



*An Advocate's Perspective*  
**Domestic Violence in the Armed Services:  
What is the Department of Defense Doing to End the Crisis?**

by Deborah D. Tucker, Co-Chair, Defense Task Force on Domestic Violence (2001-2003)

**This analysis contains solicited comments from civilian and military members of the Defense Task Force on Domestic Violence (DTFDV).**

(Attachment 1: DTFDV Strategic Plan - Key Points)

### **CREATE A CULTURAL SHIFT**

(Attachments 2: DTFDV Strategic Plan - Domestic Violence Prevention Conceptual Model, 3: Power & Control wheel, 4: Military Power & Control Wheel)

The Defense Task Force recommended changes that would shift the culture in the military to a culture that: does not tolerate domestic violence; moves from victims holding offenders accountable to the system holding offenders accountable; and punishes criminal behavior.

#### ***Initiatives:***

- Deputy Secretary of Defense issued a memo of zero tolerance (Attachment 5: Letter from Wolfowitz)
- The Secretary of each Service issued similar memos

#### ***Concerns:***

- Command training has not been initiated.
- Statements at the installation or command level have not been issued.
- The National Domestic Violence Hotline (NDVH) and state coalitions against domestic violence don't report any change in victim perception of services or support or accountability for the offenders.
- Domestic violence is not viewed as a leadership issue for men: "When people in power in the DoD understand domestic violence, sexual assault, and related issues to be core leadership issues and not distractions, they will prioritize them, and the rates of perpetration will come down.

-- DTFDV Member, Jackson Katz, President, MVP Strategies

### **ESTABLISH VICTIM ADVOCATE PROGRAM WITH NON-DISCLOSURE**

(Attachment 6: DTFDV Strategic Plan - Core Principles)

#### ***Initiatives:***

- Department of Defense contracted for Victim Advocates with Wellstone appropriation
- The Victim Advocate Protocol is in coordination with the Services
- Battered Women's Justice Project designed a training for new advocates emphasizing core principles

#### ***Concerns:***

- Based on DTFDV recommendation, Congress appropriated \$500,000 to ensure DoD collaboration with the NDVH. As of May 2004, the NDVH has been unable to negotiate a contract with DoD to expand its services, promote 800-799-SAFE, and link military Family Advocacy Programs, Victim Advocates, and local service providers.
- "There has not been action on what I consider to be the most meaningful of the DTFDV recommendations, namely, a system of Victim Advocates with a non-disclosure policy."

-- DTFDV Member, Major General AF/JA Thomas Fiscus

## **IMPLEMENT THE PROPOSED INTERVENTION MODEL**

(Attachment 7: DTFDV Strategic Plan - Domestic Violence Intervention Process Model)

### ***Initiatives:***

- The Family Violence Policy Office has sent Protocols for Commanding Officers and Law Enforcement to the Services for initial coordination
- Armed Forces Domestic Security Act implementation policy issued
- Military protective orders policy issued
- Issued policy calling for command and senior enlisted training on domestic violence intervention

### ***Concerns:***

- Without the policy protocol and training to support the intervention model, services still rely on the Case Review Committee method of designing intervention into domestic violence
- Family Advocacy Program is still perceived as “in charge” of domestic violence
- Advocates are only just beginning their employment on many installations, but no advocates in any service have confidentiality or non-disclosure

## **REPLACE CASE REVIEW COMMITTEE WITH DOMESTIC VIOLENCE ASSESSMENT AND INTERVENTION TEAM**

### ***Initiatives:***

- Issued policy supporting new training for chaplains and health care workers
- First of three two-and-a-half-day chaplain trainings was held in May 2004 with funding from DoJ-OVW

### ***Concerns:***

- Nothing issued to Family Advocacy Program staff to discontinue the use of the CRC process to substantiate or unsubstantiate incidents of abuse
- Domestic Violence Assessment and Intervention Teams have not been formed to offer the victim increased safety and support 365/24-7, or to offer Command strategies for effective intervention with offenders

## **ENHANCE SYSTEM AND COMMAND ACCOUNTABILITY AND INCLUDE FATALITY REVIEW PROCESS**

### ***Initiatives:***

- Issued a policy memorandum calling for fatality reviews for all domestic violence-related deaths
- First training for military personnel on conducting fatality review is scheduled for July 2004

### ***Concerns:***

- Installation Commanders have not been informed of the expectations for review and monitoring of all open domestic violence cases, including things like the 365/24-7 provision of services, the requirement to investigate, and developing MOUs with local communities.
- “I have been really disappointed that more hasn’t been done in the training area. Every time I turn around I am having to educate a Commander about what his responsibilities are, particularly in regard to weapons. This is a tough sell while we are at war, but I really believe that any good Commander wants to do what laws and regulations require. It’s just that too many plain don’t know and don’t understand.”

-- *DTFDV Member, Brigadier General Jan D. Eakle, USAF*

- “I agree with General Eakle. I believe that the education/training element is a huge part of establishing what is appropriate behavior and what is not ... I cannot assume that those entering the military or those already serving understand what is expected of them regarding domestic violence.”

-- *DTFDV Member, Rear Admiral Annette E. Brown, USN*

## **IMPLEMENT DoD-wide TRAINING AND PREVENTION PROGRAMS**

### ***Initiatives:***

- With funding from the Department of Justice-Office on Violence Against Women (DoJ-OVW):
  - Battered Women’s Justice Project is providing three three-day trainings for advocates
  - Federal Law Enforcement Training Center and NCDSV are conducting weeklong trainings for law enforcement, advocates, and JAGs in six locations (March 2003-June 2004)

- Fatality review conference is planned for July 2004
- With funding from the Department of the Air Force, a four-day training for one JAG from each of their 87 installations will be held in May 2004
- The Department of Defense's Family Violence Policy Office has contracted with the Family Violence Prevention Fund to develop a prevention campaign

**Concerns:**

- DoD has not directly funded the provision of training and is reliant on continued DoJ funding
- No training for Command has yet been developed or delivered even though the DTFDV model calls for responsibility for victim safety and offender accountability to rest with Command
- No retraining of Family Advocacy Program staff to focus on offender intervention and collaborate with Victim Advocates has been developed

**HOLD OFFENDERS ACCOUNTABLE**

(Attachment 8: Continuum of Domestic Violence)

**Initiatives:**

- While 17 recommendations were made, the DTFDV is unaware of any action being taken in this area

**Concerns:**

- The Offender Accountability Protocol has not been sent out from the Family Violence Policy Office for initial coordination. The Protocol, and all recommendations to strengthen offender accountability, must be addressed.
- "I have not yet seen any evidence of sea change coming in holding military offenders accountable. I long for the day when we see consistent discipline and monitoring of offenders within the military system and prosecution and administrative sanction in all appropriate cases. We need to investigate, document, and impose real, effective accountability for offenders."

-- DTFDV Member, Casey Gwinn, City Attorney of San Diego, CA

**STRENGTHEN LOCAL MILITARY AND CIVILIAN COMMUNITY COLLABORATION**

**Initiatives:**

- Issued policy memorandum encouraging the establishment of MOUs between installations and local community organizations and authorities
- Initiated demonstration projects with the Navy, in Jacksonville, FL, and with the Army, in Hopkinsville, KY, and Clarksville, TN, (coordinated by Battered Women's Justice Project and NCDSV and funded by DoJ-OVW)
- NCDSV trained at the National College of District Attorneys' domestic violence conference on the new policies and intervention processes
- NCDSV submitted an article for publication in *Sheriff* magazine on the new policies and practices local sheriffs' departments should expect
- NCDSV coauthored, with retired District Judge and DTFDV member Peter Macdonald, an article in the *Journal of the National Council of Juvenile and Family Court Judges* on the new policies and practices
- NCDSV published an article in its newsletter, *NOTICE*, on the work of the DTFDV
- On their own initiative, the International Association of Chiefs of Police, the Corporate Alliance to End Partner Violence, DVERT (a national model of community collaboration in CO), and the Family Violence Prevention Fund's *Speaking Up*, among others, published articles on the recommendations and implications for implementation.

**Concerns:**

- Guidelines for Installation Commanders and leadership on reaching out to civilian counterparts have not been provided
- DoD has not systematically educated civilian communities surrounding military installations as to the changes in policy and the practices they should expect

**EVALUATE RESULTS OF DOMESTIC VIOLENCE PREVENTION AND INTERVENTION EFFORTS**

**Initiatives:**

- While eight recommendations were made, the DTFDV is unaware of any action being taken in this area

## **Concerns:**

- In addition to research with a focus on understanding incidence and effective intervention with offenders, the DTFDV called for tracking of cases to disposition, including Command action. We are concerned that these recommendations, as well as those calling for victim feedback to be used in program design, be fully implemented.
- “Research contracts should be awarded on a competitive RFA process to allow for new input and vision in the research, and, there is a need for further research including totally anonymous surveys on a regular basis to determine the real prevalence of domestic violence in the military.”

-- *DTFDV Member, Jacquelyn C. Campbell, Ph.D., RN, Johns Hopkins School of Nursing*

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I thank the members of the DTFDV for assisting me in preparing these remarks, at this one-year juncture, and I remind you that in another year, DoD is to reconvene the DTFDV to provide an evaluation of the progress that has been made. The DTFDV recognizes that this was a huge undertaking, and commends the DoD staff and the military services for their demonstrated dedication this year to ending violence against women in the military. While this document summarizes the first year's initiatives and progress, all of the concerns listed above could well be addressed by the time the DTFDV meets again, if this dedication is sustained. The DTFDV members have been called upon to assist DoD and members of Congress, and we continue our availability to you on issues related to domestic as well as sexual violence in the military services. Our deliberations remain spirited and frequent. For example, in April of 2004, when 86 members of Congress signed a letter to Secretary Rumsfeld asking for action on sexual assaults in the military, three of us commented on how this current crisis relates to the work of the DTFDV:

“I read a good bit about challenges at the Air Force Academy ... and many of them are more leadership-related than policy or procedure. The message should be INVOLVEMENT BY THE LEADERSHIP.” -- *DTFDV Member, Brigadier General Leif H. Hendrickson, USMC (Ret.)*

“I know a great amount of directives from the DTFDV report to Congress have not been widely disseminated for whatever reason to active, reserve, and national guard forces ... I would hope that all of the good work that the DTFDV put into motion will not be for naught.”

-- *DTFDV Member, Major General Antonio Taguba, USA*

“Debby, I think you are well situated to make the case for the relevancy of our work and the recommendations of the Task Force. Be prepared to make it again, and again, and again.”

-- *DTFDV Member, William Riley, U.S. Department of Health and Human Services*

(See attachment 9: Tucker's testimony, Senate ASC, 2/25/04 - talking points and selected appendix)

Respectfully submitted,

Deborah D. Tucker  
Executive Director

May 13, 2004  
The Congressional Women's Caucus

## Attachments

- 1 - DTFDV Strategic Plan - Key Points
- 2 - DTFDV Strategic Plan - Domestic Violence Prevention Conceptual Model
- 3 - Power and Control Wheel
- 4 - Military Power and Control Wheel
- 5 - Letter from Deputy Secretary of Defense Paul Wolfowitz to military command
- 6 - DTFDV Strategic Plan - Core Principles of Domestic Violence Intervention
- 7 - DTFDV Strategic Plan - Domestic Violence Intervention Process Model
- 8 - Continuum of Domestic Violence
- 9 - Testimony of Deborah Tucker to Senate Armed Services Committee, 2/25/04, with selected appendix: Continuum of Sexual Violence

For more information on these and related issues, please visit the National Center's web site at [www.ncdsv.org](http://www.ncdsv.org)