

Final Progress Report

Evaluation of the Oregon Protective Leave Law for Victims of Violence

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List of Terms and Abbreviations

DV- Domestic Violence

GEE- Generalized Estimating Equations

IPV- Intimate Partner Violence

NIOSH- National Institute of Occupational Safety and Health

WCTDV- Workplace Climate Towards Domestic Violence

Abstract

Oregon is one of 15 US states plus the District of Columbia having a state law providing leave for employees experiencing domestic violence (DV). To date, there are few evaluations of the implementation and usage of the existing state DV laws. The study evaluated the effectiveness of “*DV and the Workplace*” training on: 1) the utilization of Oregon’s protected leave law; 2) the workplace climate towards IPV; and 3) victims’ experience and opinion including facilitators and barriers of Oregon’s leave law. Twenty-seven (75%) out of 36 Oregon counties participated in our training intervention. The computer-based training (CBT) on “*DV and the Workplace*” included information on DV, Oregon’s protected leave law for DV and supervisor’s role. The participating counties were stratified by population and then randomized to 14 intervention counties (receiving DV training) and 13 control counties (receiving only brochure on the DV leave law and FMLA training). The control group received DV training 6 months delayed. We collected the following data prior to the intervention (baseline) and afterwards: (1) a knowledge test, (2) a workplace climate survey, (3) workplace visits to observe and assess postings on DV, (4) employee leave data, and (5) interviews with county employees and supervisors on the DV leave law.

Section 1

Significant (Key) Findings

Domestic Violence (DV) and the Workplace Training Intervention Significantly Improved Knowledge of Domestic Violence and Protective Leave Laws

After taking the Domestic Violence and the Workplace training, DV and protective leave knowledge significantly improved from a mean of 75.7% to 98.4% correct ($p < .001$). The results were very similar when the delayed control group completed the DV and the Workplace training (75.8% versus 98.5%, $p < .001$). The majority (75.8%) of participants rated the DV and the Workplace training as good or excellent.

Domestic Violence and the Workplace Training Intervention Positively Changed the Workplace Climate Towards Domestic Violence (WCTDV)

WCTDV was developed through the study using interviews with survivors of domestic violence. WCTDV includes 21-items covering five domains: 1) Training & Policies (5 items), 2) Communication & Confidentiality (3 items), 3) Information & Resources (6 items), 4) Posting Information (2 items), and 5) Work Flexibility & Positive Response to DV (5 items). Example items are: “My workplace provides information for workers about our workplace domestic violence policy”; “In my workplace, workers are allowed to work through domestic violence issues using work time”; “My workplace has a policy to protect worker’s personal information about domestic violence”. The participant answered “yes” or “no” to each item. The score on the Workplace Climate Towards Domestic Violence (WCTDV) is the number of “yes” responses. At baseline the mean score on WCTDV was 10.87 (SD=5.29). Organizations were achieving about half of the items on the WCTDV. At 6 months the intervention group had a mean score of 14.53 and the control group had a score of 12.52. At 12 months after the delayed control group had completed the intervention the score on WCTDV was similar in both groups (Intervention=14.61, Control = 14.66). In the GEE analyses examining change over time, the time by group interaction was significant ($p < .001$). Post hoc comparisons found that the 3, 6, and 12-month WCTDV were significantly better than baseline for the intervention group whereas the delayed control group did not show a significant improvement until 12 months. At 12 months, the two groups were not significantly different.

Domestic Violence and the Workplace Training Intervention Effect through the Organization

Using only those in the intervention group, GEE models were used to compare the WCTDV scores at 3-, 6-, and 12-months post baseline. At 3-months 66.6%, 6-months 70.3% and 12-months 72.5% supervisors had completed the training. The WCTDV scores were significantly higher for those who took the training at all three-time point. The difference between baseline and 12-months in WCTDV scores was not significant for those who did not participate in the training. The training was effective for those who completed it, as well as the impact of the training did spread throughout the organization. For example, In the intervention group 15.1% reported providing domestic violence protective leave information to their employees (14.1% of the control group) at 6-months, 28.5% of the intervention group and 22.3% of the control group had provided such information to employees. At 12-months after both groups had received the intervention, 37.3% of the intervention and 33.6% of the control group had provided domestic violence protective leave information to their employees.

Employees and Supervisors Identified Barriers and Facilitators to Protective Leave Law Usage

We interviewed 17 county employees with past year Domestic Violence (DV) experience and 10 county supervisors of employees with past year DV experience regarding their experience, knowledge and opinion on Oregon's protective DV leave. Participants agreed that DV has an effect on work (e.g. taking time off and performance effects). They reported receiving positive workplace reactions to DV disclosure (e.g. support and concern, referral to resources in community), but also negative reactions such as lack of information, confidentiality, and supervisor support. Several implications and role conflicts for supervisors as the link between the employer and employee were named (e.g. dealing with workload while providing leave to the employee, being untrained in providing support on DV, being a mandatory reporter when a child is involved, and keeping workplace safe and DV disclosure confidential). Three years after the leave law implementation in Oregon, 74% of participants did not know that Oregon's DV leave existed, 65% of survivors would have used it if known. The main barriers to using the DV leave were still fear for job (e.g. getting reprimanded, fired) even though the DV leave is job protective, lack of payment during leave, and stigma of being a victim. Main barriers of implementation were that supervisors were untrained and lack of awareness of the leave. Participants (85%) suggested workplace training on IPV, the law and supervisor role.

Translation of Findings

What the workplace can do:

Our study demonstrated that DV is affecting the workplace. Employees and supervisors alike requested more dissemination and especially training on IPV and the leave law, and training for supervisors on how to support employees, manage role conflicts and eliminate employee fear for their job position by using the leave, the top barrier of usage.

What policy makers can do:

In 2014, an amendment to the Oregon Leave Law was implemented, requiring postings of Oregon's IPV leave law in the workplace and also eliminating eligibility restrictions for employees, barriers that participants discussed in the study. Required postings will help the workplace to disseminate the leave law and raise the awareness. However the ongoing lack of payment while on leave was one of the top barriers of usage. Studies have shown that the lack of money is one of the reasons that forces IPV survivors to remain in an abusive relationship or return to the abuser. Participants suggested to add hours to the employee's sick time or to grant initial paid leave as unpaid leave would "just not be a benefit". Additionally, despite several tries and requests there has not been a uniform US federal response. Employees in DV situations should not be treated differently and receive different benefits and protections just because they live or work for a different state. National or multi-national corporations need a federal solution.

DV leave policy adoption is not always enough; ineffective dissemination of the law, limited guidelines for implementation and ineffective workplace support can negatively affect the employee and employer. It has been shown once again that DV can endanger the employee at home and at work. In order for a DV leave law to be usable, it needs to take into consideration the financial situation of the employee in such a situation and also possible consequences regarding the job position. Participants call for a raise in DV

awareness and dissemination and suggest training on DV, including desensitizing the workplace and teaching supervisors how to support and deal with role conflicts when implementing the law. These findings provide important recommendations to policymakers, authorities and advocates on development, implementation and evaluation of laws adopted to support employed survivors of DV.

Outcomes/ Impact. This study investigated protective leave usage, workplace policies and climate towards domestic violence in participating Oregon counties. Intermediate outcomes are significant improved supervisor and employee knowledge on Domestic Violence and the Workplace including the protected leave law as a result of the training. Additional intermediate outcomes included: the workplace climate improved (measured through supervisor self-reports to our survey and structured observational workplace assessments of available posters and resources for domestic violence) in counties that received our interactive Domestic Violence and Workplace training intervention compared to the control counties (received workplace leave law brochure). Further, the qualitative interviews with domestic violence victims and supervisors in participating intervention and control counties provided details on barriers and facilitators for usage of the protective leave law, additionally allowing us to inform revisions to the intervention by having in-depth information from the perspective of victims and work supervisors. The major outcome of the study is an evidence based intervention to improve workplace domestic violence policies and climate – as well as evidence on the knowledge and use of protective leave for victims of domestic violence, sexual assault and stalking.

Section 2

Scientific Report

This study addresses priorities outlined by the National Institute of Occupational Safety and Health (NIOSH) in RFA-OH-04-008, Workplace Violence Prevention Research. It focuses on workplace violence category Type IV, Personal Relationships, when the perpetrator does not have a relationship with the workplace, but has a personal relationship with the intended victim, most often an intimate or ex-intimate partner. An estimated 36% and 75% of employed abused woman are monitored, harassed and physically assaulted by their partners while trying to get to work and while at work. They are then threatened with the loss of their job. States have enacted legislation to provide protected time off from work for victims to address safety. Fifteen states (California, Colorado, Connecticut, Florida, Hawaii, Illinois, Kansas, Maine, New Mexico, North Carolina, Oklahoma, Oregon, Philadelphia, Rhode Island, Washington) provide variations of protected leave specific to victims of domestic violence, sexual assault and stalking. At the core of this legislation, unpaid leave is granted to victims or their families to obtain a restraining order, meet with attorneys, attend court hearings, find alternate housing, or seek medical care or mental health counseling. The laws are also intended to increase productivity and reduce costs to the workplace. However, of the fifteen US states that has a state law allowing unpaid time off for domestic violence, sexual assault and stalking victims. Prior to this study, none of these states to our knowledge ha evaluated the effectiveness of these laws. We developed and tested the Domestic Violence and Workplace training intervention that addresses Oregon's protective leave law. Our aims evaluated the effectiveness of the Domestic Violence and the Workplace training intervention on: 1) the utilization of Oregon's protected leave law; 2) the workplace climate towards domestic violence victims and perpetrators; and, 3) victims' experience and opinion including facilitators and barriers of the law.

Aim #1: A two group (intervention vs. control) randomized time-series design was conducted with 27 Oregon counties with multiple pre and post training intervention assessments of utilization of the protected leave law. The counties were stratified by key variables (e.g. population) and then randomized to intervention counties (training intervention via computer based instruction, or brochure only to control counties). The evaluation evaluated if the use of protected leave law by intervention/control county.

Aim #2: was evaluated at the organizational (county agency) level. One pre-intervention and two post-intervention (at 6 and 12 month) observational assessments of the county's workplace was conducted as well as online surveys of workplace policies and the climate towards domestic violence with county supervisors (one prior to the training, and three post-intervention at 3, 6 and 12 month follow-up). The

evaluations determined if county agencies that received the intervention have developed and implemented workplace policies and report an improved workplace climate towards domestic violence compared to control county agencies.

Aim #3 used qualitative research techniques to examine domestic violence victims' and supervisors' experience with protected leave, including the impact on health, safety and employment as well as the facilitators and barriers to protected leave.

Study Methods

Oregon county government employers from urban as well as rural areas were invited to participate. The study and the training were described in person to the counties' Judges, administrator(s) and/or HR personnel of the 36 Oregon counties. Twenty-six (72%) counties agreed to participate. Counties were randomly assigned to the intervention or delayed control conditions stratified on size of the county. Both groups received training on the Family Medical Leave Act and a brochure on the Oregon Protective Leave Law. The intervention group also received the Domestic Violence and the Workplace training. The full training took on average 86 minutes. The delayed control group received this training after the 6-month data collection. In eight counties (31%) the training was mandatory, however, in most counties it was optional but encouraged by the county Human Resource (HR) Department. A lottery-style incentive for participating supervisors (\$25 or \$49 visa gift card) was offered and 20 counties (70%) accepted. Data was collected from county employees at baseline, 3, 6, and 12 months. At each time point, researchers conducted a short interview with HR representatives about workplace policies towards domestic violence. They also walked through the building using an observational checklist to identify posters and IPV resources in break-rooms, kitchens, copy rooms, etc.

Participants

The counties' HR/Personnel Departments were requested to select and recruit all employees who were in a supervisory or managerial position by distributing a training advertisement flyer (through postings, pay envelope, and/or email). At baseline, 941 employees completed the survey, 657 at 3 months, 606 at 6 months and 579 at 12 months. Since the intervention aims to improve the climate towards domestic violence in the workplace and not just at an individual level, at each time point all current managers and supervisors were invited to complete the survey regardless of whether they had received the training. Therefore individuals were not followed over time, organizations were followed over time and the people asked to complete the survey may or may not have previously completed a survey.

Domestic Violence and the Workplace Training

The "Domestic Violence and the Workplace" training was presented in cTRAIN, a computer-based training format (Anger et al., 2001:278) that is based on Bandura's (1977) Social Learning Theory. It uses a combination of standard knowledge dissemination with behavioral role modeling training (Taylor, Rus-Eft & Chan, 2005:692) delivered by a modern form of programmed instruction (Anger et al., 2001:278; Eckerman et al., 2002:321, Rohlman et al., 2005:2). It incorporates behavioral training principles (e.g., Edgar & Sulzbacher, 1992) including self-pacing and interactivity (e.g., pre- and post-training questions, quiz questions, movies, screen-to-screen navigation). Previous trainings performed with cTRAIN produced positive changes in knowledge and achieved large effect sizes (Hammer, Kossek, Anger, Bodner & Zimmerman, 2010: 140; Glass, Bloom, Perrin & Anger, 2010: 171). The "Domestic Violence and the Workplace" training was developed based on a study with 300 survivors and 200 perpetrators of IPV. Table 1 outlines the components of the training.

Table 1: Domestic Violence and Workplace Training Components

Topic	Number of Screens
Defining IPV	9

Survivors' & perpetrators' experiences in the workplace	6
How IPV affects the workplace	10
Supervisor support for survivors	19
Oregon's Protective Leave Law	9
Developing an IPV workplace policy	7

Each information screen displayed pictures or videos and exemplifying scenarios. Additional more detailed information screens (e.g., on leave request and approval process with exemplary forms) were optional. For people with limited reading or computer experience, the training offered a spoken text option on each screen. All participants received a training completion certificate. The training was reviewed and pilot tested for accuracy, ease of understanding and length of training by experts (Multnomah county HR supervisors, Oregon Health & Science University (OHSU) employees and benefit specialists and a Portland Society for Human Resource Management (SHRM) Labor Law attorney).

FMLA Training

The training and focused on the Family Medical Leave Act also used the cTRAIN platform. The “Family and Medical Leave” training described the requirements such as eligibility and qualifying FMLA situations, the role and responsibilities of the supervisor and information on the approval and tracking process. It also included Oregon’s state version of the family medical leave, the Oregon Family Leave Act (OFLA), and described the differences between FMLA and OFLA. Additional more detailed information screens (e.g., on leave request and approval process with exemplary forms) were optional.

Data Collection and Training Procedures

Research teams delivered the computer-based training on-site to the participating counties’ supervisors. Laptops were set up in counties’ conference or training rooms and supervisors were seated in front of them. They had the option to participate in the research study by first completing 15 demographic questions prior to the training. If they declined to participate in the research study, they skipped the demographic questions and were routed automatically to the beginning of the training session. Only 17 participants (1.8%) declined to participate in the research. Follow-up 3-, 6-, and 12-month data collection was done online (surveymonkey.com).

Measures

The main outcome is workplace climate towards domestic violence. A 21-item measure was developed through interviews with survivors of domestic violence. It includes 5 domains: Training & Policies (5 items), Communication & Confidentiality (3 items), Information & Resources (6 items), Posting Information (2 items), Work Flexibility & Positive Response to DV (5 items). Example items are: “My workplace provides information for workers about our workplace domestic violence policy”; “In my workplace, workers are allowed to work through domestic violence issues using work time”; “My workplace has a policy to protect worker’s personal information about domestic violence”. The participant answered “yes” or “no” to each item. The score on the Workplace Climate Towards Domestic Violence (WCTDV) is the number of “yes” responses.

Statistical Analyses

We used generalized estimating equations (GEE) to test for differences between the intervention and delayed control groups in change over time for workplace culture towards domestic violence since randomization is at the level of the organization. Observations were nested within organizations and the working correlation matrix was specified as exchangeable. Since the total score on WCTDV is a count of the number of items endorsed, the GEE model used a Poisson distribution with a log link function. Time had four levels: baseline 3-, 6-, and 12-months. Prior to conducting the main analyses, differences in

demographics between the intervention and delayed control groups at baseline and difference in respondents across time were tested with GEE models.

Results

The counties randomized to the intervention and delayed control groups are described below. Counties population ranged from 1,426 to 540,410 residents.

Table 2: Characteristics of participating organizations

	Intervention (N=14)	Control (N=13)
Percent female	59.0%	54.5%
Average number of employees	487	675
Average number of supervisor participants at 0, 3, 6, 12 months	37	32

In the past 3 years, 14.8% of the participants had provided domestic leave information to their employees. In the last year, 66.1% had never encountered issues related to domestic violence, 26.2% had encountered issues 1 or 2 times, and 3.5% 3 or more times.

Table 3 summarizes the characteristics of the participants at each time point. At baseline the intervention and delayed control groups did not differ on education, gender, age, ethnicity, time in current position, and number of hours worked. There were also no differences in these variables across time with the exception of education where fewer people had completed high school at baseline (85.4%) than the other time points (all approximately 90%).

Table 3: Demographic characteristics across time (percent)

	Baseline		3-months		6-months		12-months	
	Int N=528	Control N=413	Int N=401	Control N=256	Int N=337	Control N=269	Int N=335	Control N=244
Female	58.0	52.1	56.6	51.6	52.2	55.8	53.4	54.5
Hispanic	3.0	2.2	2.5	2.0	2.1	3.3	2.7	4.1
Completed HS or above	86.7	83.8	92.3	87.1	92.0	85.9	91.9	86.5
Works Fulltime	90.2	91.8	91.0	91.0	92.3	93.3	91.9	92.6
Age								
20-30 years	2.1	1.9	0.7	2.0	1.5	3.7	1.2	1.6
31-50 years	49.1	43.1	48.9	44.1	48.4	41.3	44.8	44.3
Over 50	48.9	55.0	50.4	53.9	50.1	55.0	54.0	54.1
Time in position								
0-10 years	55.3	50.4	56.9	56.3	57.9	56.5	52.8	50.8
11-20 years	28.0	28.8	25.2	26.2	25.5	28.3	28.7	28.3
21-30 years	12.7	15.5	14.2	15.2	13.6	11.2	12.8	14.8
31+ years	4.0	5.3	3.7	2.3	3.0	4.1	5.7	6.1

Limited Leave Usage for DV reasons

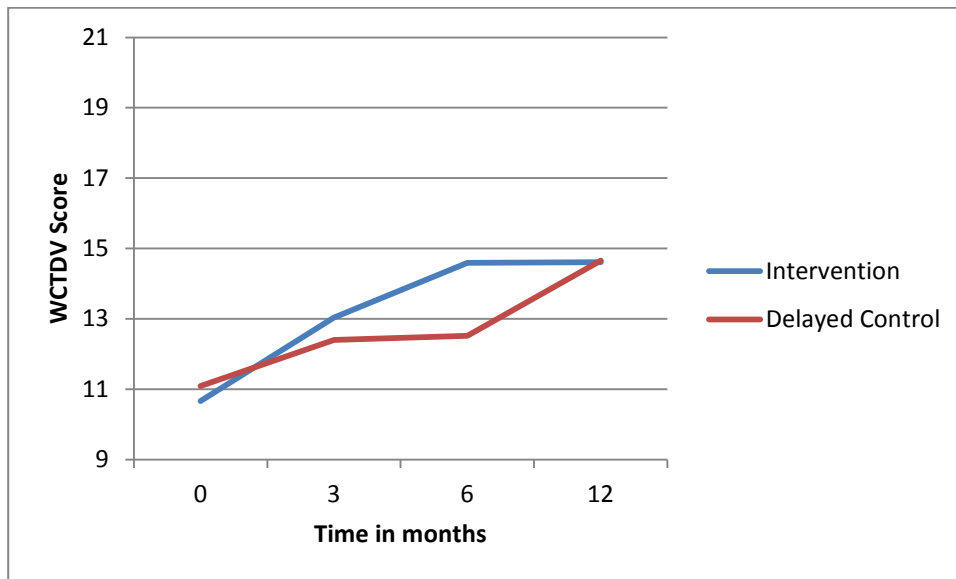
We collected monthly anonymous leave information from 22 (81%) of the 27 participating Oregon counties for over 2 years, starting 6 months prior to intervention. Leave usage for DV related reasons were limited. During the study, only 6 participating counties (27%) had recorded leave being taken for DV related reasons during (2 Intervention and 4 control counties). Protective leave was taken on average for 21.3 hours per month.

Training effect on knowledge

After taking the Domestic Violence and the Workplace training, IPV knowledge significantly improved from a mean of 75.7% to 98.4% correct ($p < .001$). The results were very similar when the delayed control group completed the DV and the Workplace training (75.8% versus 98.5%, $p < .001$). The majority (75.8%) of participants rated the DV and the Workplace training as good or excellent.

Change in workplace climate towards domestic violence (WCTDV)

At baseline the mean score on WCTDV was 10.87 (SD=5.29). Organizations were achieving about half of the items on the WCTDV. Figure 1 presents the scores over time. At 6 months the intervention group had a mean score of 14.53 and the control group had a score of 12.52. At 12 months after the delayed control group had completed the intervention the score on WCTDV was similar in both groups (Intervention=14.61, Control = 14.66). In the GEE analyses examining change over time, the time by group interaction was significant ($p < .001$). Post hoc comparisons found that the 3, 6, and 12-month WCTDV were significantly better than baseline for the intervention group whereas the delayed control group did not show a significant improvement until 12 months. At 12 months, the two groups were not significantly different.



Impact of incentives

We conducted additional analyses, using whether or not the organization offered incentives as a moderator of the effect of the Domestic Violence and the Workplace training on change in workplace climate for domestic violence. The moderator was not significant, meaning the training is equally effective with and without incentives. Next we explored if the intervention was more effective for those who completed the training than for those who did not to assess if the change in workplace climate for domestic violence spreads throughout the organization.

Spread of the intervention effect through the organization

Using only those in the intervention group, GEE models were used to compare the WCTDV scores at 3-, 6-, and 12-months post baseline. At 3-months 66.6%, 6-months 70.3% and 12-months 72.5% supervisors had completed the training. The WCTDV scores were significantly higher for those who took the training at all

three-time point. Table 4 presents the means for each group at each time. The difference between baseline and 12-months in WCTDV scores was not significant for those who did not participate in the training. The training was effective for those who completed it, as well as the impact of the training did spread throughout the organization. In the intervention group 15.1% reported providing domestic leave information to their employees (14.1% of the control group) at 6-months, 28.5% of the intervention group and 22.3% of the control group had provided such information to employees. At 12-months after both groups had received the intervention, 37.3% of the intervention and 33.6% of the control group had provided domestic leave information to their employees.

Table 4: Differences in WCTDV scores between those who did and did not take the training for those in the intervention group

	3-months	6-months	12-months
Took training	14.33	15.77	16.09
Did not take training	10.78	11.38	11.39
	p=.001	p<.001	p<.001

Based on interviews with HR representatives and observations during the walk through in each county, 28.6% of the intervention organizations and 4.4% of the control counties had additional postings about the Protective Leave Law at 6-months. 35.7% of intervention and 23.1% of control organizations had developed a new IPV policy, while 42.9% of intervention and 30.8% of control organizations had sought additional resource information about IPV.

Inclusion Enrollment Table

Study Title: Evaluation of the Oregon Protective Leave Law for Victims of Domestic Violence

Total Enrollment: 3429

Protocol Number: Hopkins NA_00023114

Grant Number: R01OH009524

TOTAL ENROLLMENT REPORT: Number of Subjects Enrolled by Ethnicity and Race

Ethnic Category	Sex/Gender			
	Females	Males	Unknown	Total
Hispanic or Latino	73	33	0	106
Not Hispanic or Latino	1748	1342	0	3090
Unknown	86	147	0	233
Total	1907	1522	0	3429

Racial Categories	Sex/Gender			
	Females	Males	Unknown	Total
American Indian/Alaska Native	14	9	0	23
Asian	13	6	0	19
Native Hawaiian or Other Pacific Islander	1	9	0	10
Black or African American	4	12	0	16
White	1768	1412	0	3180

More than One Race	69	49	0	118
Unknown or Not Reported	38	25	0	63
Total	1907	1522	0	3429

NOTE: The same participant might have participated in several events of the project (Interview, Training, Survey). Due to the participant anonymity, we cannot identify these participants.

HISPANIC ENROLLMENT REPORT: Number of Hispanics or Latinos Enrolled
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Racial Categories	Females	Males	Unknown or Not Reported	TOTAL
American Indian/Alaska Native	0	0	0	0
Asian	0	0	0	0
Native Hawaiian or Other Pacific Islander	0	1	0	1
Black or African American	0	1	0	1
White	28	19	0	38
More than one Race	18	5	0	18
Unknown or Not Reported	27	7	0	26
Total	73	33	0	106

Study Publications

1. Laharnar, N. Hanson, G., Perrin, N., Anger, K, Glass, N. (In Press). Workplace Domestic Violence Leave Laws: Implementation, Use, and Implications. *International Journal of Workplace Health Management*.
2. Laharnar, N., Perrin, N., Hanson, G., Glass, N., Anger, W.K. (2013). A Training Intervention for Supervisors to Support Implementation of a Work-Family Policy. *Safety and Health at Work* 4(3), 166-167. DOI: 10.1016/j.shaw.2013.07.001.
3. Glass, N, Bloom, T, Perrin, N., & Anger WK. (2010). Developing a computer-based training intervention for work supervisors to respond to intimate partner violence. *Safety and Health at Work*. 1, 167-174.

Materials Available for Other Investigators

The computer based training “Domestic Violence and the Workplace” Training and the Workplace Climate Towards Domestic Violence (WCTDV) measure is available to investigators by contacting Dr. Nancy Glass, nglass@jhu.edu or 410-614-2849.