</b>                          | 44.2%                                                             |
| <b>Sex of victim</b>                |                                                                   |
| Male                                | 47.0%                                                             |
| Female                              | 38.4                                                              |
| <b>Offense</b>                      |                                                                   |
| Rape                                | 25.3%                                                             |
| Robbery                             | 72.8                                                              |
| Aggravated assault                  | 60.8                                                              |
| Simple assault                      | 39.2                                                              |
| <b>Injury of victim</b>             |                                                                   |
| Injured                             | 60.0%                                                             |
| Uninjured                           | 42.2                                                              |
| <b>Victim-offender relationship</b> |                                                                   |
| Intimate                            | 60.7%                                                             |
| Stranger/acquaintance               | 44.0                                                              |

victim was more likely than an uninjured victim to report the crime to the police. Sixty percent of the injured victims, but 42% of the uninjured, reported the offense to the police. About 61% of the victimizations committed by an intimate of the victim (spouse/ex-spouse or boyfriend/girlfriend) were reported to the police.

When questioned about why they did not report the offense, workplace violence victims gave as their most common reason that they reported it to another official (29%). This other official may have been a supervisor or the security personnel of the organization for which they worked. Another 19% stated that the violence was not important enough to report to the police.

**Table 12. Whether the offender in workplace violence was armed, by occupation of the victim, 1992-96**

| Whether the offender was armed | Percent of violent victimizations in the workplace |               |          |                             |              |                |       |
|--------------------------------|----------------------------------------------------|---------------|----------|-----------------------------|--------------|----------------|-------|
|                                | Medical                                            | Mental health | Teaching | Law enforcement or security | Retail sales | Transportation | Other |
| Armed                          | 7.2%                                               | 14.9%         | 11.9%    | 21.5%                       | 26.6%        | 34.3%          | 20.6% |
| Unarmed                        | 89.2                                               | 83.5          | 82.4     | 75.1                        | 65.6         | 55.3           | 71.9  |
| Unknown                        | 3.5                                                | 1.6*          | 5.7      | 3.4                         | 7.9          | 10.4           | 7.6   |

\*Fewer than 10 sample cases.

**Table 14. Whether offender in workplace violence was arrested, by offense, 1992-96**

| Outcome      | Percent of incidents reported to the police |       |         |                    |                |
|--------------|---------------------------------------------|-------|---------|--------------------|----------------|
|              | All                                         | Rape  | Robbery | Aggravated assault | Simple assault |
| Arrested     | 37.4%                                       | 30.0% | 22.8%   | 44.1%              | 36.5%          |
| Not arrested | 57.3                                        | 64.7  | 68.7    | 48.4               | 59.3           |
| Unknown      | 5.3                                         | 5.3   | 8.4     | 7.5                | 4.2            |

| Reason for not reporting           | Percent of victims who did not report workplace violence to the police |
|------------------------------------|------------------------------------------------------------------------|
| Reported to another official       | 29.4%                                                                  |
| Private or personal matter         | 20.6                                                                   |
| Not important enough               | 18.9                                                                   |
| Police could/would not do anything | 5.1                                                                    |
| Afraid of the offender             | 1.8                                                                    |
| Inconvenient                       | 1.2                                                                    |
| Do not know                        | .5                                                                     |
| Other reason                       | 20.5                                                                   |
| No one reason more important       | 2.0                                                                    |

Of all workplace violence incidents reported to the police, 37% resulted in the eventual arrest or charging of an offender for the victimization between the time of the incident and the interview with the victim (table 14).

### Workplace homicide

Data from the Bureau of Labor Statistics showed that homicide was the second leading cause of death in the workplace between 1992 and 1996 (figure 3) with more than 1,000 murders occurring each year. The workplace homicides accounted for about 1 of every 6 fatal occupational injuries.

Firearms were used to commit more than 80% of all workplace homicides between 1992 and 1996. About 20% of the homicides were the result of bombings, stabbings, or beatings. This figure includes the deaths of employees among the 168 who died in the 1995 bombing of the Murrah Federal Building in Oklahoma City.

**Table 15. Characteristics of workplace homicide victims, 1993-96**

| Selected characteristic of victims of workplace homicide   | Annual average number |
|------------------------------------------------------------|-----------------------|
| Male                                                       | 821                   |
| Female                                                     | 196                   |
| White                                                      | 710                   |
| Black                                                      | 191                   |
| American Indian, Alaska Native, Asian, or Pacific Islander | 106                   |
| Other                                                      | 60                    |
| Hispanic                                                   | 143                   |
| Younger than age 20                                        | 30                    |
| 20-24                                                      | 85                    |
| 25-34                                                      | 261                   |
| 35-44                                                      | 264                   |
| 45-54                                                      | 198                   |
| 55-64                                                      | 115                   |
| Age 65 or older                                            | 63                    |

Source: Bureau of Labor Statistics, Census of Fatal Occupational Injuries, 1993-96.

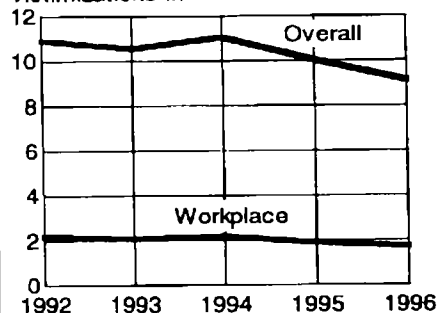
| Weapon        | Annual average percent of workplace homicides, 1992-96 |
|---------------|--------------------------------------------------------|
| Firearm       | 83.7%                                                  |
| Bomb or other | 11.4                                                   |
| Knife         | 7.8                                                    |

Source: Bureau of Labor Statistics, Fatal Occupational Injuries by Event or Exposure, 1992-96.

From 1993 to 1996 males were the majority of workplace homicide victims (table 15). Each year an average of 710 whites and 191 blacks were murdered while working. About 143 workplace homicide victims each year

### The number of violent victimizations in the workplace declined 21% from a peak of 2.2 million in 1994 to 1.7 million in 1996

Number of violent victimizations in millions

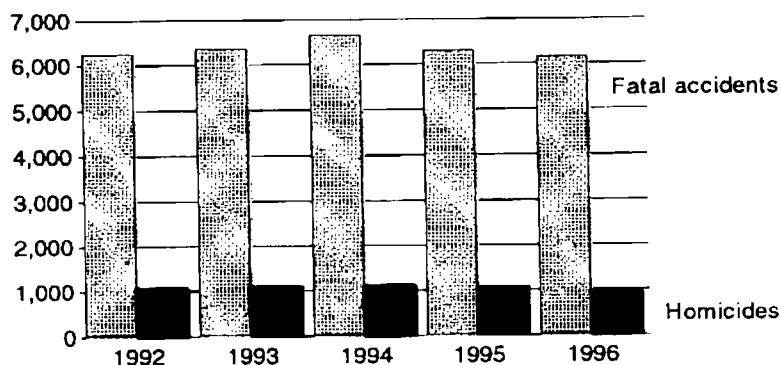


The decrease in violent victimization in the workplace between 1994 and 1996 was similar to the 17% decline in violent crime overall during the period.

Figure 2

### Homicide accounts for about 17% of all deaths in the workplace

Deaths in the workplace



Source: Bureau of Labor Statistics, 1992-96

Figure 3

were of Hispanic origin. Most workplace homicide victims were between ages 25 and 44.

Between 1993 and 1996 most workplace homicides — an average of nearly 760 each year — were the result of a robbery (figure 4). About 100 workplace homicides a year were attributed to the victim's coworkers or customers. Personal acquaintances of homicide victims were identified as perpetrators in about 50 workplace murders each year.

Of select occupations, sales workers experienced the highest number of workplace homicides — an average of 327 each year from 1993 to 1996 (figure 5). Annually, 74 taxi drivers and chauffeurs were murdered while working or on duty. About 70 law enforcement officers were killed in the line of duty each year.

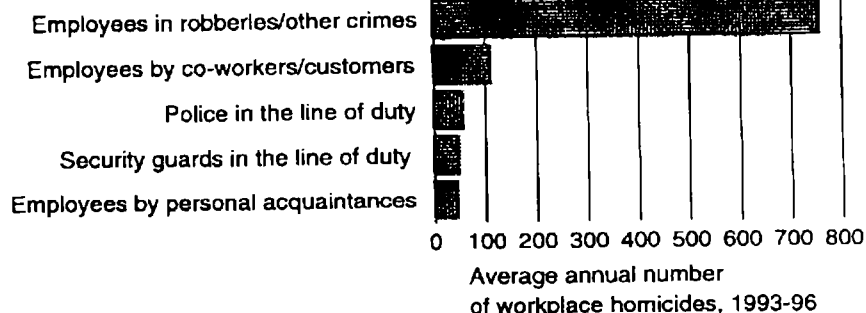
### Methodology

Except as noted, the data for this report come from the 1992 to 1996 National Crime Victimization Surveys (NCVS). The NCVS is an annual survey of about 46,000 households and 95,000 individuals age 12 or older. It obtains information about crimes, including those not reported to the police, from a continuous, nationally representative sample of households in the United States.

Respondents who reported that they were a victim of a violent crime while working or on duty represent the sample for this report. This sample does not include those crime victims who stated that they were on their way to or from work. Customers affected by violence at a workplace also were not included in the analysis. Because the NCVS does not measure murder, the homicide data included in this report were drawn from the FBI's Uniform Crime Reports and the Bureau

### Each year from 1993 to 1996 nearly 800 workplace homicides were the result of a robbery

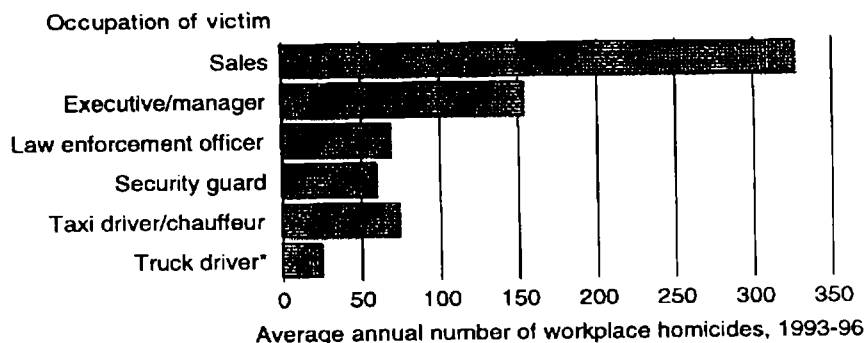
#### Victim and circumstance of homicide



Source: Bureau of Labor Statistics, Census of Fatal Occupational Injuries, 1993-96

Figure 4

### The largest number of workplace homicide victims were employed in retail sale:



\*Based on 1993 and 1995-96.

Source: Bureau of Labor Statistics, Census of Fatal Occupational Injuries, 1993-96

Figure 5

of Labor Statistics. While some trends are presented, most data are presented in the aggregate. Using aggregate data from 5 years for this report makes possible more reliable estimates.

The estimates in this report are not directly comparable to those in *Violence and Theft in the Workplace* (BJS Crime Data Brief, NCJ 148199, July 1994). The differences reflect changes in survey methodology introduced by the 1992 redesign of the NCVS.

Research prior to the redesign indicated that a substantial proportion of certain types of crimes were not recounted. In general, the redesigned survey gives respondents additional cues to encourage recall of eligible crime events. These changes achieved the intended effect of producing higher and more accurate estimates of violent crime than had resulted from the previously used procedures. For a detailed explanation, see *Effects of the Redesign on Victimization Estimates* (BJS Technical Report, NCJ 164381, April 1997).

## Definitions

**Aggravated assault:** Attack or attempted attack with a weapon, regardless of whether or not an injury occurred, and attack without a weapon when serious injury occurs.

**Simple assault:** Attack without a weapon resulting in no injury, minor injury, or in undetermined injury requiring less than 2 days of hospitalization. Also includes attempted assault without a weapon.

**Robbery:** Completed or attempted theft, directly from a person, of property or cash by force or threat, with or without a weapon and with or without injury.

**Rape:** Forced sexual intercourse including both psychological coercion as well as physical force. Includes attempted rapes, male as well as female victims, and both heterosexual and homosexual rape.

**Sexual assault:** A wide range of victimizations, separate from rape or attempted rape. These crimes include attacks or attempted attacks generally involving unwanted sexual contact between victim and offender. Sexual assault also includes verbal threats.

**Intimates:** Includes spouses, ex-spouses, and current and former boyfriends and girlfriends. The relationship is defined by the respondent.

**Acquaintances:** Includes friends, former friends, roommates or boarders, schoolmates, neighbors, someone at work, or some other known nonrelative.

**Relatives:** Includes parents and step-parents, children and stepchildren, siblings, and other relatives.

**Stranger:** Someone not known to the victim.

## Rounding of percentages

Percentages in the tables may not add to 100% because of rounding.

## Computation of standard errors

The results in this report were tested to determine if the observed differences between groups were statistically significant.

The comparisons made in this report were tested to determine whether the observed differences between groups or over time were statistically significant. Comparisons mentioned in the report passed a hypothesis test at the 0.05 level of statistical significance (or the 95-percent confidence level). This means that the estimated difference between comparisons was greater than twice the standard error of that difference.

The standard error calculations were made using statistical programs specifically developed for the NCVS by the U.S. Bureau of the Census. These programs take into account the complex sample design of the NCVS when calculating the generalized variance estimates.

Though 5 years of data are covered in this report, some estimates were based on relatively small numbers. This is noted in tables in which estimates are based on 10 or fewer sample cases. Because standard errors cannot be accurately computed for such estimates, it is not advisable to compare them to other estimates. Caution should also be used when comparing estimates not specifically mentioned in the text of this report. Large differences may not be statistically significant at even the 95-percent confidence level.

## Determining occupation for the NCVS

The victim reported his or her job at the time of the victimization by answering question 138 on the NCVS Incident Report.

### Occupation Variable (No. 138)

Q. Which of the following best describes your job at the time of the incident?

#### Medical Profession

1. Physician
2. Nurse
3. Technician
4. Other

#### Mental Health Service Field — Are your duties —

5. Professional (social worker/psychiatrist)
6. Custodial care
7. Other

#### Teaching Profession —

Were you employed in a —

8. Preschool
9. Elementary
10. Junior high or middle school
11. High school
12. College or university
13. Technician or industrial school
14. Special education facility
15. Other

#### Law Enforcement or Security Field —

Were you employed as a —

16. Law enforcement officer
17. Prison or jail guard
18. Security guard
19. Other

#### Retail Sales —

Were you employed as a —

20. Convenience or liquor store clerk
21. Gas station attendant
22. Bartender
23. Other

#### Transportation Field —

Were you employed as a —

24. Bus driver
25. Taxi cab driver
26. Other

or

27. Something else



U.S. Department of  
Transportation

Office of the Secretary  
of Transportation

400 Seventh St., S.W.  
Washington, D.C. 20590

DOT  
Conference

F A X C O V E R S H E E T

DATE:

2/23

TO:

Mary Smith

FROM:

Carrie Hyman

MESSAGE (IF ANY):

3 pages

As discussed - Thanks!

NO. OF PAGES, INCLUDING COVER:



**DRAFT**

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**FOR IMMEDIATE RELEASE**

Friday, February 19, 1999

DOT -99

Contact: Pamela Barry

Telephone: (202) 493-6024

## **Transportation Secretary Slater Announces National Transportation Safety Conference**

Continuing the top-priority effort to save lives and prevent transportation-related injuries, U.S. Transportation Secretary Rodney E. Slater today announced a two-day national safety conference to take place in Washington, D.C., beginning March 2, 1999.

"During this conference we intend to make a real difference for the next millennium in reducing the number of deaths and injuries resulting from transportation-related accidents," Secretary Slater said. "We are continuing to focus sharply, with vision and vigilance, on safety, President Clinton's highest transportation priority."

The goal of the conference is to develop a Transportation Safety Action Plan for the nation that identifies specific strategies to save lives and reduce injuries. According to the U.S. Department of Transportation, each year about 44,500 Americans lose their lives in transportation-related incidents and another 3.4 million are injured. Insurance, lost wages, health care and other costs exceed \$150 billion annually, and losses in terms of human suffering are incalculable.

"This conference will help to focus the nation's safety agenda on the nation's highways, railways, waterways and airways," said Jolene Molitoris, head of the Federal Railroad Administration and chair of the department's Safety Council.

The conference will be held on March 2-3, 1999, at the Grand Hyatt Hotel in Washington, D.C. The centerpiece is a National Town Hall Meeting, a satellite teleconference linking the Washington, D.C.-based audience with community leaders and dignitaries in Atlanta, Detroit and San Francisco. Citizens in those cities will share inspirational stories on transportation-related experiences that resulted in lives lost and saved. Panel discussions will follow the satellite broadcast. They will be led by experts in safety and will review roles of the federal government, industry and the public in making safe transportation choices.

# DRAFT

February 18, 1999  
DOT -99

Cutting-edge technology exhibits that demonstrate the latest developments in transportation safety will be on display at the hotel during the conference. Safety experts will also be available to address technological advances and their impact on transportation safety.

A schedule of events will be available nearer the date of the conference.

**WHAT:** The 1999 National Transportation Safety Conference

**WHO:** Transportation Secretary Rodney Slater  
Agency Administrators, U.S. Department of Transportation  
Greta Van Susteren, Co-Host, CNN's *Burden of Proof*  
Michael Andretti, Champion Driver, Champion Auto Racing Teams

**(CART)** Andrew Craig, CEO, CART

**WHERE:** Grand Hyatt Hotel  
Independence Ballroom A  
1000 H Street  
Washington, D.C.

**WHEN:** Tuesday, March 2 - Wednesday, March 3  
(A more detailed media schedule will be sent prior to the conference.)

###