

*Library*

MEMBERS PRESENT: Chairman Stewart  
Vice Chairman Sader  
Mr. Thompson  
Miss Foley  
Mr. Beyer  
Mr. Price  
Mr. Chaney  
Mr. Malone  
Mrs. Cafferata  
Mrs. Ham  
Mr. Banner

MEMBERS ABSENT: None

GUESTS PRESENT: Mary Lee Fulkerson  
Brenda L. Noach, Volunteer - Advocates for  
Abused Women  
Sandra T. Eggers  
Patricia M. Foster, Volunteer - Committee to  
Aid Abused Women (CAAW)  
Robert J. McBride  
Ginger Peevers, CAAW Volunteer  
Joanie Rogers, CAAW Employee  
Janine Hansen Triggs, Pro Family Coalition of  
Nevada  
Gerald Prindiville, Common Cause, AARP-NRTA  
Grace Bordewich, Volunteer - Advocates for  
Abused Women  
Frederick B. Lee, Jr.  
Barbara Scott, Treasurer, Advocates for Abused  
Women  
Jane Mauldon, Chairperson, Advocates for Abused  
Women  
Sarah Merseream, Volunteer - Advocates for  
Abused Women  
Jess H. Bachman, Citizens League on Child  
Kidnapping and Children's Rights, Inc.  
Orvis E. Reil, NRTA/AARP - Nevada Joint State  
Legislative Committee  
Janine M. Poronsky  
Lori Rubenstein, CAAW  
Kim Armstrong, CAAW  
Phyllis Kaiser, CAAW  
Cathy Fulkerson, CAAW  
Linda Gardner, CAAW  
Reta Hagan, NNADV  
David L. Anderson, Nevada Conference of Churches  
and Denominational Executive Ministers of NV.  
Jennifer Cochran, CAAW

1505

GUESTS CONT'D: Elizabeth Elliot  
Janean Riner  
W. LaBadie, State Welfare  
Joni Kaiser, CAAW  
Estelle Murphy, Temporary Assistance for Women  
Sharon Lebovitz, Advocates for Abused Women  
Sonya Montaua, Advocates for Abused Women  
Bill Curran, Clark County District Attorney  
Maya Miller  
Marcia Grisimor, AAUW - Fritsch PTA - Carson  
City School Board  
Pat Gothberg, Nevada Nurses' Association

Chairman Stewart called the meeting to order at 8:04 a.m. and asked for testimony on AB 488 first.

AB 488: Increases penalty for abduction of child.

Jess H. Bachman testified first from the attached EXHIBIT A and distributed EXHIBITS B and C in conjunction with his testimony.

Mr. Sader commented that he favors AB 488, but questioned some of the language. He suggested that the language might have to be changed to comply with the new joint custody bill. He asked of Mr. Bachman would have any objection to including provisions in the bill against unlawfully denying visitation rights. Mr. Bachman was under the impression that is covered in the statutes.

Mr. Beyer asked who generally snatches children. Mr. Bachman stated that if a child is taken across the state line into another state, there are currently no laws which provide for the custodial parent going into the other jurisdiction to recover the child. As a result, the parent or someone else will snatch the child back, resulting in trauma to the child.

Bill Curran of the Clark County District Attorney's Office stated that his office supports AB 488.

Since there was no further testimony on AB 488, Chairman Stewart proceeded to committee business before continuing to SB 371. He explained that he had three bills from Assemblyman Hickey for committee introduction, BDR C-1376<sup>†</sup>, BDR 43-1377<sup>\*\*</sup> and BDR 10-1375<sup>†</sup>. Mr. Price moved committee introduction of the bills, seconded by Mr. Malone, and carried unanimously by the committee.

\* AJR 39  
\*\* AB 547  
† AB 548

SB 371: Provides financial assistance to organizations serving victims of domestic violence.

Sue Wagner, Senate District No. 1, Washoe County, stated that SB 371 is an important bill into which a great deal of work has gone. Much time was taken in examining other state bills, recognizing the problems which have occurred in those states and trying to rectify those problems. Initially, the bill had a number of provisions which Senator Wagner did not feel appropriate which she had amended in addition to the Senate amendments.

Senator Wagner stated that 5 states have similar legislation, those being California, Montana, Kansas, Ohio and Florida. The extra fees attached in those states to address this problem are: California - \$10; Florida - \$5.00, Kansas - \$5.60; Montana - \$9.00; and Ohio - \$10.00. There is currently pending legislation in about 8 other states.

Senator Wagner explained the funding mechanism by stating that last session she served on the Ways and Means Committee. It became clear that one of the obvious directions not to take was to go to the State General Fund. Senator Wagner did not feel personally that it was appropriate, the time was not proper and many social groups throughout the country have lost much of their federal funding, many of which were supported by LEAA. She stated that she had been involved with the domestic violence shelters for some time and there is not question that they need a permanent funding source. Due to that and the approach taken by other states, it was determined that the \$5.00 fee added to marriage license fees was the best route.

Senator Wagner referred to the statistics cited at the last session determining this to be the most under-reported crime according to the FBI, and it has finally become apparent that people are willing to talk about it. She suspected that if the MX missile system becomes a reality in this state, the social problems that a project of that magnitude leave behind will touch in the area of family violence.

Senator Wagner read to the committee that the following groups support this bill: American Association of University Women, the American Baptist Women of the First Baptist Church of Reno, the 4 chapters of the Women's Political Caucus, the Associated Students of the University of Nevada - Reno, Attorney General - Richard Bryan, District Attorney, Judge Griffin, Carson City Employees Association, Carson Regional Council on Alcohol and Drug Abuse, Center for Religion and Life, Church Women United, Governing Board of Rural Clinics, Division of Mental Hygiene and Mental Retardation, Inter-Tribal Council of Nevada, Jewish Family Services of Las Vegas, Junior League of Reno, Nevada Conference

of Churches, Nevada Federation of Republican Women, Nevada Home Economics Association, Nevada Nurses' Association, Northern Area Substance Abuse Council, Northern and Southern Nevada National Organization of Women, Pro Family Coalition of Southern Nevada, St. John's Presbyterian Church, Truckee Meadows Boys Club, Unitarian Fellowship of Northern Nevada, Women's Democratic Club of Clark County, Washoe County Democratic Central Committee, Reno Republican Womens Club, and the League of Women Voters of Nevada.

Senator Wagner stated that Assemblyman Jack Vergiels has done some polling in his district with one of the issues being should marriage license fees be increased by \$5.00 in order to fund domestic violence programs. His response from a little over 500 people showed 77% favoring that approach.

Senator Wagner next explained the bill as follows:

Section 2: Deals with definitions which apply throughout the bill. One of the amendments from the Senate appears on Line 13 to insure that the victim of domestic violence includes the dependent children of the victim. The bill also establishes an advisory board on domestic violence at the county level. Testimony from some of the County Commissioners throughout the state suggested that they might prefer the option of using an existing board which deals with social services if some of the members have background in domestic violence. That option is provided for in the bill.

Section 3: Deals with the area of the advisory board and also establishes an enterprise fund at the local level, thus the funds collected can be placed there. It describes the granting of awards and how that is done. It discusses inter-local agreements between counties which was added by the Senate, important particularly for some of the smaller rural areas, enabling them to engage in an inter-local agreement with another county to provide the services for their own residents.

Section 4: Deals with the requirements to be eligible for the grants. It suggests that the shelters are not going to totally rely on this money, and they are to receive at least 15% from some other source. There are other requirements which are complete and suggest that they must meet some rather strict guidelines.

Section 5: Spells out the procedures for the grant application and the approval of the grants. It was noted that the county commission has the final authority. It allows the county commissioners to adjust the basic timetables in the bill to fit their own budgetary schedules.

Section 6: Deals with the case of a county not using all of the money gathered. One of the concerns is not addressing the problems in the cow counties. This would allow that money to come back to the state level. Originally, the bill was drafted so there would be a state advisory board on domestic violence. Senator Wagner was opposed to that and an agreement was worked out with the Division of Mental Hygiene and Mental Retardation which would provide for the use of their existing board to make determinations on what to do with the left-over money of the counties. The hope is to be able to channel some of that money into the rural areas where it is needed. Elko is beginning a program in this area, as well as Fallon. They will probably not be able to generate the necessary revenue.

Section 7: Provides for the same kind of general guidelines and disbursement of supplemental monies, as well as the Administrator of Mental Hygiene and Mental Retardation being able to make some reasonable changes in the budgetary procedures, depending upon what the county has done.

Section 8: Deals with the accountability of the organizations which receive the money. They must submit reports and this section spells out what conclusions those reports must have.

Section 9: Discusses the evaluation of the reports turned in and what becomes of that information.

Section 10: Deals with the funding as previously discussed.

Mr. Sader asked how much money would be generated as a result of this. Senator Wagner stated that the first year depends upon when the bill becomes effective. Generally speaking, over the last 8 or 9 years there have been about 100,000 marriages performed in the state.

Mr. Malone asked if the other states mentioned subsidize in addition to the marriage license fees. Jan Evans stated that in some cases they do. The majority of the programs in existence do receive some help from their states. Over half of the states presently provide assistance through categorical appropriations or line items in the budget. The other states have chosen the mechanism of the marriage license fee. In all of those states they are also required by the written statutes to continue their own fund-raising efforts.

Jan Evans, Legislative Coordinator, Nevada Network Against Domestic Violence, testified next from the attached EXHIBIT D.

Mrs. Evans next read EXHIBIT E, a letter to Senator Wagner from Dorothy B. North, Executive Director of the Eastern Nevada Council on Alcohol and Drug Abuse. She asked that EXHIBITS F and G, the testimony of Faye, a victim of domestic violence, and Donna Lee, a psychiatric social worker, respectively, be incorporated into the minutes due to their inability to attend the hearing. It was also Mrs. Evans' request to incorporate by reference the testimony of Mrs. Sandra Jolley, Vice President of Pro Family Coalition of Southern Nevada, and Don Helm, Detective Sergeant, Las Vegas Metropolitan Police, Crime Prevention Division, given during the Senate hearings on this bill and contained in the Senate Judiciary Committee minutes of March 18, 1981, at page 8.

Mrs. Ham asked how many domestic violence centers currently exist in the State of Nevada. Mrs. Evans stated that in Las Vegas there is presently one. There were formerly two programs, with one having financial problems and being in limbo at the present. There is talk of re-establishing that program because the need there is great and the strain placed on the other shelter has been increased dramatically. There is a program in Carson City which serves Lyon, Churchill, Douglas and Storey Counties as well. In Washoe County, serving Reno and Sparks, there is one program. There is a new program beginning in Elko which does not have a shelter at this time, but has a crisis and hot line. There is also an effort in the Fernley and Fallon areas to establish services there due to the demand for services.

Mrs. Ham next asked who administers the money. Mrs. Evans stated that presently all of the programs run their own shelters and services. They are not connected in any formal way. If this bill were to pass, there would be evaluations and the programs would be responsible to the county commissions. Mrs. Cafferata asked why these programs would want to lose their independence. Mrs. Evans stated that it is not a matter of forfeiting independence, but a matter of staying in business. Their financial situation is very precarious and many will not survive if they do not have a stable funding base. They have existed through small government grants and the generosity of local groups which have contributed money. As time goes on, the demand for their services increases. Some of the programs cannot exist with just volunteers. Nurses, doctors and policemen are paid. Just one or two professional people cannot do it all with volunteers working only a few hours a week.

Mr. Malone pointed out that although \$500,000 might seem like a lot of money, there are also children involved in the problem who need support as well as the victim. Mrs. Evans added that these programs include housing and food as in a living situation.

1510

Mr. Beyer asked if domestic violence was mainly caused by substance abuse. Mrs. Evans stated that "cause" is avoided and "correlate" is the term used since violence is a multi-faceted kind of behavior. Drugs and alcohol affect people in a variety of ways. It is found that well over half of the cases of domestic violence involve substance abuse or use by one or both parties.

Mr. Beyer next asked if this money would be used in drug abuse programs, etc. Mrs. Evans explained that the bill has made provisions and allowances for money to go to substance abuse people, counseling services, etc., who want to help the problem. On page 3, line 1 of the bill refers to this. When application is made to the county commissioners for funds, it will be indicated how much money is needed for the treatment of whatever the problem is and the money will then be funneled back to those agencies who work with the domestic violence centers. Mrs. Evans continued by saying that the money will be used for community out-reach, expanding training programs with law enforcement, and other services.

Mr. Banner asked why they were placing the financial burden on young people getting married and suggested there might be other areas where this money could be obtained from. Miss Foley felt this funding mechanism very innovative and addresses the area where it should since domestic abuse occurs in the family situation.

Mrs. Evans explained for Mrs. Cafferata that the Nevada Network Against Domestic Violence is very new and is simply the umbrella organization under which the existing shelter programs work together, communicate their needs and problems and try to work on a cooperative basis to meet Nevada's needs as whole. Each of the shelters is independent and defines the services necessary within their own communities. The Network is an attempt to pull this together for a statewide effort in coordinating services.

Mrs. Cafferata asked how many people are involved in the program. Mrs. Evans responded by saying that in terms of paid staff, there are not many more than a dozen. In terms of volunteers, there are several hundred. She added that the Clearing House in Washington, D.C. attempts to disseminate to all interested parties information on the programs, what they do, latest statistics, and new ideas. In most states there is at least a loosely woven network similar to that in Nevada. Nevada is a part of the Western States Shelter Network, which is located in California and includes a couple of the western states.

Estelle Murphy, the Director of Temporary Assistance for Women in Las Vegas, testified next from EXHIBIT H. She addressed two questions asked earlier by Mr. Sader regarding the extent of services to be provided by the funding and by Mr. Beyer about dealing with the abusive partner. She stated that the current shelter started with just services for women. It was quickly seen that there was the need to address the family unit entirely. They have been struggling to continue services to children and to develop programs for the batterers. Regarding the substance abuse problem, in Las Vegas the shelter is currently a member of the Regional Coalition Against Substance Abuse. They have written contracts with the Las Vegas programs that deal with substance abuse so that the male partner can be put into treatment.

The four case studies mentioned in EXHIBIT H are from follow-ups and as follows:

Margie is now remarried happily to a man who is gentle as a lamb and is very caring towards her children. She is no longer in touch with her ex-husband since the court judged her husband was too violent to be allowed child visitation. He was an alcoholic who refused to enter a treatment program and was also abusive to the children.

Greta is back with her husband of 9 years after a year of separation. They have been in counseling for 8 months and their relationship has improved dramatically according to Greta.

Cynthia got an entry level position in a business office and was promoted to administrative assistant. She now lives alone with her daughter and dates only occasionally, but she tells that she is happy with her new life.

Gloria and her husband moved out of state to start over. Gloria's husband joined a men's anger group which has helped him enormously in learning to control his temper. Gloria writes that there has not been an incident of violence in the past year, where they used to occur every few weeks.

To a question from Mr. Thompson, Ms. Murphy commented that when these people come into their programs, they are generally married. She did not have any percentages on the number that stayed together and divorced. Mr. Thompson agreed with Mr. Banner and suggested that possibly the \$5.00 fee could be added to divorces. Ms. Murphy stated that there were 10,000 divorces as compared to 100,000 marriages.



Miss Foley asked how many women return to the shelter. Ms. Murphy stated that less than 1% ever enter the shelter a second time. She continued by saying that their shelter has 6 week, 6 month and 1 year follow-ups with their clients, contacting them by phone, letters, etc., asking them to come in. There are informal networks that keep in touch with each other generally, but there are no out-reach offices due to the lack of funds. If this bill is passed that will be one of the things done.

To questions from Mr. Beyer, Ms. Murphy stated that at the point clients come to them, the situation has been going on for such a long period of time that the violence as escalated almost beyond hope. 33% of the clients do return to the home and are successful in rehabilitating the relationship. She expressed the need to advertise and get people involved in the rehabilitation process before the relationship gets to that point.

To questions from Mr. Sader, Ms. Murphy stated that the approved 1981 budget is \$125,000, \$50,000 of which they do not yet have. She next referred to the sources of income attached to EXHIBIT H.

Mrs. Cafferata asked how many people had been in the shelter over the last 3 years. Ms. Murphy stated that they serve about 250 a year in shelter, with between 100 and 200 calls coming in each month. There is a lot of extensive counseling done over the phone as well as referrals. She continued her responses by saying that her shelter had a budget of \$120,000 last year, of which there was a \$10,000 deficit which had to be fund raised for. Many of the services they need to provide, cannot be provided at this point such as a walk-in office, a formalized program for the children, and the shelter only houses 16 people at one time, including children. Due to the extensive work with the clients, they are kept for 6 to 8 weeks. As a result, an enormous amount of people are turned away each day.

To Mr. Thompson's question on who is turned away from the shelter and how that determination is made, Ms. Murphy stated that her staff is trained very thoroughly in the screening process. The most severe cases are taken first, with Clark County residents receiving priority. If the abuse involves the children, it receives priority.

Joni Kaiser testified next from EXHIBIT I. She gave the following information in response to questions from the committee.

It has been her advice that general fund monies are being restricted to current fundings of programs that already exist. There was general fund support requested at the last legislative session and did not even get introduction of the bill.

The Las Vegas shelter has a budget of \$125,000 for 1981 and Reno is budgeted for \$45,000, with both programs using some of their money for community education materials and training in some of the rural counties. The only thing that can be done for rural counties at this point is to shelter their people. Carson City has a current spending rate of \$22,000 per year according to Jane Mauldon of the Carson City Advocates for Abused Women. CETA workers are included in the budget and VISTA people are not. Reno has one CETA position until July 15 and Las Vegas has three positions. Las Vegas had five VISTA positions last year, with their stipends including only living allowances. They are no longer with Las Vegas because of the freeze. Carson City has four VISTAs until September and Reno has one until September.

Las Vegas' VISTA people for last year were paid directly by the Federal government, but was included in the budget. CETA is paid through city and county consortium, amounting to \$26,000 and will end in September for Clark County, with Washoe County ending in July. This money is included in the budget. There are approximately \$7,000 in private donations, \$6,000 in-kind donations, as well as other monies as listed in EXHIBIT H.

For the Reno area, there is one CETA position which is not under the payroll, but is a joint proposal with Washoe Legal Services. That position is \$7,000. The City of Reno provided \$5,000 last year. United Way has been asked for \$14,000, but the program has been rejected two years in a row. Private donations amount to about \$11,000, the Community Development Block Grant Program provides about \$25,000.

For Carson City, Jane Mauldon stated that during the last 15 months they received the following monies: \$16,500 - private donations; \$3,000 - Soroptomists; \$1,500 - other local groups; \$4,000 - churches; \$3,000 - raised from benefits; \$400 per month - rural mental health clinics (state funds).

Miss Foley asked if there would be any objection to the requirement that the programs not ask for any other state funds. Ms. Murphy stated they have requesting funding from whatever sources were available and have never had a permanent funding base. If there is a direct source available, there is not need to go to other agencies. By way of explanation to Miss Foley, Ms. Kaiser stated that United Way admits only a few new organizations each year to its budget. Since there have been so many agencies which have applied from Washoe County and Lake Tahoe for reconsideration of service, their priority decision did not include the shelters.

To a question from Mrs. Cafferata, Ms. Kaiser stated that the Committee to Aid Abused Women shelter has been open the longest in the state since November, 1977. The first year (2 months) there were about 100 women and their children seen, the next year was 400, with the following being 660. Since January 1 of this year, there have already been 210. Many shelter programs have a policy of not allowing shelter residents to return to that particular shelter for security reasons. They are assisted if they call with future incidents in some other kind of emergency housing situation, such as a private home or motel in the community. At least 75% of the residents do not return to an abusive situation. Included in that is people who return to reconcile the situation. She added that there have been women die from the shelter, women who were pursued after being divorced with their husbands eventually killing them.

Ms. Kaiser continued by saying that there are support groups which allow people who have been in a battering situation or are currently in that situation to get together and talk. This has been seen to be very effective in getting people involved. She clarified for Mrs. Cafferata that 660 figure is the number of calls received, with shelter people running about 150 a year. Her shelter capability is 10 to 15 women and children. She added that their program runs about 4 weeks.

Ms. Kaiser next stated that there are about 350 shelter programs in the United States, with all of them being autonomous. There are statewide, regional and national coalitions of those shelters which try to share their resources so that the learning experiences do not recur with the development of each new shelter.

To a question from Mr. Thompson about previous legislation requested, Ms. Kaiser stated that at the last session some of the bills brought up were as follows: (1) Temporary restraining order bi-1 - passed; (2) Warrantless arrest - passed; (3) Resolution encouraging police training in domestic violence - passed; (4) Resolution asking for support from the general fund - did not get drafted.

Miss Foley asked if the shelters had received calls from battered husbands. Ms. Murphy stated that husbands have called as well as elderly people abused by their adult children and teenage children abused by their parents or step-parents.

Bill Curran of the Clark County District Attorney's Office testified next from EXHIBIT J. There were no questions from the committee.

David Anderson, Pastor of the Stewart Community Baptist Church and member of the Board of Directors of the Nevada Conference of Churches, stated that he is the Chairman of the Denominational Executive Ministers of Nevada, an organization comprised of the bishops, presiding elders, or supervisory personnel in charge of the various Catholic, Orthodox and mainline Protestant denominations in the State of Nevada. He expressed support on behalf of these organizations for SB 371. He continued by saying that domestic violence is a problem of social pathology which demands a prompt search for solutions and legislation directed towards the establishment of community-based domestic violence programs. He urged further legislation which would create new civil and criminal remedies for victims of domestic violence. Shelters are essential for these victims, but they alone will not complete the task and change police procedures which discourage victims. Victims need to abandon some of their ideas that domestic violence is normative. Unless abusers are aggressively prosecuted and receive court mandated counseling in a positive manner or face jail, the problem will remain.

Mr. Anderson added that abuse is a complicated problem and mentioned the following correlates other than substance abuse: high achievers who don't meet their goals; jobs with a high frustration level. These were cited from a study published in Ebony Magazine. He stated that the Advocates for Abused Women meet monthly in his church and he was amazed by the number of calls given the first month and the number of spouses of law enforcement officials who called.

Mr. Anderson recited a personal encounter with a woman who had been abused repeatedly by her husband. He suggested she report to the Douglas County Sheriff's Department. At the end of her interrogation, one of the deputies said to the other, "If she was my wife, I'd punch her myself." Mr. Anderson complained to the Sheriff and received an apology to convey to the woman. Over the next 5 months Mr. Anderson was stopped repeatedly by the deputies for various nefarious reasons.

Chairman Stewart called a recess at 10:50 a.m. and reconvened at 1:40 p.m.

Orvis Real, representing the National Retired Teachers and American Association of Retired Persons, stated that both organizations have over 51,000 members in the state. He continued by saying that SB 371 is legislation long overdue. The problems it will help solve have been in existence throughout the history of Nevada. Those fortunate enough to have not been involved in domestic violence have no rights to bury their heads and ignore the problem.

Mr. Real stated that when he had married years ago, he would have been willing to pay more than the cost of his license for the privilege of getting married. His marriage was very successful and lasted for 42 years until the death of his wife. He added that there had never been any domestic violence in his immediate family. He felt society responsible for helping the victims of domestic violence. Children exposed to this type of violence carry it into their adult lives as an accepted part of family life.

Mr. Real felt line 15 of page 1 should remain as is, since regardless of the size of the county, the problem exists.

Janine Triggs testified by stating that domestic violence is an increasing problem in society and will continue to increase as the problems of personal responsibility and family breakdown increase in our communities. She expressed concern and suggested adding a Sunset Review provision since this is an experimental program to fund domestic violence programs. She indicated that Senators she had spoken with favored the provision, including those on the committee.

Besides being an experimental program, only one method or approach is allowed for in coping with domestic violence, i.e. the domestic violence centers. She suggested that there might be better methods for which the bill does not provide.

Ms. Triggs referred to page 2, Section 4, where it suggests that domestic violence centers be set up. She commented that there is no direct assistance in the alcohol abuse areas provided. It was her feeling that the bill does not provide adequately for other problems. Chief Montoya and Captain Shaunessy of the Denver Police Department stated in The Silent Victim - Denver's Battered Women in the U.S. Civil Rights Commission Report of August, 1977, that 90% of all abuse cases are drug and alcohol related and that the same 90% are repeat offenses. Lt. Col. Commander Daniel Behling of the Medical Service Corps at Long Beach Naval Hospital, California, has worked extensively with alcoholism and the domestic violence situation. He asserts that when alcohol is not treated with the same concern as violence, the chances of ever dealing successfully with the abusive family are virtually nil. She next distributed copies of EXHIBIT K. She then referred to the Chemical Dependence Center at Proctor Hospital in Peoria, Illinois, and testimony by Rosemary Thompson at the national hearings who had been told by the Director that 350 patients were served in the facility over an extended period of time last year in a program modeled after the Long Beach Naval Hospital program. Such programs deal with both the abuser and the family with a showing of a 70% success rate. Although the Peoria Center's cost was \$700,000 in 1979, the Director does not accept any federal funding, wanting to avoid it at all costs.

Ms. Triggs continued by saying that the costs of the Peoria Center are paid by company insurance held by patients. Costs for those with inadequate insurance are absorbed by the Center.

Ms. Triggs stated that these are two facilities which dealt with the alcoholic, the abusive family as a total impact and had a very positive result in breaking the cycle of domestic violence,

Ms. Triggs suggested other alternatives such as a batterers anonymous group to help the men involved with domestic violence, laws dealing with offenders providing for mandatory counseling, and police participation.

Another issue raised by Ms. Triggs was the question of whether this is a legitimate function of government. She felt there are many worthy causes for concern and every worthy cause cannot be funded to the fullest extent and the community must be expected to bear a major responsibility to private sector for taking care of the many needs of the community in this time of short tax money.

Ms. Triggs next referred to the Better Homes and Gardens report which stated as a result of 40,000 respondents to their questionnaire, "One dominant from this survey emerges and that is that respondents feel, 'Is government helping or hurting American families?' Respondents feel government has grown too large, has become so inefficient that it is not responsive to the needs of middle class families like theirs, they are suspicious of legislation already on the books saying that helping families and would prefer that government back off and rectify present inequalities rather than attempt to implement more programs and legislation." In short, these readers want government out of their lives as much as possible.

Ms. Triggs next read from a 38 page set of recommendations developed from the four hearings, two state meetings at which delegates were elected, and over 2,000 pieces of information sent to the committee as recommendations for the White House Conference Delegates: "It should be the policy of government and the private sector to recognize the family as the most important unit of society and to recognize the solutions to family problems will not be found in a proliferation of government programs and interferences. It is not the responsibility of government to insure success but to safeguard the freedom to succeed or fail. They encourage private associations to care for the domestic violence victim." They went on to say that it should be the policy of the community to protect the child or spouse and conserve the family. The tendency of government to intervene in social crisis situations is costly and ineffective. "We would assign the responsibility in the direction of local government, institutions and individuals to work toward prevention of child abuse and neglect and domestic

violence, as well as rehabilitation and improvement of existing laws in the direction, coordination and cooperation and follow-through care." They continue to say that ". . . support of the local volunteer efforts to prevent child abuse and domestic violence to train community workers and to help to coordinate all existing services, public and private."

The next issue addressed was public vs. private. Will this be cost effective. An example of a public institution vs. a private institution is an example from Illinois. "We have two shelters for abused women and children serving a tri-county area in Illinois. The non-denominational south side mission was one of the first shelters in the nation specifically designed for the care of women and children. It has been operating for 55 consecutive years since 1925. In 1979, the mission's budget for emergency care, including housing, clothing and feeding 1,785 women and children was \$160,000. This is a private agency which receives no federal, state, United Way or any public monies. Tri-County Women's Strength, an affiliate of the YWCA and a member of the Illinois Coalition Against Domestic Violence, an 18 member feminist network, operated on a 1979 budget of \$150,000 - \$10,000 less than the mission. 80% of that figure was from federal grant funding. The 2 year old Women's Strength program served only 367 as compared to 171,785 women and children last year."

Ms. Triggs suggested that there is a tendency to abuse public funds more than those which are private and the usage of public money is more generous than private money. At page 2, line 34 of the bill, Ms. Triggs felt that this bill could possibly provide total government funding without even 15% to be from private sources because of other government funding available through the alcohol and drug abuse funds and other funds such as CETA. She stressed that in order to maintain the integrity and autonomy of these organizations, perhaps that percentage should be increased from only 15% from other sources or at least mandated that it not be from government sources. They should be responsible to reach out in the community and receive community support.

She continued to say that in Indiana, their domestic violence program is funded through \$10 added to the divorce cost. It raised \$400,000 last year. They have and do help fund 75% of the costs for 12 different shelters. She suggested that to compare Nevada with any other state is out of balance considering the large number of out-of-state marriages which occur here. She suggested lowering the marriage license surcharge. She then added that if this money is not important enough to take out of the general fund, then is it important enough at all.

Another problem with the funding addressed by Ms. Triggs is that the funding under earmarked funds is locked in. The program is not automatically reviewed and re-examined. She specifically requested for this reason that there be a Sunset Review to see if the program is effective, if there should be an increase or if other programs would supplement it in a more adequate way.

Ms. Triggs expressed concern over the advisory board as outlined in the bill. The money will be granted by the counties through the review by an advisory board or an existing advisory board. This creates an almost autonomous organization, only reviewed once a year to obtain a grant with almost total government funding and almost no accountability to government. At lines 9, 10 and 11 on page 2, there is one group which has a self-interest policing itself and providing no accountability to the public funding.

Gloria Steinham was next quoted as saying, "In many respects, the Right Wing understands our movement better than many liberals because rather than viewing it as a series of minor reforms, they appreciate its assault on the basic tenets of the white patriarchal system." She next distributed EXHIBIT L. Ms. Triggs viewed this as a blueprint for domestic violence programs nationally. Experts from all over the nation involved in domestic violence were asked to participate in this consultation as to the direction of domestic violence programs. She was concerned over the fact that the only services being provided through this bill happen to be those of domestic violence centers. She then read from other portions of the book, "What makes these programs so effective are the principles behind the services and the way in which they are offered." This caused concern in Ms. Triggs' mind. ". . . the services and the way in which they are offered by grass roots feminist organizations. The ideology behind the services contains within it the process that is necessary for creating change in the lives of the women who are directly affected by battering within society as a whole. Grass roots groups, in the very structure and nature of their services, have said clearly to battered women, 'It is not you that is sick, it is our society which is responsible. It is the structure of sexual domination for condoning and perpetuating disbehavior and the institutions that sustain it.'" Ms. Triggs' concern was that this report does not address the issue of alcohol abuse, but blames it totally on the sexual discrimination and sexual attitudes of our society.

She next read concerning the philosophy, "I would like to add to Rochette's excellent view of the effects of the total woman, anti ERA and anti homosexual movements the observation that these images serve as well to keep us in line through fear of social ridicule, ostracization, and in some cases violence. It is no

1520



historical anomaly that these repressive movements which are supported by wealthy, male dominated, and often violent right wing are taking place now as women are beginning to make concrete first steps towards changing these institutions." They continue to attack the nuclear family by saying, "Cross culturally as well, women have historically lost their rights, their autonomy and their dignity when living in nuclear families. The nuclear family institutionalizes and reinforces the family's oppressive power relationship existing in society as a whole." To government child care, "I believe that extended child care systems are the healthiest way to raise children and they produce problem children only when operating in the context of sexual, racial or class repression."

Ms. Triggs continued with other such examples and viewed these promoters as desiring a change in our social structure which she urged not be allowed to happen in our state.

Mr. Thompson pointed out to Ms. Triggs that alcohol abuse is not the only cause of domestic violence.

To questions from Miss Foley, Ms. Triggs stated that the State Pro Family Coalition did take a position with the concerns as expressed by her. She added that she is in favor of the concept of the bill, but feels a Sunset provision necessary. She also suggested funding of at least 50% from private sources.

Bob Sullivan, employed by the Carson Area Basin Council of Governments, testified from a neutral position to give a balance of local government information. He commented that the bill does give the local government some control over the program. He agreed with Bill Curran's comments about the need of the program. To Mrs. Triggs' comments about earmarked funds, Mr. Sullivan stated that earmarked funds are not a popular aspect in county government. He expressed concerns about dipping into the general fund in the future. He referred to a bill encouraging local governments to put funds into domestic violence programs. He did not know how that sits with the enterprise fund situation in this bill. He wanted to make the committee aware that the chief burden of the local government will be to decide which of the competing bodies is probably the more proper group the spearhead the program. Mr. Sullivan stated he sits as an advisory concern to several county commissioners who review federal funds. When there are state or federal funds available, especially in the social service sector, they have a wide range of competition for those funds.

Mr. Price asked if Mr. Sullivan felt the funds set up in the existing bill would be protected from arbitration decisions. Mr. Sullivan did not and commented that he is very much involved in the

labor and management bills before the Joint Government Affairs. He indicated he had not seen the final reprints of the bills speaking to enterprise funds and exemptions.

Miss Foley commented to page 4, Sections 8 and 9 of the bill where it speaks to the annual reports required, as well as the conclusions and recommendations given to the county commissioners. At page 5 the Administrator is required to review the reports and report biennially to the legislature. She felt this would eliminate the need for a Sunset provision.

Mr. Sader asked Jan Evans her feelings on whether a Sunset provision should be added or whether the local reviews would be sufficient. Mrs. Evans stated she was concerned with accountability and had hoped that in the writing of this bill that the mechanism in Sections 8 and 9 would insure that these programs would not be given carte blanche. She would not support that for any program. If it is the feeling of the committee that these provisions are inadequate, Ms. Evans commented that her group, for its own protection, would like continuing evaluation. She asked then if the Sunset provision is added, will this same process have to be repeated in two years. Ms. Foley commented that the bill allows for the programs to report to the legislature every two years without the Sunset provision and felt it adequate.

Mr. Malone asked who the Administrator referred to in the bill is. Jan Evans stated that at the county level, the county commissioners are the administrators; at the second tier, the administrator is the Director of Mental Hygiene and Mental Retardation.

Miss Foley asked if Mrs. Evans would have an objection to the 15% of outside money were stipulated to be non-governmental funds. Mrs. Evans did not feel that would be an undue burden on the programs.

Chairman Stewart appointed Mr. Sader, Miss Foley and Mrs. Cafferata to a sub-committee to discuss the 15% funding, the Sunset review and SB 586. He added that when these programs lose their public support, there should be government assistance in his opinion.

Chairman Stewart then adjourned the meeting at 2:45 p.m.

Respectfully submitted,

  
Jan M. Martin  
Committee Stenographer

EXHIBIT A

Members of the Judiciary Committee:

My name is Jess H. Bachman. I am a resident of Nevada and have lived in Henderson and Boulder City for 25 years. I am a business man, realtor, insurance agent and Notary Public. I am now semi-retired. I am secretary of the Henderson Industrial Trades Council, associated with the Henderson Chamber of Commerce and Nevada Development Authority and other civic committees.

*read  
see  
Court  
see  
2/1  
2/2  
2/3*

I became interested in child kidnapping when the problem touched our immediate family. We subsequently became members of 'Children's Rights, Inc.', a Washington-based, non-profit organization that gathered hundreds of thousands of signatures over several years supporting the enactment of the "Federal Parental Kidnapping Prevention Act of 1980". This support was a main reason the bill finally succeeded. The law is not retroactive, but I became highly concerned because of awareness of the scope of this crime in America against children, and the impotence of the courts to do anything about it.

*in most states including Nev.*

I am not reimbursed financially in any manner for costs I have incurred in bringing this matter to your attention. I also appear before you as a committee member of the "Citizen's League on Child Custody and Kidnapping", based in New York with member groups in many states including Nevada.

*— Read what is child statute —*

*NY based city*

I regret that Mr. Andrew Yankwitt, Counsel for the "Citizen's League on Custody and Kidnapping, at whose guidance and direction we have been able to get the statute wording that has become AB 488 which is before you today for further consideration and action. Mr. Yankwitt has been a leading proponent of stronger laws governing this crime against children, parents and district courts in America. He was called to testify before the Congressional Committee on the Wallop Amendment which subsequently was enacted and signed into law on December 28, 1980. It is incorporated in Public Law 96-611 12/28/80, 42 USC 1305 and known as "The Parental Kidnapping Prevention Act of 1980. Note 1 You have the full text of this law and other documents which I mention in this presentation in the packet delivered to you last week. Mr. Yankwitt is in trial and was unable to get a postponement. He has worked with both the Clark County and Washoe County D.A. offices on child kidnapping cases.

The same information package that you received was delivered to the District Attorneys of Washoe and Clark Counties and also to all District Judges. It has been only a short time but perhaps you have received some in-put. The part of the wording in the bill providing for recovery of expenses by the State when and if an extradition proceeding occurs, was suggested by D.A. Bob Miller's staff. Other counties are receiving the packages also.

*these counties to*

Senator Cannon, Senator Laxalt and Congressman Santini have a package. Your committee may have heard from them already. If not, you will be contacted. They favor this legislation. The letter that you have a copy of from Senator Cannon, dated Feb. 3, 1981, was the first authoritative explanation of the Federal law that we received. It is as follows:

Note 1 - We have been delayed in presenting a bill to this legislature because after Dec. 28th it took 45 days or more to get information as to what the effect of the law was, and another 3 weeks to get out of the bill committee.

The Nevada AB 488 aligns the State Statute with the Federal Statute. *It also is in agreement with and supports AB241 and SB 188. Recd. also 264 grand parents*

We believe that AB 488 will greatly reduce child kidnapping by parents in Nevada. We are in favor of revitalized child custody agreements wherein children have access to both parents. We support the position that every child has the right to know and love both parents.

*Court rulings*  
We know that Judges in Child Custody cases, following developed group attitudes, and sometimes past lawful procedures have not always been the best solution. There have been decisions unfavorable to the child. We hope ~~this law~~ *that law* will change that.

Too many child kidnappings are revenge motivated. The child may be held hostage for possible reconciliation desires. *The child's rights are violated. Note in the news that O.D. Bob Miller is in Wash.*

Further, AB 488 is not intended to unduly punish the offending parent and provides for reduction of the charge to a misdemeanor when the child is returned to the court jurisdiction. AB 488 should be supported because it makes child custody rulings in Nevada enforceable. We urge that this committee give the bill a "do pass" recommendation.

*and your personal support to get a positive vote in the Senate.*

*Thank you*

*and give credibility to the courts.*  
*by Victim Rights Legislation*

If you have an interest in child-snatching and would like further information, please contact us;

# CHILDREN'S RIGHTS, INC.

3443 17TH STREET, N.W.  
WASHINGTON, D.C. 20010

(202) 462-7573

Recent major activities of Children's Rights, Inc.:

Testimony before U. S. Senate Subcommittee on Criminal Justice regarding S.105, the Parental Kidnapping Prevention Act of 1979;

Technical paper for U. S. State Department for Hague Convention on International Child Abduction by Parents;

Interviews, including People Magazine, Family Circle, McCall's, Single Parent Magazine and Newsweek;

Technical Assistance to CBS/60 Minutes for child snatching segment.



- WHAT IS IT?
- WHOM DOES IT AFFECT?
- WHAT ARE THE EFFECTS?
- WHAT IS BEING DONE?

Misc.

*Findings*

### WHAT IS CHILD-SNATCHING?

Basically, child-snatching is the abduction and concealment of a minor child by one of his or her parents.

Essentially, this means that — for as long as the abductor can stay hidden — the victim parent is denied access of any kind with the child. BUT MOST IMPORTANTLY, the child is deprived of the parent left behind.

### CHILD-SNATCHING AFFECTS WHOM?

In 1975, CRI estimated that 100,000 children were annually abducted. That figure, based on 1974 missing persons reports on minors versus the runaway statistics for that same year, is now five years old.

According to what we are seeing in the 20-25 letters received by CRI daily, we feel certain that the 100,000 figure is very low indeed.

**EVERY CHILD HAS THE RIGHT TO KNOW AND LOVE BOTH PARENTS!!**

Child-snatching usually affects children 2 - 7 years of age. Also, this child could be:

- of any race (black, white, oriental or hispanic)
- healthy or handicapped; bright or learning disabled
- staying with a babysitter, or going to or from school
- convinced that his other parent has abandoned him, or has died.

### WHAT ARE THE EFFECTS OF CHILD-SNATCHING?

Because most abductors stay on the move lest they be found, these children have little sense of community ties.

The child is cautious about making friends, because these playmates may all eventually be left behind.

Frequently, the child's name is changed, causing a personal identity crisis.

The child often feels that he has done something wrong which is causing the abductor to keep on the move and act secretly.

Being told the other parent died or doesn't want to see him, the child feels abandoned.

### WHAT IS BEING DONE?

Professor Henry Foster of New York University Law School has said "It is a most remarkable social pheno-

menon that child-snatching is condoned and in effect encouraged by our sins of omission and commission. The perspective is out of focus. Instead of viewing the problem from the standpoints of the child's welfare and the harm done . . . there is empathy for the abductor, who is viewed as a cousin of Robin Hood. In the vast majority of cases such sentimentality is misplaced and most abductors are serving their own selfish interests, not those of the child, no matter how they may rationalise their misconduct."

Children's Rights, Inc., a nation-wide, non-profit organization, has dealt with the child-snatching issue for five years, on three fronts:

- through public information and clearinghouse activities
- through personal counselling of parents, attorneys and others with a direct involvement in the child-snatching issue, and
- through technical assistance on state, federal and international levels, working with legislatures and others trying to find solutions to these very tragic situations.

*every day*

1526

# United States Senate

WASHINGTON, D.C. 20510

EXHIBIT C

February 3, 1981

Mrs. Susan Saleh  
424 Republic  
Henderson, Nevada 89015

Dear Mrs. Saleh:

Thank you for contacting me to express your strong personal interest in the passage of the Parental Kidnapping Prevention Act of 1980. You will be pleased to know that this measure was signed into law by the President on December 28, 1980. It is contained in Public Law 96-611.

This new law has three major parts. First, it requires state courts to enforce and refrain from modifying custody and visitation decrees made by sister states, consistent with the jurisdictional principles set forth in the law derived from the Uniform Child Custody Jurisdiction Act.

Second, it authorizes the use of the Federal Parent Locator Service to locate children who have been abducted.

Third, it revitalizes the federal Fugitive Felon Act in state felony parental kidnapping cases, making it possible for the F.B.I. to investigate cases which state authorities intend to prosecute. ~~The law takes effect next July 1.~~ A copy of the measure is enclosed for your easy reference.

If you had been unaware of the final congressional passage of this important new law, you may wish to share this information with your attorney or local child welfare officials to determine its applicability to your particular case.

I hope that this information will be of use to you.

With best wishes, I am

Sincerely,

*Howard W. Cannon*  
HOWARD W. CANNON

HWC:be:ja  
enclosure

*must be  
quicker  
states handling  
it felony statute*

J. W. EVANS

EXHIBIT D

As Senator Wagner explained, this funding approach for domestic violence programs is not unique to Nevada/ 5 states have passed similar bills and 8 more have it under consideration. The requested increase in these other states ranges between \$5 and \$10.

First, I must emphasize that the \$5 we are requesting was not arrived at by lottery or sorcery. The budgets of the existing programs were carefully examined and the demand for their services appraised along with estimates of reasonable expectations for the counties where no services presently exist.

It was concluded that to address the domestic violence situation in Nevada the marriage license fee would have to be increased by \$6.

Now you will note that the request is for \$5 not \$6 and it is important that you understand the rationale behind this reduction.

Early in December of 1980, while we were gathering wisdom on the components of this bill, Senator Keith Ashworth, along with other knowledgeable individuals, cautioned us not to use a figure requiring the paying or receiving of one dollar bills, in that it would create a hardship for the county clerks (who issue marriage licenses) in making change. The marriage license fee is presently a nice round \$20. If for example the license were raised to \$21, \$24, \$26, etc., the clerks would be forced to keep large quantities of \$1 bills on hand and this would be quite troublesome especially on nights, week-ends and holidays when so much of their business is conducted. As a result we reluctantly reduced the request to \$5 in order to make the increment quite manageable.

Naturally this will provide much less revenue but everyone felt an obligation to consider the burden of the county clerks.

As a final note - I think it is essential that you know that the \$5 request accurately depicts the needs of the domestic violence programs. Further, I feel compelled to tell you that



a great many people urged us to ask for a much greater amount.

The remarks went like this:

"Legislators are determined to cut every monetary request assuming that the amount in question includes a layer of fat, that is to say - it is an inflated or padded figure.

The conventional wisdom states, and I quote, "double the amount you need so when its chopped in half you'll wind up with what you genuinely require."

We asked Senator Wagner to advise us on this strategy and her reply was just what you might expect if you know Sue very well:

Yes, I know that game is often played but I believe it is dishonest and I won't be a party to any such scheme. Ask for what you actually need and no more... then trust the legislators to be fair with you.

So, that is what we have done.

The \$5 figure is not padded.

The \$5 figure contains no fat.

The \$5 figure is what is honestly needed.

Thank you for your attention, this concludes my testimony. I will be happy to answer any questions regarding the components of the bill.

Mr. Chairman I have provided you and your committee members with a list of individuals who wish to speak in support of SB 371. Two of these people were unable to be here today so I shall submit their written testimony to the secretary. Thank you.

Jan Evans  
Legislative Coordinator, NNADV

Absent witnesses: Faye

Sandra Tilley

Evam

This is all I have to say regarding the bill in concluding my remarks I would like to answer publically a question that has been asked of me many times in recent months by <sup>some of</sup> you + many of your fellow legislators.

+ That question is: why are you putting so much time + effort into this bill - as a volunteer you receive no <sup>monetary</sup> compensation could it be that you yourself are a ~~lettered woman~~ victim of domestic violence?

Let me state clearly + happily that indeed I am not a bat. woman. I have been married 20 years to a very terrific fellow + our marriage has been blessed with a couple of healthy, cheerful + frisky children. My adult life has been very happy + fulfilling but such was not the case in my early yrs. My parents parted ways as I ~~was~~ <sup>was</sup> about to enter kindergarten + I ~~spent~~ and, as a result I ~~spent many years~~ ~~filled with~~ my growing up period was filled with uncertainty + instability

Perhaps as a consequence of being a part of a fractured family I am very ~~not~~ profoundly devoted to the concept + the necessity of maintaining and protecting the family unit. I ~~hate~~ <sup>detest</sup> anything or anyone that undermines the sanctity + the strength of the family.

Violence is only one of many evils that tears at the fabric of the family and inflicts ~~lasting~~ damage on its members.

To put it simply, the people who work in Nevada's d. v. programs - both the professional staff & the many volunteers - share these ~~same~~ <sup>my</sup> views & concerns about the family.

Clearly violence in any form is abhorrent but violence in the family cannot on any ground be ignored or tolerated. The implications for society as a whole are too great so we cannot afford to ~~to~~ adopt a laissez-faire - head in-the-sand attitude.

It is a pleasure & an honor for me to work among ~~so many~~ people who have devoted their lives & talents to meeting the problems of domestic violence. In conclusion -

I urge you not to ~~take~~ accept my testimony at face value <sup>Instead</sup> I urge you to visit the d. v. centers in your community. Meet the people, sign up as ~~an~~ ~~active~~ volunteer & go through the advocacy training program. Let your own experience help you determine the value & importance of the d. v. programs.

MR Chr

1531

Several witnesses speaking in support ~~are~~ are unable to be here this A.M. due to illness - travel problems, etc. ~~on~~ on the list are Faye

*Eastern Nevada Council  
on Alcohol and Drug Abuse*

Community Education  
& Public Awareness

VITALITY HOUSE  
Residential Treatment

Individual, Family & Group  
Outpatient Treatment

946 Idaho • Elko, Nevada 89801 • (702) 738-8004

EXHIBIT E

March 11, 1981

Senator Sue Wagner  
Legislative Building  
401 S. Carson St.  
Carson City, Nevada 89701

Dear Senator Wagner:

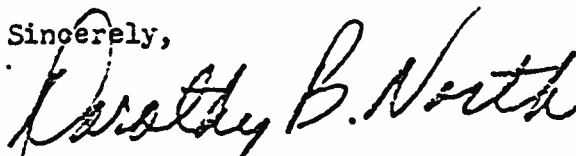
I would like this letter to be read into the testimony of S.B. 371.

As Executive Director of the Eastern Nevada Council on Alcohol and Drug Abuse, I would like to comment on the problem of family violence in the eastern portion of our state. In my position, I am frequently involved with cases of family violence as the result of substance abuse.

Even though rural counties are smaller in population than Washoe or Clark counties, they are by no means disproportionately lower in instances of family violence. Locally, the District Attorney's office estimates an average of 2 requested for restraining orders per week as the result of family violence. Additionally, the Elko police department has an estimated 2 calls per night to intervene in cases of family violence. In my opinion, this increase is due to the influx of mining and construction workers and the lack of housing for themselves and their families. Therefore, many are confined to small hotel rooms for long periods which adds greatly to the frustrations and anxieties associated with everyday life.

It is my hope that this letter has underscored the need for funding to serve this population and I wholeheartedly promote the passage of S.B. 317 in this session.

Sincerely,



Dorothy B. North  
Executive Director

DBN/jl

1532

I am a victim of domestic violence. I am pleased to give testimony here today, before this committee, urging the adoption of Senate Bill No. 371.

Violence within the home is a recurring phenomenon of multiple dimensions and interrelated effects. Violence within the home is overwhelmingly directed against women and against children; and almost every situation of its kind exhibits one common ground. The cold facts of economics, the presence or absence of viable options, may dictate whether or not a woman and her children leave an abusive home.

Often women in such a situation are not employed outside the home. They do not have access to funds or transportation. How, then, can they seriously consider a permanent escape. The tactic usually employed is to take temporary shelter with a friend or neighbor until the initial violence subsides. Even this is not altogether satisfactory, for additional humiliation is attendant upon seeking sanctuary away from home. Explanations have to be made. One's very personal shame is made public.

There is a shame attached to being the victim. Women are easily accused of enjoying abuse, of perpetrating strife, of deserving chastisement. Empirical evidence to the contrary, the lore of marital discord continues to blame the victim. And in the final analysis, the victim blames the victim.

Faced with a situation offering no alternatives, the woman returns, and the indictment falls around her: she enjoys being abused; she caused the problem; she deserved what she got. Again she is the victim - of a self-fulfilling prophesy.

These are the myths attached to domestic violence; myths that are engendered by a powerlessness to solve the problem; myths that must be exploded by the concerted effort of many directed toward a common enemy.

Physical abuse takes an emotional toll upon one's ability to cope, to make decisions. Emotional defeat is much more debilitating than mere physical failure. Emotional defeat results in an exhaustion that permeates even the soul. Tears and self-pity manifest themselves, as the last vestiges of one's concept of self are eroded. One final result of domestic violence is the production of a non-person.

These are merely a few of the very real and very tragic results of violence within the family; results that effect each family member and impact upon the capacity of each to lead a normal life. There are many victims of violence in the home: the abuser and the abused; the parents and the children, things private and things public. Violence touches our neighborhood, our schools, our institutions. In sum, violence in the home touches each of us; thus we directly or indirectly, are all victims of domestic strife.

Because of the victimization of a community, domestic violence is no longer the personal problem of a an isolated few. It becomes, instead, a public issue that must be addressed on a much larger scale. As a public issue, it becomes attendant upon us all to do what must be done to eradicate its erosive effects upon our society.

It becomes incumbent upon each of us to not only recognize the presence

and scope of immediate need, but also to support the efforts directed toward more long-term efforts - the rebuilding of self-esteem. Support of this bill will furnish a necessary first step in the provision of shelter, of legal, medical and psychological support.

I urge you to accept the provisions contained in it.

FAYE

Thank you.

Ladies and Gentlemen,

My name is Donna Lee. I am a recent resident of Fernley, Nevada just having moved from Fallon, Nevada. I am a Psychiatric Social Worker and have functioned as a main referral for victims of domestic violence for Churchill, Lyon and Pershing County for the past 16 months. I am currently training volunteers to assist in aiding victims of domestic violence in Lyon and Churchill Counties. I am also a member of the Board of Directors for Advocates for Abused Women, representing rural Nevada.

I am here today, as a professional working in rural Nevada. Sometimes the social and mental health problems of rural areas are "Closeted" and misunderstood. Reasons for this fact are variable and wide ranged including a strong individuality characteristic, lack of resources and a strong community spirit. It is not uncommon for a rural community to take care of its handicapped, ill and unfortunate. However, on the other hand, there is a strong sense of personal pride and privacy that is allowed by members of the community which effectively inhibits community intervention into the personal space, private home and life of any of its members. Hence, the problem of domestic violence continues without help for the victims. The result is simply that domestic violence is silent and isolated along with its victims until the violence becomes so severe that it is physically impossible for the victim to remain and the first intervention is during a medical emergency.

There is also the question of whether or not there is a "real" enough problem of domestic violence in rural Nevada to warrant any intervention at all.



Page 2 of 2

Statistics from Churchill County alone, indicate a definite need. During the period of time ranging from Feb. 1, 1980 through Jan. 31, 1981 there were 40 "non-emergency" requests for help and approximately 40 more emergency requests stemming from domestic violence. Within rural Nevada, there are no emergency shelters so many victims find themselves transported to Reno or Carson City for life shelter. Not only are the victims themselves literally driven from not only their homes AND their community but the children are pulled from school and friends. Even with this trauma, it is still comforting to know that there is a place to flee to and begin the painful process of starting over.

Rural Nevada has residents who have asked to be trained as volunteers and to help in the education of their communities. These concerned individuals have approached me, as a professional, to help them to help their community. The necessity of a safe shelter and programs to support it's residents is imperative before any of us can effectively address the problems left in the wake of domestic violence. Senate bill 371 will provide the necessary assistance needed for these most necessary services.

Thank You,

Mr. Chairman, Assembly members, and guests

My name is Estelle Murphy and I am the Director of Temporary Assistance for Women, The Las Vegas program that operates the Shelter program there.

I would like to tell you about the various services provided by a Shelter program. I believe the best way to convey the information is to give you some concrete examples. First I'd like to tell you about a client, who we will call Janet. Her story is a very typical one.

TAW CASE STORY: JANET

Since the Shelter has now been open almost three years, we've had a good opportunity to learn of the fruits of our labors. I'd like to read to you four very brief examples of what happens to our ex-clients, once they leave the Shelter.

4 CASE STUDIES

While not all cases are success stories, our follow-ups on clients indicate that close to 85% of our clients report to be living free of abuse up to a year after departure.

As you can well see, Shelter programs do much more than just provide a safe refuge from abuse. Ideally, a Shelter program with sufficient funds and staff will work with the entire family unit, if possible. All programs provide individual and group counseling, as well as 24 hour crisis intervention. Shelters provide a period of separation, ranging from a month to three months, for both parties to reevaluate their situation, look at their alternatives, and arrive at concrete decisions about their future. During the client's stay, staff support whatever decisions the clients make, and will assist them in obtaining the resources they need to accomplish their objectives. Shelter staff are familiar with community resources in the areas of financial, legal, medical, and social service needs, and will assist clients by giving referrals, setting up appointments, and by accompanying clients to appointments, as needed. Staff also help clients with housing, childcare, and employment needs, and help them in providing for the needs of their children.

SINCE A LARGE PERCENTAGE OF THE CHILDREN <sup>SUFFER</sup> ABUSE, EMOTIONAL OR PHYSICAL, Staff are generally trained in screening for children with emotional traumas, developmental lags, or other special problems. Staff help parents learn appropriate methods of dealing with their children, AND <sup>after</sup> PARENTING AND CHILD MANAGEMENT CLASSES.

If a client requests assistance in reforming the relationship, the client is referred to individual or couple counseling, if both parties are willing. <sup>When</sup> a battering spouse will enter counseling as a prerequisite to the <sup>woman's</sup> returning to the home. Many domestic violence programs have walk-in offices, away from the Shelter, where couples can receive counseling.

A newer type of program, now offered in many places around the country, are Batterers Anonymous groups where men who batter can go to help each other learn new ways of interacting. The group is generally facilitated by a 1538

Specialist, that helps the men to learn how to deal with their anger and frustration in appropriate ways.

I'd like to add a final note, that Shelter programs also attempt to develop preventative strategies, and along with direct client work, extend an arm out to the community, with public education seminars and workshops, public speaking engagements, radio and T.V. spots, and in-school programs when requested.

While I am very proud of the work we have been able to do, and continue to be involved in, I can say in all truthfulness that I don't believe any of the Nevada programs will be around come next year if this bill does not pass.

Thank you for your time and attention.

## T.A.W. CASE STUDY

When client Janet called us on November 15, 1979 she had just been released from the emergency room of Southern Nevada Memorial Hospital where she was treated for lacerations to the face and torso. She had stitches over her eye and her arm was in a sling from being pinned under her while she was kicked and punched. Janet's voice shook as she told us about the years of abuse, both physical and mental and about her feelings of helplessness. Until the nurse at the hospital told her about the Shelter she didn't know there was a place she could go. During the first year or two of her marriage the violence was not so severe, and she was hopeful that things would change. Later there were children, now aged two and four, and where could a women with small children and no money go? She'd tried to get a job, but her husband wouldn't hear of it. Her family all lived out of town and were not able to help her financially. She had no close friends to speak of because her husband was suspicious of everyone. She had tried to convince her husband to go to a marriage counselor, but that only made him more angry.

The telephone interview implied that this woman really needed our help. We set up a time and place to meet to talk with her in person. She described herself as overweight and rather plain. We were surprised to find a slim and attractive women. (We learned later that for years Janet's husband had told her she was fat and unattractive.) When Janet was brought into the Shelter several things were evident immediately. For one, she needed alot of self-esteem counseling. For another, her children were going to need specialized counseling also. Her son, Andy, although close to four years old, had the speech patterns of a two year old. Her two year old daughter was already demonstrating signs of emotional abuse. She would jump whenever anyone came near her and literally cringed in fear when an adult male entered the room.

Janet and her children stayed at the Shelter until January 5, 1980 (just over six weeks). During that time, we got the children into a special counseling program and a special childrens' clinic. Janet started a job-training program in the secretarial field, and was signed up for low cost housing. She started divorce proceedings and got a restraining order to keep her husband away from her. She also filed charges against him but there was not enough third party evidence to proceed with prosecution. (Besides, misdemeanor charges would probably only result in a fine.)

On one year follow-up, Janet was working as a court stenographer. The divorce was final and she had received half of the money from the sale of their house. With that she had bought a small trailer and was making out all right. Her son Andy was now only about half a year behind in development and her daughter had calmed down considerably since she realized life was not a constant battleground. "I'm not living like a queen, and somedays are still very lonely", she tells us, but she adds, "I'm not terrified anymore, and I truly believe life is worth living again."

(Janet was one of the lucky ones. She got help before she became another statistic. Others of our ex-residents report remarrying happily, or being back with their husbands after extensive co-counseling. Not all cases are success stories, but our files are filled with many that are. When those tears of gratitude fill their eyes and they tell us they are glad to be alive, there is no greater reward.)

TEMPORARY ASSISTANCE FOR WOMEN

P.O. BOX 43264

LAS VEGAS, NEVADA 89104

1981 OPERATING BUDGET

Personnel

1 Program Director	\$14,000
1 Volunteer & Outreach Coordinator	11,400
1 Head Advocate	11,400
1 Crisis Counselor	9,500
1 Housemanager/Nutritionist (CETA)	7,700
1 Clerk-Typist (CETA)	7,700
1 Helpline Coordinator	8,500
FICA (6.65%)	5,180
NIC (.83%)	647
NES (3.5%)	2,727
Employee Life and Health Insurance	4,560
1 Counselor Aide (CETA)	7,700

Operations

Telephones (\$250/month)	3,000
Utilities (Electric & Water; \$300/month)	3,600
Shelter rent (\$800/month)	9,600
Printing & Duplication (\$150/month)	1,800
Postage (\$30/month)	360
Office Supplies (\$100/month)	1,200
Repairs & Maintenance (Pest control, trash, sewer cost, appliance and system repairs)	1,000
Security System (\$45/month & \$35/quarter)	680
Employee Local Travel (600 miles/month X .17¢/mile)	1,224
Conferences & Training costs	1,000
Food & Household Supplies (\$150/week)	7,800
License Fees	150
Liability Insurance	950
Fidelity Bonds	300
Fund-raising costs	1,000

1541

TOTAL EXPENSES

\$124,678.

**PROJECTED BUDGET**  
(Includes Program expansions)  
deemed necessary

Personnel

1 Program Director	15,000
1 Direct Services Coordinator	12,000
1 Volunteer & Outreach Coordinator	12,000
1 Head Advocate	12,000
2 Assistant Advocates	20,000
2 Crisis Counselors/Group Leaders	20,000
1 Job Developer	10,000
1 Housemanager/Nutritionist	9,500
1 Clerk Typist	9,500
1 Parent Stress Helpline Coord. (Part-time)	4,000
FICA (6.65%)	8,246
NIC (.83%)	1,029
NES (3.5%)	4,340
Employee Health & Life Ins.	6,000

Operations

Telephones	3,500
Utilities (Electric & Water)	7,000
Office Rent	3,300
Shelter Rent	28,800
Printing & Duplication	3,000
Postage	540
Office Supplies	2,000
Program Supplies	2,500
Equipment	3,000
Repairs & Security System	2,000
Employee Travel	2,500
Conferences/Training	2,000
Food & Household Supplies	9,500
License Fees	200
Fidelity Bond	300
Liability Ins.	1,200
Fund-raising costs	1,500
Audit Fees (In-Kind Services)	

TOTAL EXPENSES

\$216,455

INCOME

Client Fees	\$ 4,500
Grant Monies:	
Bureau of Alcohol & Drug Abuse	15,000
Comprehensive Employment & Training Admin. (CETA)	26,000
Private Donations	7,000
In-kind Donations	6,000
United Way	5,600
We Can Inc. (Contract for Services)	7,500
Mervyn's Corp.	5,000
Food Stamps	6,000
Balance in Fund-raising	<u>42,078</u>
 1981 TOTAL	 \$124,678
 1982 PROJECTED COSTS:	 \$216,455
CURRENT INCOME	<u>124,678</u>
 1982 Balance needed	 \$ 91,777

EXHIBIT I

Mr. Chairman, Assembly members and guests,

Good morning! My name is Joni Kaiser. I am the Coordinator of the Committee to Aid Abused Women(CAAW), from the Reno/Sparks area. Today I will briefly speak about the previous funding problems of statewide programs working in the field of domestic violence and why we need help from the State of Nevada.

The programs in Nevada which are attempting to deal effectively with the critical problem of domestic violence have utilized numerous and varied methods of funding their work. These methods have included local benefits, fundraising drives, flea markets, appeals to individuals and church, civic and service organizations.

Although these community resources have been supportive in providing some shelter supplies and furnishings, it has not been possible for these methods of fundraising to provide staff salaries and the higher expenses such as shelter rent.

At the other end of the spectrum, both federal and private foundation proposals have been written, with a small percentage of them being successful.

As many of you know, there was a Federal bill before the last two sessions of Congress that would have provided funds for domestic violence programs. However, the general consensus has been that this issue should be a state and local matter to be resolved at that level.

Even when direct Federal funds are available, the competition for funding from these sources is extremely keen and funds are often directed at more populous States. Other sources are simply "drying up," such as the Law Enforcement Assistance Administration(LEAA), CETA, VISTA and others.



The Las Vegas shelter began in 1978 with an LEAA grant that was seed money. LEAA's rationale being that once the program was established the community would take it over. However, the County had other funding priorities. That shelter operates with some CETA funds that will provide staff only through July of this year. The shelter in Las Vegas also receives about 10% of their budget from a state grant in alcohol and drug abuse funds. They have also had VISTA volunteers supplementing the shortage of staff, but the VISTA program nationwide has been frozen. The organization has applied for United Way and has received its first allocation of \$5,600. for 1981. Obviously, this could only be a small percentage of any shelter's budget.

The programs in Reno and Carson City also utilize VISTA volunteers. These volunteers' terms were all up in ~~March~~<sup>Sept.</sup>, 1981.

The Reno program currently has one CETA position and is in the same position with CETA as the Las Vegas program. It receives funding through the City of Reno via its Community Development Block Grant Program and its general community support program. The Reno shelter also has an application pending with United Way for 1982.

The Carson City Shelter, being newly established in 1980, is still struggling with developing a sound financial base. They were able to accumulate enough funds from community sources to pay the shelter rent and some operating expenses for one year. They are also getting some monies from Carson Mental Health Transitional Care program which only pays enough to partially fund a part-time shelter director.

Current levels of funding being as tenuous as they are, shelters have traditionally been understaffed with available staff working long hours and performing many job duties.

1545

Although all the programs use volunteers extensively, most volunteers have limited time to donate and cannot provide the consistency that paid staff provide.

A high percentage of staff and volunteer time is spent on the various fund-raising efforts, with other programmatic areas forced onto the backburner.

This financial insecurity makes the program planning process difficult as programs don't know whether they'll have enough funds to complete the goals and objectives for the year. It also contributes to staff burn-out and low staff morale.

With the passage of S.B. 371, continuation of present programs and expansion of needed services can occur. With a community-supported funding base ensured, programs will be able to respond more effectively to the tremendous needs of victims of domestic violence in Nevada. Without the assistance of the State of Nevada at this time, the clear financial reality is that programs will close and domestic violence victims will not receive the assistance they so desperately need.

Thank you for your attention. We would be glad to respond to any questions you might have.

Page three

Testimony of:

ROBERT J. MILLER  
Clark County District Attorney  
Chairman, Victims Committee  
National District Attorneys Association

Mr. Chairman, Members of the Committee and distinguished guests,

I thank you for the opportunity to speak to you this morning on what I consider to be a most important bill.

~~Violence in the family has occurred throughout history. Today, in the United States, it is unfortunately, a way of life for many families. The veneer of the family as a harmonious, gentle and supportive institution is cracking from increased evidence that the home is the scene of varying degrees of violent acts, including the slapping, hitting and assaulting of one spouse by the other.~~

Spousal abuse is a major social <sup>problem.</sup> ~~dilemma.~~ The statistics attest to the seriousness of the problem. A recent national study suggests that about 16% of this nation's married couples have a violent episode at least once a year. And 12% of all homicides in the United States involve spouses. The FBI reports that 20% of all police officers killed in the line of duty, died answering a family disturbance call.

However gruesome the statistics, the true prevalence of domestic assault is unknown. This is due to non-reporting of this crime by the victim. The victim of spouse abuse often feels embarrassment, fear, retaliation by the attacker, or

*Malice -  
Children -  
states he did  
not agree to  
cases with  
fact the victim  
violence at the  
...  
...  
domestic violence,  
this long term case,  
is untold*

believes that law enforcement officials will not be helpful.

The battered spouse has additional apprehensions to overcome before calling the police or attempting to leave an explosive household. If the victim decides to separate from the marriage, even temporarily, there must be a place to go - a place that will accept children and that will provide some means of support.

In many instances, the victim does not wish to abandon the marriage and the offender, who may just require counseling to begin settling disputes in a non-abusive fashion. Shelters are extremely beneficial in this regard. They offer an abuse-free atmosphere with professional staff who can minister to the needs of the victim and prepare that person for re-entry into the modified relationship.

During the period the victim is a shelter resident, the offending spouse who likewise may not wish to break the marriage bond, is informed that changes in behavior are essential to the furtherance of the relationship. Not surprisingly, this abrupt form of crisis counseling effectively encourages problem solving to maintain the family unit.

In some communities, this form of help has been made available to victims of domestic violence. Currently, in Nevada, we are lucky to have three established, functioning shelters. These shelters provide emergency services to battered spouses and their children, such as housing, counseling, transportation, job training and general advocacy.

Battered spouses, whether they choose to remain in their homes or leave, must have a range of services available to them. However, funding for social service and victim-related programs has become scarce, and a reliable, steady source of income is necessary if such services are to be provided in an uninterrupted and professional manner.

Nearly half the states have appropriated funds for domestic assault services. Such appropriations are usually made by including a line item in the budget or by the passage of a bill making a categorical appropriation. However, ~~this bill~~

~~are proposing an alternative to the use of general budget funds for domestic violence services. This bill would create new funds by the imposition of a surcharge in the amount of \$5.00 to be added to the current cost of a marriage license. This money would then be distributed by a County Commission-appointed advisory board, which would provide grants of financial assistance to organizations serving victims of domestic violence.~~

Currently, five other states have implemented a similar funding source, and three others have legislation pending. This appears to be a unique and appropriate way of providing needed services to victims of domestic violence. It would establish a source of funding, separate from the general fund, so that spouse abuse shelters could continue to provide their services without having to devote time to worrying about from where their next appropriations would come.

Domestic violence has finally been recognized as a problem of startling proportions - one which strikes at the roots of our society's elemental structure, the family.

In order to treat this problem, we must provide the necessary services which its victims require. One of the simplest and most appropriate means of securing funds for these services appears to be the surcharge on marriage licenses. By approving this legislation, you will be ensuring that victims of domestic assault in our state will be provided with a place to recover and receive support from this unacceptable form of violence.

FACT SHEET

FUNDING FOR DOMESTIC VIOLENCE PROGRAMS

- . Funds have been appropriated for services to families afflicted by violence in half of the states;
- . State appropriations are made either by including a line item in the budget of a state agency or by passing a bill making a categorical appropriation.
- . All appropriations must be approved by the state legislature, but they may originate in the Governor's office as part of the proposed budget.

✓ Five states (California, Kansas, Florida, Montana, Ohio) have created a source of funding by the passage of legislation that imposes a surcharge on the marriage license. The money collected is distributed to shelters and other service organizations.

The average surcharge in these five states is \$7.92.

✓ Three states (New Jersey, New York, Pennsylvania) have legislation pending on surcharges on marriage license.

✓ One state (Indiana) imposes a \$10.00 surcharge on the filing of an action for dissolution of a marriage rather than on the marriage license.

SEVEN RECENT REASONS  
WHY DOMESTIC VIOLENCE CASES  
NEED TO BE RE-EVALUATED

---

A jury in the rural town of Bellingham, Washington acquitted Janice Hornbuckle of first-degree murder. One night, after her husband beat her and threatened her at knife-point, Hornbuckle grabbed a shotgun from her teenage son, a high school student body president, and shot her husband. She had previously sought police protection on several occasions.

Jennifer Patri, a Sunday school teacher and PTA president, claimed self-defense when she went to trial in Waupaca, Wisconsin. For years, she was beaten and sexually abused by her auto-repairman husband. He had also molested their twelve-year-old daughter, and at the time of the killing she had started divorce proceedings. When her husband entered their house one day, Patri shot him, buried his body in an adjacent smokehouse, and set her house on fire, according to her lawyer, Alan Eisenberg.

Roxanne Gay, widow of Philadelphia Eagles defensive lineman Blenda Gay was charged with stabbing her 6-foot-5, 255-pound husband to death in December, 1976. Records show she repeatedly called police for protection from beatings by him, but, the officers merely told him to walk around the block to cool off - and on one occasion they ended up talking football with him.

Evelyn Ware was found not guilty of murdering her husband after pleading self-defense in Orange County, California Superior Court. Ware shot him five times. Evidence of past beatings was used as part of her defense.

In Chicago, Juan Maldonado was shot and killed by his wife, Gloria after he beat his eight-year-old son with a shoe. The State's Attorney's office ruled there was "insufficient evidence" to warrant her prosecution.

Sharon McNearney was found innocent of murdering her husband. The Marquette, Michigan housewife fired a shotgun at him as he walked through the front door. Police described her as a battered housewife who had long been abused. Marquette County Circuit Court Judge John E. McDonald said the prosecution failed to prove she had not acted in self-defense.

Marlene Roan Eagle, a seven-months-pregnant American Indian in South Dakota, stabbed her husband through the heart after he came at her with a broken broomstick. It was established that he had beaten her on several occasions and Roan Eagle was acquitted of murder on the grounds that she acted in self-defense.



## ALCOHOL AND DOMESTIC VIOLENCE

The research conducted to date on alcohol abuse and domestic violence has provided little documentation of a correlation that may exist between the two problems.

According to Lt. Cdr. Daniel W. Behling, a Medical Service Corps officer at the Long Beach Naval Hospital in California, "persons solely involved in the child abuse and domestic violence field for the most part have not identified a great deal of alcoholism, and those in the alcoholism field have failed to recognize child and spouse abuse on numerous occasions."

Behling describes alcohol as a family disease because it affects nonalcoholic members of the family. He adds that the progression of the disease increases its severity and, therefore, that of its accompanying psychosocial problems, such as spouse or child abuse.

"It must be recognized," says Behling, "that if alcoholism is present to any degree [in a violent family confrontation], any efforts directed toward definitive management of the abusive family are likely to be negated unless the alcoholism is diagnosed and treated initially."

To determine the extent to which alcohol was involved in cases of domestic violence, the Naval Center's Outpatient Clinic conducted a study of 134 cases referred to them. Behling reported the findings of the study at the April annual meeting of the National Council on Alcoholism, and at the California Conference on Domestic Violence held in May of this year. (The study has been accepted for publication in *Clinical Pediatrics* under the title "Incidence of Alcohol Abuse in 51 Cases of Reported Child Abuse.")

In conducting the study, clinicians categorized the cases by reasons for referral; i.e., family conflict, multiple illness, pediatric problems involving the family, child abuse, physical symptoms possibly due to alcohol, and alcoholism counseling. They then reviewed each case record to determine whether alcohol, domestic violence, or both, appeared. The resulting evidence indicated a strong relationship between alcohol and family conflict.

Specifically, Behling noted that in 51 cases of child abuse, 67 percent contained parents who were alcoholic or abused alcohol. As for wife abuse cases, in 72 percent of these, one or the other spouse was diagnosed as alcoholic.

Other results of the study showed that 30 percent of those cases referred for reasons other than suspected child maltreatment required follow-up for this problem, and 91 percent of those cases referred for other reasons than child abuse or alcoholism required counseling in either or both areas.

The survey also showed that 28 percent of the cases referred for domestic violence also required alcohol treatment; 22 percent of the total cases required follow-up for spouse abuse; 70 percent of the total cases required further treatment for alcoholism; and 48 percent of the cases referred for reasons other than alcohol required counseling in this area.

One of Behling's observations is the difference in the ways that medical personnel treat drug abuse problems and alcohol problems, and the effect this difference has on the treatment of family violence cases in which alcohol or drugs play a role.

In the case of the alcoholic, Behling says that "usually, his presenting complaint, often the result of an accident incurred while [intoxicated], is handled as the only problem and he is turned away having been patched up." Medical personnel most often respond quite differently to drug-abuse related emergencies; they refer the patient to a drug treatment and diversion program. When a family violence episode involves drug use, the staff treats both problems concurrently.

"In fact," Behling adds, "many times the drug use is used to explain away violent behavior . . . within the family."

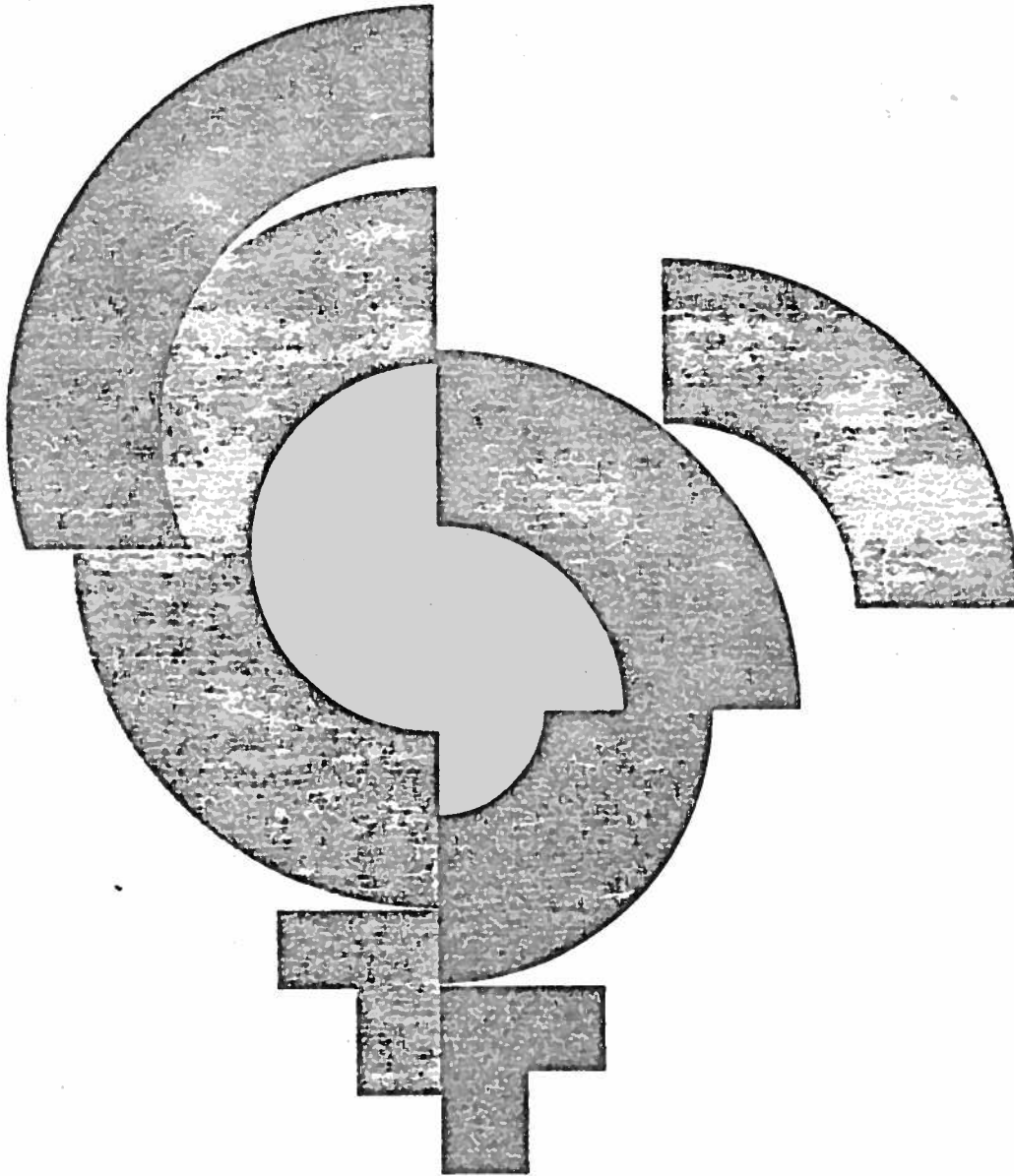
"However, alcoholic behavior is usually not thought of as a drug-affected behavior" and is not included in follow-up treatment of domestic violence cases. Behling asserts that when alcohol is considered an insignificant factor in these cases, and is not treated with the same concern as the violence, "the chances of ever dealing successfully with that abusive family are virtually nil." Other studies undertaken by the Naval Medical Center indicate greater success in treating domestic violence situations when they have simultaneously treated the alcoholic member of the family.

One important thought that emanates from Behling's study is that research must begin to show the correlation between the factors of alcohol and family violence. Data of this nature will further document the need to coordinate the treatment of alcohol when it presents itself in cases of spouse and child abuse, and vice versa. This practice will insure that intervention in domestic violence will not be merely a temporary remedy.

Funding for research on alcohol and its relation to wife battery may be obtained from the National Institute on Alcohol Abuse and Alcoholism (NIAAA). Currently the NIAAA's Division of Special Treatment and Rehabilitation has a limited amount of money for demonstration and evaluation projects on service delivery models. The division accepts concept papers to be studied for possible funding. Inquiries may be addressed to Dr. Harold T. Yahr, Services Analysis, Room 1122, National Institute on Alcohol Abuse and Alcoholism, 5600 Fishers Lane, Rockville, Maryland 20857.

The Division of Extramural Research at NIAAA funds family-oriented studies on alcohol. This division reviews grant proposals on alcohol that are administered by the National Institutes of Health, and avails potential grantees of technical assistance in designing research projects. Interested applicants should request a copy of the Guidelines for Research and other information from Dr. Ernestine Vanderveen at the Division of Extramural Research, Psychosocial Branch, NIAAA, at the address given above.

# Battered Women: Issues of Public Policy



A CONSULTATION SPONSORED BY THE UNITED STATES COMMISSION ON CIVIL RIGHTS, WASHINGTON, D.C., JANUARY 30-31, 1978

**TABLE 2**  
**Summary of Policy Implications for Prevention Derived from**  
**Analysis of Six Social Structural Causal Factors**

**Factor I. Cultural Norms Permit And Legitimize Wife Beating**

1. Make the public aware of this largely unperceived norm.
2. Redefine the marital relationship as one in which any use of physical force is as unacceptable as it is between those one works with or with whom one goes bowling, or plays tennis.

**Factor II. Wife Beating Reflects Societal Violence**

3. Reduce the use of physical force as an instrument of government to the maximum extent possible.
4. Limit violence in the mass media to the maximum possible consistent with preserving freedom of expression and artistic integrity.
5. Enact stringent gun control legislation, particularly directed at restricting hand guns, but also requiring that all guns be kept locked and unloaded.

**Factor III. The Family Is The Primary Setting In Which Violence Is Learned**

6. Gradually eliminate physical punishment as a mode of childrearing.
7. Encourage parents to control acts of physical force between their children and to avoid explicitly or implicitly defining such acts as permissible.
8. Provide parents and children with techniques for coping with and resolving the inevitable conflicts of family life by means other than force and coercion.
9. Sponsor research to determine the social and psychological conditions that lead some parents to be cold and distant rather than warm and loving, and translate results into programs to assist such parents.

**Factor IV. The Inevitability Of Conflict In The Family**

10. Reduce the impact of government programs and regulations that, directly or indirectly, encourage geographic mobility or reduce ties to the extended family.
11. Recognize the inevitability of conflict within the family rather than consider conflict an abnormal deviation.

**Factor V. Sexually Stereotyped Roles And Sexism In The Family And The Society**

12. Eliminate the husband as "head of the family" from its continuing presence in the law, in religion, in administrative procedure, and as a taken-for-granted aspect of family life.
13. Eliminate the pervasive system of sex-typed occupations in which "women's occupations" tend to be poorly paid, and the equally pervasive difference between the pay of men and women in the same occupation.
14. Reduce or eliminate the sex-typed pattern of family role responsibilities.
15. Establish or subsidize a comprehensive and high quality system of day-care centers for preschool children.
16. Full sexual equality is essential for prevention of wife beating.

17. As the society eliminates fixed sex roles, alternative sources of stability and security in self-definition will be needed.
18. Parent-child interaction, parental expectations, and all other aspects of socialization should not be differentiated according to the sex of the child.
19. Eliminate from the criminal justice system the implicit toleration of wife beating that comes about through (a) statutory and common law; (b) the attitudes of the police, prosecutors, and judges; and (c) through cumbersome and ineffective procedures that make even the available legal remedies and protection ineffective.

**Factor VI. Frustrations Built Into The Economic System**

20. Full employment for all men and women in the labor force at wage levels consistent with the standards of the society, and a guaranteed income for those unable to work.
21. Reduce the extent to which society evaluates people on the basis of their economic achievements and the occupational and economic competition that this entails.