

Report of the

United States
Postal Service Commission
On A Safe and Secure
Workplace

August 2000



Prepared by
THE NATIONAL CENTER ON
ADDICTION AND SUBSTANCE ABUSE
AT COLUMBIA UNIVERSITY

The United States
Postal Service Commission
On A Safe And Secure
Workplace

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UNITED STATES POSTAL SERVICE COMMISSION
ON A SAFE AND SECURE WORKPLACE

August 31, 2000

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The Honorable William J. Henderson
Postmaster General
United States Postal Service
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Dear Mr. Henderson,

I am pleased to transmit to you the Report of the United States Postal Service Commission on A Safe and Secure Workplace.

You charged the Commission to develop concrete recommendations that the Postal Service might adopt to provide its employees at 38,000 post offices and related facilities with the safest possible workplace environments. In carrying out this mandate over the past two years, the Commission examined all aspects of workplace violence and related issues. In order to measure the situation in postal workplaces against that in others, we conducted the most comprehensive national survey ever undertaken on the topic of workplace violence. We held interviews and focus groups with hundreds of postal employees throughout the nation, and analyzed mountains of national and Postal Service data.

Our bottom line conclusions are:

- * "Going postal" is a myth, a bad rap. Postal workers are no more likely to physically assault, sexually harass, or verbally abuse their coworkers than employees in the national workforce.

- * Postal employees are only a third as likely as those in the national workforce to be victims of homicide at work.

- * The level of violence throughout the American workplace is unacceptably high: last year, one in twenty workers was physically assaulted, one in six was sexually harassed, and one in three was verbally abused.

We hope that this report will help achieve your goal of making the Postal Service the gold standard for safe and secure workplaces for all American workers and that it will be of use to other public and private employers as well.

You and the entire USPS have provided wholehearted cooperation throughout our work. The Commission would like to extend a special word of appreciation to our director, Naomi Goldstein, who assembled an excellent staff and led the work of the Commission with unusual intelligence and dedication and the highest professional standards.

Sincerely,

Joseph A. Califano, Jr.

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Acknowledgements

Thousands of employees of the Postal Service and in all sectors of the American workforce took the time to complete the Commission's survey questionnaire. Hundreds of Postal Service employees at all levels participated in focus groups and interviews. Union and management association officials at the national, regional, and local levels also participated in lengthy interviews. Postal executives and officials of the postal unions and management associations testified before the Commission. Many experts on workplace violence and the Postal Service provided advice and assistance.

Many postal officials provided materials and information to the Commission. Particular thanks are due to Thomas J. Lang, Kathleen A. Dial, and Robert Bethel, who served as liaisons to the Commission. Suzanne H. Milton and Stephen Barbour also responded to many requests for information.

Numerous staffers of The National Center on Addiction and Substance Abuse at Columbia University assisted the Commission. Several subcontractors contributed to the Report, including Schulman, Ronca, & Bucuvalas, Inc., Hewitt Associates, LLC, and James P. Lynch.

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Table of Contents

Introduction	1
FINDINGS	1
<i>General Conclusions</i>	1
<i>Death at Work</i>	1
Risk of Being Killed.....	1
Risk of Being Killed by Coworkers and Non-Coworkers.....	2
Homicides by Postal Employees.....	2
Homicides of Postal Employees by Non-Employees	2
<i>Physical Assault, Sexual Harassment, and Verbal Abuse at Work</i>	3
Victimization by Outsiders	3
Victimization by Coworkers.....	3
<i>Fears About Workplace Violence</i>	3
<i>Attitudes and Psychological Characteristics of Workers</i>	4
<i>"Going Postal"?</i>	4
<i>Substance Abuse and Workplace Violence</i>	4
<i>USPS Programs and Policies</i>	4
MAJOR RECOMMENDATIONS	5
1. What Is the United States Postal Service?	7
ORGANIZATION OF THE POSTAL SERVICE	7
POSTAL WORKFORCE	7
<i>Characteristics of the Postal Workforce</i>	9
<i>Veterans' Preference</i>	9
COMPENSATION	9
2. Death in the Workplace	11
VICTIMS.....	12
<i>By Industry</i>	12
<i>By Occupation</i>	12
<i>Demographic Groups</i>	12
PERPETRATORS	13
WORKPLACE SUICIDES	13
A DETAILED LOOK AT HOMICIDES INVOLVING USPS EMPLOYEES	13
<i>Homicides by Non-Employees</i>	13
<i>Summaries of Homicides by Non-Employees</i>	14
Chatsworth, California, August 10, 1999	14
Ruby, Alaska, June 20, 1996.....	14
Washington, D.C., June 11, 1996.....	14
Hartford, Connecticut, January 30, 1996.....	15
Miami, Florida, August 5, 1994	15
Bronx, New York, January 21, 1993.....	15
Crockett, Virginia, September 18, 1992	15
Paulina, Louisiana, April 23, 1992.....	15
Andover, Massachusetts, November 7, 1991.....	16

Dayton, Alabama, May 24, 1991	16
Gainesboro, Tennessee, February 27, 1990	16
Miami, Florida, September 26, 1989	16
Pinetta, Florida, June 20, 1988.....	16
Los Angeles, California, April 26, 1986	16
<i>Homicides by Current or Former Postal Employees</i>	16
<i>Summaries of Homicides by Current or Former Employees</i>	17
Dallas, Texas, April 17, 1998.....	17
Milwaukee, Wisconsin, December 19, 1997	18
Miami Beach, Florida, September 2, 1997.....	18
Las Vegas, Nevada, December 19, 1996	18
City of Industry, California, July 9, 1995.....	18
Montclair, New Jersey, March 21, 1995.....	18
Cedar Rapids, Iowa, January 14, 1994	18
Dana Point, California, May 6, 1993	19
Dearborn, Michigan, May 6, 1993.....	19
Royal Oak, Michigan, November 14, 1991.....	19
Ridgewood, New Jersey, October 10, 1991	19
Atlanta, Georgia, September 17, 1989	19
Escondido, California, August 10, 1989.....	20
Chelsea, Massachusetts, June 29, 1988	20
Edmond, Oklahoma, August 20, 1986.....	20
<i>Lessons</i>	20
Inadequate Pre-Employment Screening	20
Inconsistent Response to Warning Signs	21
<i>Veterans</i>	21
<i>Guns, Drugs, and Alcohol</i>	22
3. Nonfatal Violence at Work	23
<i>National Crime Victimization Survey</i>	23
NONFATAL VIOLENCE: SURVEY RESULTS	23
<i>Victimization by Outsiders</i>	25
<i>Victimization by Coworkers</i>	25
<i>Different Jobs, Different Risks</i>	26
<i>Anger, Hostility, Aggressiveness, Stress, Depression,</i>	
<i>Coping, Distress, Anxiety</i>	27
Anger	28
Hostility.....	28
Verbal Aggressiveness	28
Physical Aggressiveness.....	29
Coping.....	29
Distress and Anxiety	29
Veterans	29
<i>Attitudes Toward Work, Coworkers, and Management</i>	30
Attitudes about Work	30
Attitudes about Coworkers	30

Attitudes about Management	31
<i>Work Environment</i>	31
Autonomy.....	31
Pressure.....	31
Autocratic Attitudes	31
<i>Fears about Safety at Work</i>	32
<i>Discrimination</i>	32
<i>Substance Abuse and Workplace Violence</i>	33
Substance Abuse by Perpetrators of Physical Assault	33
Substance Abuse by Perpetrators of Sexual Harassment	34
Substance Abuse by Perpetrators of Verbal Abuse	34
<i>Consequences of Workplace Violence and Abuse</i>	34
Time Off from Work.....	34
Injuries and Hospitalization	34
Reporting Incidents.....	34
Satisfaction with Outcome	35
<i>Guns</i>	36
NONFATAL VIOLENCE: INCIDENTS REPORTED TO	
THE POSTAL INSPECTION SERVICE	36
Motives	36
Characteristics of Suspects.....	36
GENERAL CONCLUSIONS	37
4. Policies and Practices	39
SELECTION	39
<i>Background Checks</i>	40
<i>Veterans' Preference</i>	40
<i>Non-Career Employees</i>	40
<i>Probationary Period</i>	40
ZERO TOLERANCE FOR VIOLENCE.....	40
VIOLENCE AWARENESS TRAINING	41
THREAT ASSESSMENT AND CRISIS MANAGEMENT	42
<i>Implementation</i>	42
<i>Limited Union Role</i>	42
<i>Seniority</i>	42
<i>Fitness-for-Duty Examinations</i>	43
SYSTEMS FOR TRACKING VIOLENCE AND POTENTIAL VIOLENCE.....	44
<i>Workplace Environment Indicators</i>	44
<i>Troubled Work Sites</i>	44
<i>Sharing Best Practices</i>	45
SECURITY	45
EMPLOYEE ASSISTANCE PROGRAM	45
TERMINATIONS	46
MANAGEMENT SKILLS.....	46
<i>Training</i>	47
<i>First-Level Supervisors</i>	47

<i>Weekly Safety Talks</i>	47
<i>Substance Abuse</i>	47
DISPUTE RESOLUTION.....	48
<i>Grievance Process</i>	48
<i>Equal Employment Opportunity Complaint Process</i>	49
<i>Labor-Management Relations</i>	49
INCENTIVES FOR MANAGERS	50
INCENTIVES FOR CRAFT EMPLOYEES.....	51
STATUTORY PAY CEILING.....	51
Glossary	53
Endnotes	57
Appendix A: Policies and Practices	61
Appendix B: Homicide Summaries	109
Appendix C: Survey Data	157
Appendix D: Screening Job Applicants to Reduce Employee Violence	211
Appendix E: Substance Use and Workplace Violence	217
Appendix F: Methodology	245

Appendices A through F will be available shortly.

Introduction

On October 6, 1998, Postmaster General William J. Henderson established the United States Postal Service Commission on A Safe and Secure Workplace. The Postmaster General charged the Commission to "detail concrete steps which the Postal Service can take to make its 38,000 post offices and related facilities the safest possible environment for its employees."¹ Joseph A. Califano, Jr., chaired the Commission, which also included Douglas A. Fraser; Beatrix A. Hamburg, M.D.; David A. Hamburg, M.D.; John E. Robson; and Robert B. Zoellick.

The Commission conducted an intensive study that included the most comprehensive survey ever conducted of workplace violence in our nation; numerous visits to postal facilities; focus groups with more than 350 postal employees throughout the nation; interviews of more than 300 United States Postal Service (USPS), union, and management association officials at the national level and in the field; a detailed review of postal policies and practices; an intensive examination of every workplace homicide since 1986 in which postal employees were perpetrators or victims; and extensive analyses of national databases. The Commission gathered information on violence prevention in other workplaces; sought advice from leaders in government, business, and labor; and reviewed hundreds of books and articles in professional journals on the subject of workplace violence.

The Commission held six meetings from January 1999 to April 2000 and heard presentations and testimony from USPS executives and managers, officials of the Postal Inspection Service and the USPS Office of Inspector General, and workplace violence experts and consultants. The four major national unions and three associations representing managers all testified before the Commission.

Throughout our work, the Commission has been conscious of the importance of the universal mail

service that the USPS provides, that it is the finest government mail service in the world, and that postal employees and managers are justly proud of the service they provide to all the American people.

FINDINGS

General Conclusions

The Commission's bottom-line conclusions are:

- * "Going postal" is a myth, a bad rap. Postal workers are no more likely to physically assault, sexually harass, or verbally abuse their coworkers than employees in the national workforce.
- * Postal employees are only a third as likely as those in the national workforce to be victims of homicide at work.
- * The level of violence throughout the American workplace is unacceptably high: last year, one in twenty workers was physically assaulted, one in six was sexually harassed, and one in three was verbally abused.

Death at Work

Risk of Being Killed. Of 6,719 workplace homicides from 1992 to 1998, 16 were postal employees. Postal employees are only a third as likely as those in the national workforce to be victims of homicide at work (0.26 vs. 0.77 per 100,000 workers annually in 1992-1998, the period for which comprehensive national data are available). Comparing industries, workers in retail trade (*e.g.*, stores, restaurants, and gas stations) are eight times likelier than postal employees to be victims of homicide at work (2.10 vs. 0.26 per 100,000). Comparing occupations, taxi drivers are 150 times likelier than letter carriers to be victims of homicide at work (31.54 vs. 0.21 per 100,000).

Members of the United States Postal Service Commission on A Safe and Secure Workplace

Joseph A. Califano, Jr. (chair), an attorney, founding Chairman of the Board and President of The National Center on Addiction and Substance Abuse at Columbia University (a multidisciplinary think/action tank); Adjunct Professor of Public Health Policy and Management at the Medical School and School of Public Health at Columbia University; U.S. Secretary of Health, Education, and Welfare in the Carter Administration; Special Assistant to President Lyndon B. Johnson from 1965 to 1969; and author of nine books. Mr. Califano was instrumental in establishing the President's Commission on Postal Organization in the 1960s, and served as counsel to the USPS Board of Governors in the early 1980s.

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Robert B. Zoellick, Resident Fellow and Board Member at the German Marshall Fund of the U.S., Research Scholar at Harvard University, and Senior International Advisor at Goldman, Sachs; former John M. Olin Professor of National Security Affairs at the U.S. Naval Academy; former Executive Vice President of Fannie Mae; Undersecretary of State and White House deputy chief of staff in the Bush Administration, and Counselor to the Secretary of the Treasury in the Reagan Administration.

Risk of Being Killed by Coworkers and Non-Coworkers. It is impossible to compare with any precision the likelihood of a postal employee being killed by a coworker or a non-coworker with that of an employee in the national workforce. For USPS, we know that from 1992 through 1998 nine of 16 postal victims were killed by current or former coworkers. Unfortunately, we cannot identify the perpetrator's status in nearly half (46 percent) of all workplace homicides. Unsolved crimes likely explain much of the missing information (31 percent of all murders in 1998 were unsolved²), while some may be due to limitations of national data collection procedures.

Homicides by Postal Employees. A meticulous examination of workplace homicides committed by

current or former postal employees since 1986 reveals a variety of motives, including robbery, actual and desired intimate relationships, and workplace disputes. But this common denominator emerges: most of the postal perpetrators (14 of 15) had troubled histories of violence, mental health problems, substance abuse, and/or criminal convictions. Five exhibited behavior prior to employment that should have excluded them from being hired.

Homicides of Postal Employees by Non-Employees. Homicides of postal employees by non-employees also had varied motives, including robbery, a dispute over a debt, anger over mail not delivered when expected, and intimate relationships. Most non-postal perpetrators had troubled histories as well. Victims all held jobs exposing them to the

public: most were letter carriers or small-town postmasters, and one was a motor vehicle operator.

Physical Assault, Sexual Harassment, and Verbal Abuse at Work

The Commission found a disturbing and unacceptable level of violence in the American workplace: in the past year at work, one in 20 employees in the national workforce was physically assaulted, one in six was sexually harassed, and one in three was verbally abused. USPS employees are no more likely to be subjected to nonfatal violence than workers in the national workforce:

- * Five percent of postal employees and five percent of employees in the national workforce say they were physically assaulted at work in the past year. These assaults include throwing something, pushing, grabbing, slapping, hitting or kicking, hitting with an object, beating, rape or attempted rape, and the threat or use of weapons.
- * Fourteen percent of postal employees and 16 percent of employees in the national workforce say they were subject to behavior usually considered sexual harassment at work in the past year. These incidents include talk about sex or comments about the victim's body; repeated unwanted requests for dates; unwanted sexual touching, kissing, or fondling; and threats of rewards or reprisals based on being "nice" to the perpetrator.
- * Thirty-six percent of postal employees and 33 percent of employees in the national workforce say there were verbally abused at work in the past year. These incidents include provoking arguments, calling names or putting people down in front of others, making people feel inadequate, shouting or swearing, frightening people, and making intimidating or threatening gestures.

Victimization by Outsiders. Postal employees are less likely than those in the national workforce to be victims of physical assault, sexual harassment, and

verbal abuse at work by outsiders—customers, friends, relatives, or other non-employees:

- * Postal employees are one sixth as likely as those in the national workforce to say they were physically assaulted at work in the past year by an outsider (0.4 vs. 2.3 percent).
- * Postal employees are one third as likely as those in the national workforce to say they were sexually harassed at work in the past year by an outsider (0.8 vs. 2.4 percent).
- * Postal employees are half as likely as those in the national workforce to say they were verbally abused at work in the past year by an outsider (4 vs. 8 percent).

Victimization by Coworkers. Postal employees are about as likely as employees in the national workforce to be victims of physical assault, sexual harassment, and verbal abuse by coworkers—supervisors, subordinates, or other employees:

- * Four percent of postal employees and three percent of employees in the national workforce say they were physically assaulted at work by a coworker in the past year.
- * Twelve percent of postal employees and 14 percent of employees in the national workforce say they were sexually harassed at work by a coworker in the past year.
- * Thirty percent of postal employees and 25 percent of employees in the national workforce say they were verbally abused at work by a coworker in the past year.

Fears About Workplace Violence

Although they are not, in fact, more likely to be victims of violence at work, postal workers are more fearful than employees in the national workforce about violence in the workplace:

- * Postal employees are six times likelier to believe they are at greater risk than the average worker to be a victim of workplace violence from co-

workers (17 vs. 3 percent), despite similar rates of violence by coworkers.

- * Postal employees are less likely to agree that their employer "takes action to protect employees against violence by non-employees" (52 vs. 70 percent), despite lower rates of violence by outsiders against postal employees.
- * Postal employees are more likely to say they fear being robbed or attacked at work (13 vs. 8 percent).
- * Postal workers are more likely to agree that "many managers and supervisors try to provoke employees to violence" (27 vs. 6 percent).
- * Yet, postal employees are less likely than those in the national workforce to have seen someone carrying a gun or other weapon to work in the past year (3 vs. 8 percent).

Attitudes and Psychological Characteristics of Workers

Postal workers are less angry, aggressive, hostile, depressed, and stressed than those in the national workforce, and they are better able to cope. However, postal workers have more negative attitudes about work, managers, and coworkers:

- * Postal employees are twice as likely as those in the national workforce to say they would accept a job offer from a different employer with the same wages, retirement, and fringe benefits (46 vs. 23 percent). They are more likely than other government employees to say they would accept such an offer (46 vs. 28 percent).
- * Postal employees are twice as likely as those in the national workforce to have negative attitudes about coworkers (31 vs. 14 percent).
- * Postal employees are less likely than those in the national workforce to have positive attitudes about managers (58 vs. 79 percent).

"Going Postal"?

If "going postal" is meant to suggest that postal employees are more violent than the national workforce, it is simply untrue:

- * Postal employees are no more likely than those in the national workforce to physically assault, sexually harass, or verbally abuse their coworkers.
- * Postal employees are less angry, aggressive, and hostile than those in the national workforce.

Substance Abuse and Workplace Violence

Employees who observe substance abuse at work more often are more likely to be victims of physical assault, sexual harassment, and verbal abuse by coworkers. Employees in the national workforce who observe substance abuse in the workplace at least monthly are five times as likely to have been physically assaulted in the past year by a coworker as those who observe substance abuse less than monthly (11 vs. 2 percent). Among postal employees, the corresponding rates are similar (10 vs. 3 percent).

USPS Programs and Policies

The Commission found that USPS has undertaken a comprehensive array of programs to reduce workplace violence. These programs have many strengths, but there is room for improvement in the execution of several of them.

The Commission has identified two major sources of friction: the enormous backlog of grievances and other disputes, and the dual compensation structure that rewards managers but not craft employees based on performance. USPS has a backlog of more than 126,000 grievances. More than 6,300 were arbitrated in fiscal 1999. By way of comparison, in the auto industry, virtually all grievances are resolved before they reach arbitration. In the entire auto industry—with about 400,000 bargaining unit employees—only eleven grievances reached arbitration in 1998. Furthermore, unlike postal craft (union) employees, United Auto Workers members (like their corporate managers) participate in employee profit-sharing plans.

USPS is seeking to address these sources of friction. Some efforts have been collaborations between management and the unions, while in other cases some unions and management have disagreed. In order to eliminate these sources of friction, USPS management, unions, and management associations must work together. A sea change in attitudes of all the parties—and an environment of trust—will be required to slash the number of grievances and reshape compensation systems. This will require a sustained effort.

Based on these findings, the Commission developed recommendations to improve USPS programs to prevent violence and to address potential underlying causes of workplace violence and tension. We hope that other employers and labor leaders across America will find these analyses and recommendations useful, and we encourage them to make a searching examination of the unacceptable level of violence in the American workplace.

MAJOR RECOMMENDATIONS

USPS should:

1. Screen more carefully for signals of potential violence among job applicants.
2. Define more clearly the meaning of its policy of "zero tolerance" for violence and take steps to assure that employees understand the policy.
3. Continue violence awareness training for employees. Unions should play a greater role in such training.
4. Assure that warning signals are heeded by improving operation of local teams established to assess threats of violence and respond to violent crises. Take steps to assure that employees understand how they can report threats and violence.
5. Improve systems for tracking violence and potential violence.
6. To help assure safety and security for its workers: (a) establish communication systems such as cell phones or beepers for carriers on delivery

routes, especially in high-crime and remote areas, and (b) educate employees about facility security.

7. Mount a major effort to assure employees of the confidentiality of the employee assistance program (EAP) and that the program will not be used as a punishment, and encourage joint local management/union oversight of the EAP.
8. Limit the potential for violence during and after employee terminations by training managers and union officials how to handle terminations.
9. Increase training to develop better interpersonal skills of supervisors and managers.
10. Strengthen incentives to focus managers on the workplace environment in addition to financial performance, operational goals, and customer satisfaction.

USPS management, unions, and management associations should:

1. Overhaul the dispute resolution processes, which are a significant source of frustration and tension for employees and managers.
2. Agree on a system of financial performance incentives for craft (union) employees.

In addition, the Commission notes that the statutory pay ceiling may prevent USPS from attracting the best managers and effectively rewarding good performance of all postal workers. We recommend that Congress consider raising or eliminating the pay ceiling.

1. What Is the United States Postal Service?

Article I, Section 8, of the U.S. Constitution gives Congress the power "to establish post offices and post roads." In exercising this power, Congress established the United States Postal Service (USPS) to "bind the Nation together through the personal, educational, literary, and business correspondence of the people." (39 U.S.C. §101). Today, USPS delivers some 3.4 billion pieces of mail each week to every corner of our nation.

The mail is not monolithic. It is letters and packages; magazines and newspapers; books and compact discs; advertisements and catalogs; packages small enough to carry a bottle of pills and large enough to ship a bike; items of no value and expensive jewelry; holiday, birthday, and condolence cards; complaints filed in court to start a divorce or civil lawsuit; notices of default on a mortgage; and papers announcing an inheritance.

ORGANIZATION OF THE POSTAL SERVICE

The Postal Service is organized into ten geographic areas (Chart 1), each headed by a vice president. Eighty-five performance clusters report to the areas. Each performance cluster includes about 10,000 employees. Within each performance cluster, a district manager and plant managers oversee operations and provide support services, such as human resources.

Prior to the Postal Reorganization Act of 1970, the Postmaster General was a member of the President's cabinet. With that act, the Postal Service became an independent establishment of the federal government. An eleven-member Board of Governors oversees the Postal Service. The President appoints nine members with the advice and consent of the Senate.

These members select the Postmaster General, who joins the Board of Governors. Together, they select the Deputy Postmaster General, who also joins the Board. A separate and independent five-member body appointed by the President with Senate confirmation, the Postal Rate Commission, sets postal rates.

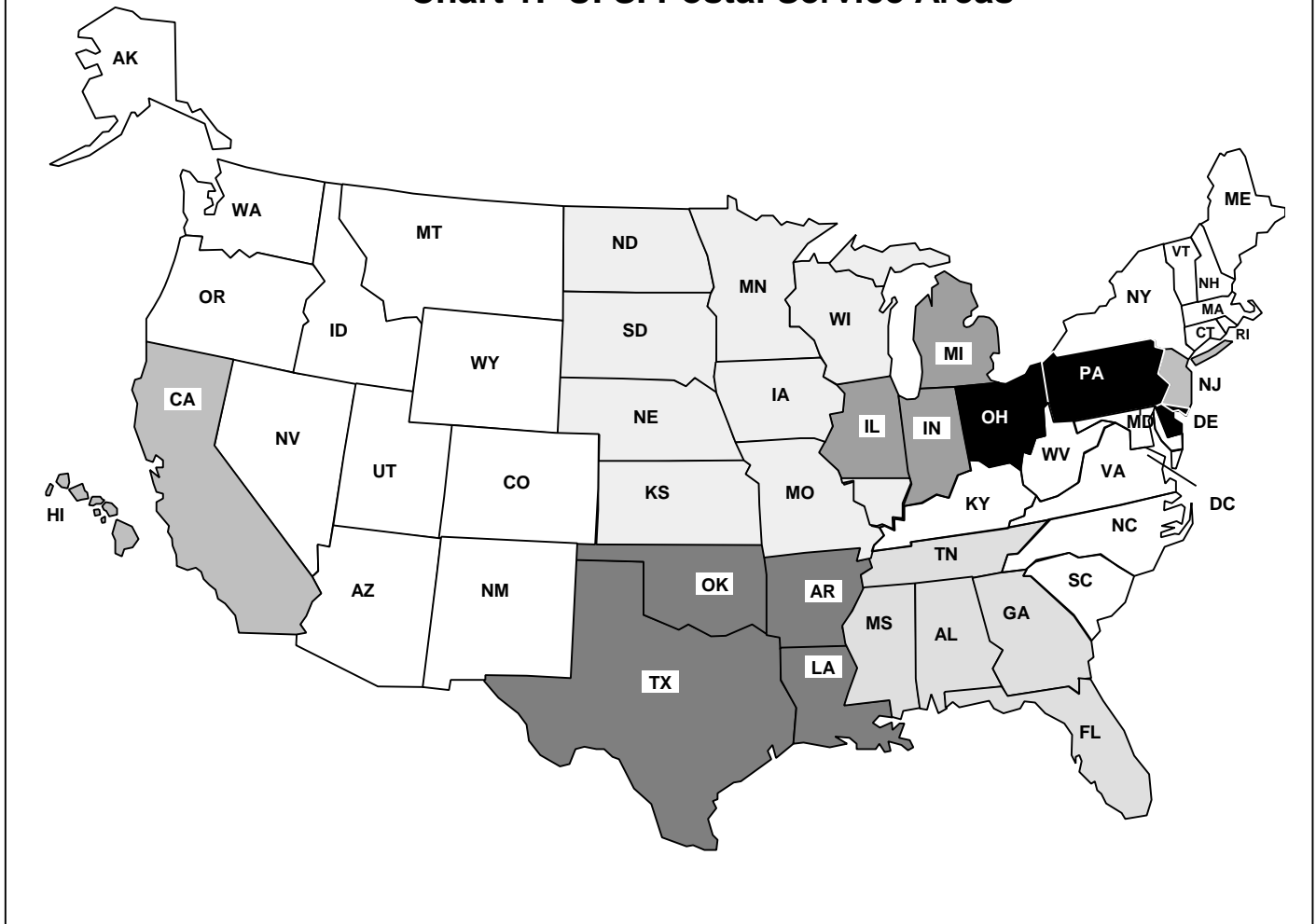
POSTAL WORKFORCE

The Postal Service is the second largest civilian employer in the nation, after Wal-Mart. In fiscal 1999 there were more than 900,000 employees, including almost 800,000 career employees and more than 100,000 temporary, casual, substitute, and relief workers, called non-career employees.³ Postal workers are federal employees.

Four major unions represent more than 700,000 career employees. They have the right to bargain over wages, hours, and working conditions, but, like other federal employees, postal workers do not have the right to strike. Binding arbitration resolves impasses in contract negotiations.

Employees represented by unions are known as craft employees. The largest postal union, the American Postal Workers Union (APWU), represents more than 344,000 window clerks, workers in processing and distribution facilities, and maintenance and motor vehicle employees. The National Association of Letter Carriers (NALC) represents more than 240,000 city letter carriers; the National Rural Letter Carriers' Association (NRLCA) more than 55,000 career rural carriers and 57,000 substitute, associate, auxiliary, and relief carriers; the National Postal Mail Handlers Union (NPMHU) more than 61,000 employees who move and process mail. Smaller unions represent nurses and postal police.

Chart 1: U. S. Postal Service Areas



The postal worker has many faces in many places, performing a diverse range of jobs in a variety of settings. Window clerks sell stamps and other products and handle other transactions with individual consumers. City and rural letter carriers typically spend a few hours in the morning at a post office sorting the mail for their route and then deliver mail on foot or by vehicle. City letter carriers are paid hourly and receive overtime pay. Rural carriers are paid an annual salary that (with limited exceptions) does not depend on how many hours they work on any given day. Mail handlers move and process mail, typically in large facilities. Processing and distribution clerks sort mail: they work in small or medium-sized post offices sorting mail by hand and in large, highly mechanized, often noisy processing and dis-

tribution facilities handling automated equipment. Some automated equipment can "read" the addresses on more than 40,000 pieces of mail an hour with a crew of only two people.

Some 85,000 non-craft employees may join three management associations: the National Association of Postmasters of the United States, National League of Postmasters of the United States, and National Association of Postal Supervisors. Managers may belong to more than one of these organizations, so membership overlaps. Though not unions, these associations are entitled by law to be consulted on pay and benefits. Non-craft employees include senior executives overseeing large service areas such as major cities, junior positions that operate post offices with a few employees or just one, supervisors

holding line positions overseeing craft employees, and other jobs ranging from facility managers to positions in marketing, accounting, human resources, labor relations, law, engineering, information technology, and other areas.

Characteristics of the Postal Workforce

Compared with the national civilian labor force, postal employees are more likely to be male (63 vs. 54 percent); less likely to be White (65 vs. 78 percent); twice as likely to be Black (22 vs. 10 percent); about as likely to be Hispanic (7 vs. 8 percent); and more likely to be Asian or other races (7 vs. 3 percent).⁴

Compared with the national workforce, postal employees are more likely to be married (68 vs. 59 percent); less likely to be college graduates (21 vs. 37 percent); and more likely to be over age 44 (53 vs. 36 percent). Postal employees are less likely than the national workforce to work a day shift (68 vs. 82 percent).⁵

The postal workforce is remarkably stable. Postal employees are twice as likely as the national workforce to have worked for their employer for more than ten years (59 vs. 29 percent).⁶

Veterans' Preference

Certain veterans, such as those who have served in combat, receive a preference in hiring for postal and other federal jobs. Preference-eligible veterans receive five or ten extra points on exams that determine eligibility and place in line for postal jobs. Postal employees are likelier than other federal employees to be veterans (35 vs. 27 percent) and to have veterans' preference (29 vs. 25 percent). Postal employees are more than twice as likely as the national workforce to be veterans (35 vs. 16 percent).⁷

COMPENSATION

The law requires compensation and benefits for postal officers and employees to be comparable to the private sector, but caps compensation for any employee at the top of the Executive Schedule for federal workers:

It shall be the policy of the Postal Service to maintain compensation and benefits for all officers and employees on a standard of comparability to the compensation and benefits paid for comparable levels of work in the private sector of the economy. No officer or employee shall be paid compensation at a rate in excess of the rate for level I of the Executive Schedule under section 5312 of title 5 (39 U.S.C. §1003).

Level I of the Executive Schedule covers cabinet secretaries and a few other positions and is currently set at \$157,000. Today the Postmaster General earns \$157,000 and may not receive salary or bonus beyond that amount—a small percentage of "compensation and benefits paid for comparable levels of work in the private sector." In 1999, the chief executive officer of United Parcel Service earned \$1.5 million and the chief executive officer of Federal Express earned \$2.1 million just in salary and bonus, not including millions of dollars more in stock options, long-term compensation, and financial perquisites.⁸

2. Death in the Workplace

Postal employees committed two of the most tragic and highly publicized workplace homicides and suicides. In 1986, letter carrier Patrick Henry Sherrill killed 14 coworkers and himself at the Edmond, Oklahoma, Post Office. Five years later in 1991, letter carrier Thomas McIlvane killed four coworkers and himself at the Royal Oak, Michigan, Post Office. These and other homicides by postal employees have received massive media coverage and a special niche in public awareness.

Recently, however, highly visible homicides in other settings have heightened awareness of the extent to which violence plagues our nation, including schools, workplaces, homes, and communities. Since the Commission was established in October 1998,

- * Two high school students killed 13 people and themselves at Columbine High School in Littleton, Colorado.

- * A day trader killed 12 people and himself in Atlanta, Georgia.
- * A Xerox employee killed seven coworkers in Honolulu, Hawaii.
- * A hotel employee killed five people, including four coworkers, in Tampa, Florida.
- * A man killed seven people and himself in a church in Fort Worth, Texas.
- * Two men killed five employees at a Wendy's restaurant in New York City.

These widely reported incidents represent only a sliver of the problem. In 1998—the most recent year for which figures are available—there were 709 workplace homicides in America, four percent of the 16,910 homicides committed that year.^{9,10} In 1998, homicide was the second leading cause of death at work, accounting for 12 percent of 6,026 occupational deaths. Highway crashes were the number one

"Going Postal"

"Going postal" has become pejorative popular shorthand for employee violence. There is a movie called "Going Postal" and a computer game called "Postal." The American Dialect Society selected the phrase as a word of the year for 1995.¹¹ Journalists and comedians make liberal use of the phrase, and stereotypes of violent postal workers are common in ordinary conversation as well. A bumper sticker reads, "Guns don't kill people, postal workers do."¹² A 1999 *Washington Post* headline for a story on workplace violence read, "'Going Postal' Hits the Private Sector."¹³ A column about electronic postage concluded, "One benefit is that it keeps you out of the post office. You never know what is going to happen in those places these days."¹⁴ A St. Louis sportswriter facetiously proposed the "United States Post Office Employee Award" for a football player who attacked an official.¹⁵

The phrase has also begun a secondary life as a headline for postal news of any kind. Examples include, "Going Postal Over Latest Rate Increase,"¹⁶ and "Truck Doors Go Postal; Mail Spills."¹⁷ Numerous cheerful "going postal" headlines followed the Tour de France victories by the USPS-sponsored bicycle team.

Many postal employees have stories to tell of off-hand comments from strangers. Boarding an airplane while wearing a shirt with a USPS logo, a postal manager was greeted by one pilot saying to another "You need to watch her. She is one of those post office employees."¹⁸ Postal employees do not think the jokes are funny. They resent the phrase and the image. Many feel the media focuses unfairly on the Postal Service. One rural carrier expressed a typical view: "We are vulnerable because we are such a large employer. It becomes a hot issue for the headlines, but there is no greater frequency here compared to the population." Some employees say they are embarrassed to tell people where they work because of the violent stereotype.

cause, accounting for 24 percent. The next most common causes were contact with objects and equipment, falls, exposure to harmful substances or environments, and fires or explosions.

Like homicides generally, workplace homicides have been declining in recent years. Since the Department of Labor began collecting comprehensive data in 1992, the number held steady at about 1,050 per year (0.9 per 100,000 workers) through 1994, and has since fallen each year since 1995, reaching a seven-year low of 709 (0.5 per 100,000 workers) in 1998.¹⁹

VICTIMS

Employees in certain occupations and industries are at greatest risk of workplace homicide. The relative rankings for the major occupation and industry groups are generally stable from year to year. In order to have enough postal incidents to allow meaningful analysis, we used data from 1992 through

1998, the period for which the Department of Labor has collected data. There were 6,719 workplace homicide deaths during this period, including 16 postal employees, 0.2 percent of the total.²⁰

By Industry

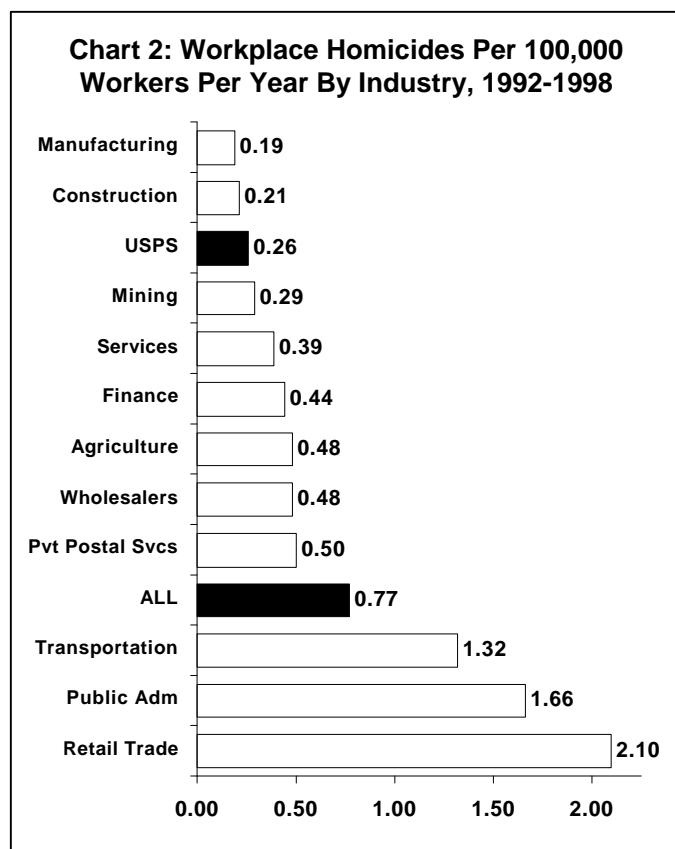
The rate of workplace homicide for workers in all major industries, as well as the USPS and private postal services, is shown in Chart 2.²¹ Among major industries, retail trade (e.g., stores, restaurants, and gas stations) had the highest homicide rate, 2.10 per 100,000 workers. Public administration (including police) ranks next at 1.66 per 100,000, followed by transportation (including taxi and truck drivers) at 1.32 per 100,000. The rate for postal employees was 0.26 per 100,000 workers—one eighth that for retail trade, less than the rate for private postal services (0.50), and a third the national rate (0.77). Among major industries only manufacturing and construction had lower rates of workplace homicide than USPS.²²

By Occupation

Among occupations, taxi drivers and chauffeurs had the highest rate of workplace homicide (31.54 per 100,000). Police and detectives rank a distant second (6.46 per 100,000), followed by private guards and police (6.26), and retail workers (2.10). USPS letter carriers and clerks are identified as distinct occupations in national data and rank relatively low, at 0.21 and 0.19 per 100,000. Taxi drivers were more than 150 times likelier than letter carriers or clerks to be victims of homicide at work. Private messengers had a rate of 1.00 per 100,000, five times that of USPS carriers. Private mail clerks had no workplace homicides during the period measured.²³

Demographic Groups

The risk of being a victim of workplace homicide varies with gender, age, and race. Men are more than three times likelier than women to be victims of workplace homicide (1.15 vs. 0.32 per 100,000 workers). The rate of workplace homicide generally rises with the victim's age and is markedly higher for workers 65 and over (1.62 per 100,000). Blacks are



twice as likely as Whites to be victims of workplace homicide (1.34 vs. 0.59 per 100,000 workers).²⁴

PERPETRATORS

It is impossible to compare with any precision the likelihood of a postal employee being killed by a coworker or a non-coworker with that of an employee in the national workforce. We know that from 1992 through 1998, nine of the 16 postal victims were killed by current or former coworkers. Unfortunately, we cannot identify the perpetrator's status in nearly half (46 percent) of all workplace homicides.²⁵ Unsolved crimes likely explain much of the missing information (31 percent of all murders in 1998 were unsolved²⁶), while some may be due to limitations of national data collection procedures.²⁷

WORKPLACE SUICIDES

Workplace suicide rates are highest for workers in agriculture and public administration. Rates in other industries are half these rates or less. Eight major industries and private postal services have suicide rates higher than USPS, but the USPS rate (0.13 per 100,000 workers) is only slightly lower than the national rate (0.17) (Chart 3).

A DETAILED LOOK AT HOMICIDES INVOLVING USPS EMPLOYEES

The Commission examined records of every known workplace homicide from 1986 to 1999 that involved postal employees either as victims or perpetrators.²⁸ Nineteen eighty-six was the year of the landmark incident in which a postal employee in Edmond, Oklahoma, killed 14 coworkers and himself. We reviewed the circumstances of each incident, characteristics of perpetrators and victims, warning signs, and the USPS response. Detailed descriptions of each incident are included in Appendix B.

From 1986 to 1999, 29 workplace homicide incidents involved postal employees as either victims or perpetrators. There were 54 homicide victims in these incidents, including 48 postal employees.

Fourteen of these postal employees were killed in the Edmond, Oklahoma, incident in 1986. Current or former postal employees killed 34 of the 48 postal victims. Twenty-five of these 34 postal victims were killed in just five incidents. More than two dozen individuals, most of them postal employees, were injured in the 29 incidents.

Homicides by Non-Employees

Non-employees were responsible for 14 of the postal worker homicides (Chart 4). Two homicides involved more than one perpetrator. Major findings about these homicides include:

- * **Motives.** Motives were varied. Six of these incidents involved robberies; others involved a dispute over a debt, anger over mail not delivered when expected, and intimate relationships.
- * **Methods.** Guns were used in eleven incidents, or 80 percent. Knives were used in two incidents, and one victim was strangled.

Chart 3: Workplace Suicides Per 100,000 Workers Per Year By Industry, 1992-1998

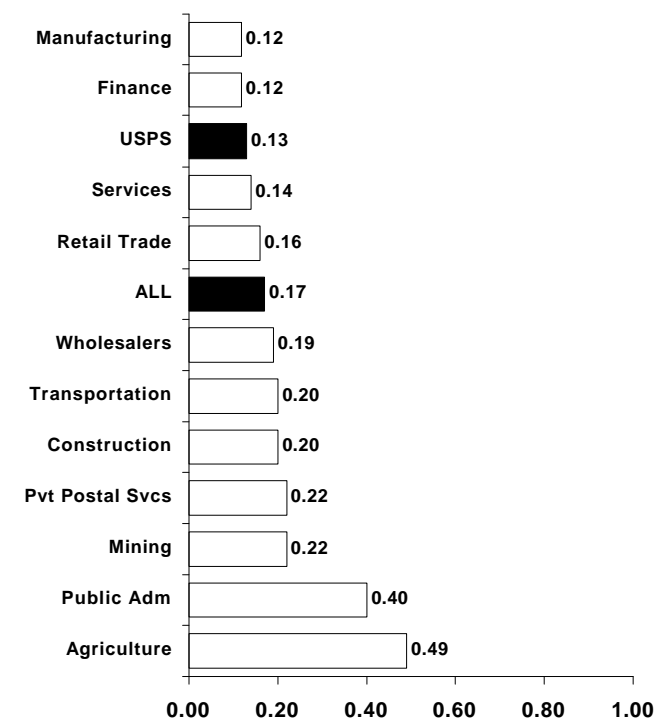


Chart 4: Workplace Homicides of Postal Employees by Non-Employees, 1986-1999

Location	Date	No. of Perpetrators	No. of Victims	No. of Postal Victims	Motive	Method	Suicide by Perpetrator	Known Substance Abuse	Postal Victim Job Type
Chatsworth, CA	8/10/99	1	1	1	Hate	Firearm	No	Yes	City Carrier
Ruby, AK	6/20/96	1	1	1	Robbery	Firearm	No	No	Postmaster
Washington, DC	6/11/96	3	1	1	Robbery	Firearm	No	No	City Carrier
Hartford, CT	1/30/96	1	1	1	Mail-Related	Firearm	No	Yes	City Carrier
Miami, FL	8/5/94	1	1	1	Personal	Firearm	No	Yes	City Carrier
Bronx, NY	1/21/93	6	1	1	Robbery	Firearm	No	Yes(6)	Motor Vehicle Operator
Crockett, VA	9/18/92	1	1	1	Robbery	Knife	No	Yes	Postmaster
Paulina, LA	4/23/92	1	1	1	Robbery	Firearm	No	Yes	Postmaster
Andover, MA	11/7/91	1	1	1	Personal	Firearm	Yes	No	City Carrier
Dayton, AL	5/24/91	1	1	1	Robbery	Knife	No	Yes	Postmaster
Gainesboro, TN	2/27/90	1	1	1	Unknown	Firearm	No	Yes	Rural Carrier
Miami, FL	9/26/89	1	1	1	Personal	Firearm	Yes	No	City Carrier
Pinetta, FL	6/20/88	1	1	1	Unknown	Strangulation	No	No	Rural Carrier Relief
Los Angeles, CA	4/26/86	1	1	1	Unknown	Firearm	No	Yes	City Carrier
Total	14	21	14	14			2	14	

* **Perpetrators.** Two thirds of the perpetrators (14 of 21) were known to have histories of substance abuse or to be under the influence of drugs or alcohol at the time of the homicide. Fifteen had criminal histories and 13 had histories of prior violence. Three had histories of domestic violence. Four had mental health problems. These troubled histories are consistent with research on the predictors of violence (see box). Twenty of the 21 perpetrators were men. Two committed suicide.

* **Victims.** All of the postal workers who were killed held jobs exposing them to the public, with few or no coworkers nearby. The 14 victims included seven city letter carriers, two rural carriers, four small-town postmasters, and one motor vehicle operator. There were no significant differences between these victims and the postal workforce in gender, race, or ethnicity (see Appendix B, Chart B.1).

Summaries of Homicides by Non-Employees

Chatsworth, California, August 10, 1999.²⁹ Buford O. Furrow has been charged with shooting and

killing Joseph Santos Iletto, a part-time letter carrier, on his delivery route. Furrow reportedly said that he killed Iletto because Iletto was not White and was a federal government employee. Furrow killed Iletto approximately one hour after firing rounds into a Jewish community center, wounding five people. At the time of the homicide, Furrow was on probation after serving five months in prison for threatening staff members at a psychiatric hospital where he had sought treatment, saying he felt homicidal. Furrow is reported to abuse alcohol. Furrow has been charged with five counts of attempted murder, one count of murdering a federal employee, carjacking, and illegal possession of a firearm while on probation from a previous conviction. Furrow awaits trial.

Ruby, Alaska, June 20, 1996. Abram Paul Walter robbed and killed Postmaster Agnes Marie Wright in the Ruby, Alaska, Post Office. He beat and shot her. Walter was a suspect in a number of robberies of Alaskan post offices, and confessed to killing Wright during an interview with postal inspectors about a different post office robbery. He is also believed to be responsible for numerous other burglaries in Alaska. Walter was arrested once for shop-

lifting, and the charge was dismissed. He was convicted of robbing and killing Postmaster Wright.

Washington, D.C., June 11, 1996. Three juveniles robbed and killed letter carrier Mun Hon Kim on his delivery route. Two youths approached Kim sitting in his postal vehicle as he spoke with a postal customer. They ordered Kim and his customer to get on the ground. As Kim was leaving the vehicle, one of the youths shot him. Three youths—the shooter, the lookout, and the getaway driver—were convicted of robbing and killing Kim.

Hartford, Connecticut, January 30, 1996. Garfield Joseph Patterson shot and killed letter carrier Robert A. Budusky on his delivery route. Patterson shot the letter carrier because he was angry that a check he was expecting had not been delivered. Patterson had a history of mental illness and had once been arrested for threatening his sister with a knife. Before his trial, he was diagnosed with schizophrenia and "psychotic disorder not otherwise specified." Patterson had a history of heavy marijuana use. He was convicted of killing Budusky.

Miami, Florida, August 5, 1994. Jerrie MacDonald-Baist shot and killed her ex-husband, letter carrier Barry Baist. The perpetrator and the victim had recently been divorced. MacDonald-Baist had a history of substance abuse. She was convicted of killing Barry Baist.

Bronx, New York, January 21, 1993. Alfredo Gallego shot and killed motor vehicle operator Gui-

llermo Gonzalez during an armed robbery. Five other people participated in the crime, driving vehicles or providing equipment. One was a postal employee; another was on the USPS rolls pending removal. The victim had observed suspicious individuals near stations on his run shortly before his homicide. He reported these observations to the Postal Police. The Postal Police patrol unit escorted the victim on his pickups on several occasions following these reports, but they observed no suspicious activity, and did not escort him on the day of the homicide. All perpetrators admitted to regular marijuana and cocaine use. Two had been drinking before the incident. One had a history of domestic violence; another, of armed robbery; a third, of armed assault. Three had been involved in previous robberies. Alfredo Gallego and one other participant were convicted of robbing and killing Gonzalez. Another participant was convicted of conspiring to kill Gonzalez. One was convicted of perjury. The two postal employees were convicted of robbery and related charges.

Crockett, Virginia, September 18, 1992. Jimmy Lawrence Nance killed Postmaster Donna Stevenson at the Crockett, Virginia, Post Office by slashing her throat. According to the investigation, the motive for the homicide was robbery of Stevenson's personal assets. No Postal Service property or money was taken during the incident. Nance had a criminal record involving substance abuse. He was convicted of the homicide and robbery of Postmaster Steven-

Predictors of Violence

The mentally ill, alcohol and drug abusers, and individuals with a history of violence are likelier to be violent. Although most mentally ill individuals are not violent, individuals suffering mental illness have been found five to six times more likely than those with no diagnosis to engage in violent acts in the past year (11 to 13 percent vs. 2 percent). Individuals diagnosed with alcohol abuse or dependence are 12 times more likely than people with no diagnosis to commit violent acts in the past year (25 vs. 2 percent); individuals diagnosed with cannabis abuse or dependence are nine times more likely to commit violence (19 vs. 2 percent), and those diagnosed with other drug abuse or dependence (such as that involving cocaine) are 17 times more likely to commit violence (35 vs. 2 percent).³⁰

A past of non-violence can be an important predictor of future conduct. One longitudinal study found that an individual who had not committed serious violence before age 20 was unlikely ever to commit serious violence.³¹

son.

Paulina, Louisiana, April 23, 1992. Kenneth Wayne Jackson robbed, shot, and killed Postmaster Aljorie Clark Goodman in the Paulina, Louisiana, Post Office, taking cash and USPS money orders. Jackson had a history of violent felonies and had been released from prison three months earlier after serving 17 years for armed robbery. Jackson used marijuana. During his trial, a witness whom Jackson dated testified that he had raped her at gunpoint. Jackson was convicted of killing Postmaster Goodman.

Andover, Massachusetts, November 7, 1991. James Nelson shot and killed letter carrier David Bradner on his delivery route. The motive for the shooting was related to money that Bradner owed Nelson for carpentry work. Approximately two weeks before the shooting, Nelson went to Bradner's house demanding payment for his work. The two fought when Bradner refused to pay. On the day of the shooting, Nelson hid and waited for Bradner to make his regular delivery. According to witnesses, he shot Bradner and fled the scene. Several days after the shooting, a hunter found Nelson's dead body in his car. The police concluded that Nelson shot himself. No suicide note was found.

Dayton, Alabama, May 24, 1991. Jerry Lee Dansby robbed and attacked Postmaster Olive Prowell of the Dayton, Alabama, Post Office. A postal carrier found Prowell with her throat slashed. Prowell was taken to a local hospital, where she died. Dansby had a criminal history, and had been released from prison three months earlier. He admitted using alcohol and marijuana. Dansby was convicted of robbing and killing the postmaster.

Gainesboro, Tennessee, February 27, 1990. James Blaske shot and killed rural carrier Roy Wayne Grimes on his delivery route. The police never found a motive for the shooting. The investigation revealed that Blaske had planned to shoot the telephone man the previous day. Blaske's criminal history included arrests for conspiracy and threats against the President of the United States. Blaske was found not

guilty by reason of insanity and was committed to the custody of the U.S. Attorney General.

Miami, Florida, September 26, 1989. Lucious Delagel shot and killed his ex-girlfriend, letter carrier Regina Washington, in the parking lot of the South Miami Post Office. After killing Washington, Delagel shot and killed himself. According to the investigation, the shooting was related to the personal relationship between Delagel and Washington. Shortly before the shooting, Delagel threatened to kill Washington, and severely beat Washington's friend, who was also a postal employee. Delagel was in and out of juvenile prisons as a youth.

Pinetta, Florida, June 20, 1988. Joe Williams killed rural carrier relief Immogene Rogers by strangulation while she was on her delivery route. Inspectors speculated that robbery was the motive for the killing, although nothing appeared missing from the mail truck or from Rogers' personal items. Williams was convicted of killing Rogers.

Los Angeles, California, April 26, 1986. Kerry Lynn Brown shot and killed letter carrier Dale J. Hooker while she was delivering mail on the porch of the home of Brown's parents. There was no apparent motive for the shooting. Brown recently had been very depressed and tried to kill himself. Brown had an extensive criminal history and was a known substance abuser. Brown was convicted of killing Hooker.

Homicides by Current or Former Postal Employees

There were 15 homicide incidents by current or former employees from 1986 to 1999 (Chart 5). Thirty-four postal employees and six other individuals were killed in these incidents. Five incidents accounted for the killing of 25 postal employees and four others. Major findings about these homicides include:

- * **Motives.** Motives were varied. One incident was related to robbery. Six cases were primarily related to personal matters, such as actual and desired intimate relationships. Four cases were primarily related to workplace issues; in two of

these, the killings followed an arbitration decision upholding the perpetrator's termination. Three cases were related to both personal and workplace issues. In one case, the motive was unknown.

- * **Methods.** Guns were used in all 15 incidents.
- * **Perpetrators.** Fourteen of 15 perpetrators had troubled histories, including substance use, past violence, mental health problems, and/or criminal histories. Seven exhibited more than one of these characteristics. Six either had a history of substance abuse or were using substances at the time of the incident. Seven perpetrators committed suicide. At least five perpetrators exhibited behavior before their employment that should have prevented them from being hired.

Fourteen of 15 offenders were men. There were no significant differences between the employee

perpetrators and the postal workforce in race, ethnicity, or job type (see Appendix B, Chart B.1).

- * **Victims.** Postal victims had a range of jobs. Nine victims were managers, and managers were significantly more likely than the average of all postal workers to be victims (0.8 vs. 0.3 per 100,000 workers). No other job types were significantly more likely to be victims. Thirteen victims were clerks; five, city carriers; four, rural carriers; two, mail handlers; one, a mechanic. There were no significant differences between the victims and the postal workforce in race, ethnicity, or gender (See Appendix B, Chart B.1).
- * **Warning Signs.** In some cases, warning signs such as threats were taken seriously, and some homicides occurred despite numerous precautions. On the other hand, in several cases man-

Chart 5: Workplace Homicides by Current or Former Postal Employees, 1986-1999

Location	Date	No. of Perpetrators	No. of Victims	No. of Postal Victims	Motive	Method	Suicide by Perpetrator	Known Substance Abuse	Postal Victim Job Type	Perpetrator Job Type
Dallas, TX	4/17/98	1	1	1	Personal	Firearm	No	No	Clerk	Transitional Carrier
Milwaukee, WI	12/19/97	1	1	1	Personal/ Work	Firearm	Yes	Yes	Clerk	Clerk
Miami Beach, FL	9/2/97	1	1	0	Personal	Firearm	Yes	No	N/A	Clerk
Las Vegas, NV	12/19/96	1	1	1	Work	Firearm	No	Yes	Labor Relations Specialist	Mail Handler
City of Industry, CA	7/9/95	1	1	1	Unknown	Firearm	No	No	Supervisor	Clerk
Montclair, NJ	3/21/95	1	4	2	Robbery	Firearm	No	Yes	2 Clerks	Casual Clerk
Cedar Rapids, IA	1/14/94	1	1	1	Personal	Firearm	No	No	City Carrier	City Carrier
Dana Point, CA	5/6/93	1	2	1	Personal/ Work	Firearm and Knife	No	Yes	City Carrier	City Carrier
Dearborn, MI	5/6/93	1	1	1	Work	Firearm	Yes	No	Mechanic	Vehicle Maintenance
Royal Oak, MI	11/14/91	1	4	4	Work	Firearm	Yes	Yes	4 Managers	City Carrier
Ridgewood, NJ	10/10/91	1	4	3	Personal/ Work	Firearm and Sword	No	No	1 Supervisor 2 Mailhandlers	Clerk
Atlanta, GA	9/17/89	1	1	1	Personal	Firearm	No	No	Clerk	Clerk
Escondido, CA	8/10/89	1	3	2	Personal	Firearm	Yes	No	2 City Carriers	City Carrier
Chelsea, MA	6/29/88	1	1	1	Personal	Firearm	Yes	Yes	Clerk	Clerk
Edmond, OK	8/20/86	1	14	14	Work	Firearm	Yes	No	7 Clerks 1 City Carrier 4 Rural Carriers 2 Supervisors	City Carrier
Total	15	15	40	34			7	6		

agers, coworkers, union officials, physicians, or counselors misread such signs or mistakenly assessed perpetrators as unlikely to commit violence.

Summaries of Homicides by Current or Former Employees

Dallas, Texas, April 17, 1998. Letter carrier Maceo Yarbough returned from his route, entered the lunchroom of Northhaven Station, and shot box clerk Lavinia Kelly Shaw. Yarbough killed Shaw because he feared that she was planning to kill him and his family. Yarbough thought that Shaw directed her boyfriend and postal inspectors to follow him. An evaluation before trial found that Yarbough was paranoid schizophrenic and probably had been for years. Found mentally incompetent to stand trial, he was committed to the maximum security unit at the state mental hospital.

Milwaukee, Wisconsin, December 19, 1997. Postal clerk Anthony James Deculit shot and killed postal clerk Russell Daniel Smith and wounded his supervisor and another employee. Some of Deculit's coworkers believe that the shootings may have resulted from Deculit's frustration toward his supervisor as well as a love interest Deculit had in a coworker. Sixteen months before the shootings, Deculit told his therapist that he was under a lot of stress and if it continued he would kill his supervisor and station manager. He also told her that he had a gun. The therapist told the USPS threat assessment team that she did not feel the threat signaled imminent action. Nevertheless, the team sent Deculit for an emergency mental health exam. The examining physician concluded that Deculit did not pose an acute danger and was fit for duty. Deculit took Prozac and smoked marijuana. He killed himself after shooting his coworkers.

Miami Beach, Florida, September 2, 1997.³² Jesus Antonio Tamayo, a postal clerk, shot his ex-wife and her friend, Mirna Mendoza, while they were standing in line at the Miami Beach Post Office. His ex-wife survived, but Mendoza died four months after the shooting from complications related to the gun-

shot wound. Tamayo and his ex-wife had been divorced four years before the shooting. He had previously been accused of stalking, criminal mischief, and mail-tampering. After shooting the two women, Tamayo went into the parking lot and shot and killed himself.

Las Vegas, Nevada, December 19, 1996. Former mail handler Charles Edward Jennings shot and killed labor relations specialist James C. Brown in the parking lot of the Las Vegas Post Office shortly after an arbitration decision upholding his termination from USPS. During his tenure at the Postal Service, Jennings was recognized several times for excellent performance, yet he also amassed a number of suspensions and letters of warning. He was ultimately fired for falsification of records and fraud. Before the homicide, he threatened to kill specific people if his termination was upheld at arbitration. These threats were never reported to postal or other authorities. Jennings was on cocaine at the time of the incident and had a long history of substance abuse. He confessed and was convicted of killing Brown. In May 2000, the Nevada Supreme Court overturned the conviction on procedural grounds and returned the case to district court.

City of Industry, California, July 9, 1995. Distribution clerk Bruce William Clark shot and killed postal supervisor James Whooper III at the City of Industry Processing and Distribution Center. The motive is unclear. Clark's 25-year tenure with the Postal Service was unremarkable. His criminal history reflected a drunk driving arrest 22 years before the shooting. Clark was convicted of killing Whooper.

Montclair, New Jersey, March 21, 1995. Former postal employee Christopher Thomas Green robbed the Montclair Post Office at gunpoint, then shot two clerks and three customers. One customer survived; the other four victims died. Although Green knew both employee victims, there was no evidence that he had a dispute with either of them. The motive for the shooting was robbery. Green confessed to the homicides and to robbery of \$5,729.38. Green was a

cocaine abuser. He was convicted of robbing and killing the postal workers and customers.

Cedar Rapids, Iowa, January 14, 1994. Former letter carrier Ronald Wendell Downs, Sr., ambushed letter carrier Gloria Heising while she delivered her route. He shot her repeatedly, killing her. Downs was Heising's former boyfriend and had been fired from the Postal Service for repeatedly threatening to kill her. Years before the homicide, Downs was arrested for threatening Heising with a pistol and received a suspended sentence. Postal managers offered Heising a transfer to a postal position outside Iowa, but she declined. Downs confessed to police that he killed Heising because she ruined his life and caused him to lose his job. Downs was convicted of killing Heising.

Dana Point, California, May 6, 1993. Mark Hilbun, a former letter carrier, killed his mother and letter carrier Thomas Barbagallo, and wounded a letter carrier and four people who were not postal employees. The incidents occurred on and off postal property. The motive for the killings was related to a love interest that Hilbun had in a female coworker. During Hilbun's five years of employment with the Postal Service, he had received several letters of warning, a mental health fitness-for-duty examination, and was placed on emergency non-duty status for his continual harassment of a coworker and falsifying his employment application. In 1992, Hilbun was arrested once for drunk driving and a second time for continuing to harass his coworker. Hilbun had a long history of alcohol, marijuana, and cocaine abuse and never received treatment for his drug problems. While at the Postal Service, Hilbun was diagnosed with substance abuse disorder and bipolar disorder. Hilbun was convicted of killing his mother and his coworker.

Dearborn, Michigan, May 6, 1993. Postal employee Lawrence Jasion shot and killed postal mechanic Gary Montes and wounded two other postal employees. Jasion worked for the Postal Service off and on for 27 years in a variety of positions. The transfer of a friend and disagreement over radio music the day before the shooting upset Jasion and ap-

parently motivated him to shoot Montes. It is believed that he shot the two other employees because he believed he deserved a position one of them had received. Jasion had made a number of threats dating back to 1986. A few months before the killing, he denied any intention to act violently. During his employment with the Postal Service, Jasion had received several letters of warning and had been suspended. He committed suicide after killing the mechanic.

Royal Oak, Michigan, November 14, 1991. The day after an arbitrator upheld his firing from the Postal Service, former letter carrier Thomas McIlvane shot and killed four postal employees and injured four others. He then killed himself. McIlvane had a long history of threatening and verbally abusing his coworkers, supervisors, and customers. He was suspended several times for poor performance and threats, and was eventually fired for profane threats and insubordination. While awaiting the arbitration decision on his firing, McIlvane continued to threaten his supervisors and said repeatedly that he would kill people in the Royal Oak Post Office if he lost his arbitration.

While in the Marine Corps, before joining the Postal Service, McIlvane was convicted by court-martial of using disrespectful language to an officer and disobeying orders, and sentenced to three months' incarceration. Two years later, he was disciplined for driving an M-60 tank over an automobile. McIlvane's discharge was "general under honorable conditions" and he was barred from reenlistment. McIlvane had a history of substance abuse, and while working in the Postal Service he received employee assistance program counseling for drug and alcohol abuse. A fitness-for-duty examination determined that he had borderline personality disorder. McIlvane's criminal history reflects that he was arrested for threatening several of his supervisors, but he was tried and acquitted of those charges.

Ridgewood, New Jersey, October 10, 1991. Joseph M. Harris, a former Ridgewood, New Jersey, USPS clerk, shot and killed his former supervisor, two mail handlers, and a person who was not a

USPS employee. The killings occurred on and off postal property. During his eight years at the Postal Service, Harris received warning letters, was suspended, and was eventually terminated from the Postal Service in May, 1990, after he refused to submit to a fitness-for-duty examination. The homicides occurred more than a year after Harris's removal from the Postal Service. Harris was convicted of the killings. After the incident, the police noted similarities of the case to an unsolved, non-postal case from 1988. Harris was convicted of homicide and sexual assault in the earlier case.

Atlanta, Georgia, September 17, 1989. Joyce Davenport, a postal distribution clerk, shot and killed postal transfer clerk Tim McCoy. The motive was related to a personal relationship between Davenport and McCoy. Davenport was convicted of killing McCoy.

Escondido, California, August 10, 1989. John Merlin Taylor, a letter carrier, shot and killed his wife and two postal carriers, Richard Berni and Ronald Williams, and wounded a USPS clerk. According to the investigation, Taylor believed that postal management was out to get him and that his wife was conspiring with his coworkers to get him fired. Taylor killed himself after shooting the others.

Chelsea, Massachusetts, June 29, 1988. Postal clerk Domenic Lupoli shot and killed postal clerk Lisa M. Bruni at a postal facility. The day before the shooting, Bruni gave her supervisor a letter alleging that Lupoli was harassing and threatening her. A manager planned to meet with Bruni and Lupoli the next day, but the shooting occurred first. Lupoli was under the influence of alcohol at the time of the incident. A criminal record check disclosed that, in 1977, Lupoli was convicted of unlawful possession of a firearm and was sentenced to one year's probation. Lupoli had also harassed and threatened two former coworkers. He committed suicide about two hours after shooting Bruni.

Edmond, Oklahoma, August 20, 1986. Letter carrier Patrick Henry Sherrill shot and killed 14 coworkers and wounded six other postal employees at the Edmond Post Office. During his tenure with the

Postal Service, Sherrill was considered a poor employee and was formally disciplined. He was hired despite a poor federal employment history, including a supervisor's assessment of poor attitude and performance and allegations of making sexual innuendoes. While in the military, Sherrill pointed a loaded gun at his supervisor. Apparently, USPS management in Oklahoma City did not check job and personal references that would have excluded Sherrill from employment. Sherrill told friends and coworkers that he was unhappy with treatment by his supervisors and made vague threats that he would harm people at work. These threats were not reported to Postal Service management. Sherrill killed himself after shooting his coworkers.

Lessons

Inadequate Pre-Employment Screening. At least five of the employee perpetrators exhibited prior behavior that should have prevented them from being hired:

- * In Chelsea, Massachusetts, the perpetrator did not disclose a conviction for unlawful possession of a firearm on his application. This conviction was discovered through a criminal record check after the homicide. The homicide investigation also revealed that he had threatened coworkers at a previous job.
- * In Dana Point, California, the perpetrator had discrepancies on his postal employment application concerning his arrest record and medical history (the investigative record does not specify what discrepancies). These were not discovered until four years after he was hired.
- * In Royal Oak, Michigan, the perpetrator was disciplined, demoted, and court-martialed for a number of incidents while he served in the Marine Corps, including disobedience of lawful orders and driving a tank over an automobile. His USPS employment application stated only that he had been court-martialed and convicted for disrespecting a superior officer.

- * In Edmond, Oklahoma, the perpetrator had an unsatisfactory prior federal employment history, including a supervisor's assessment of poor attitude and performance and allegations of making sexual innuendoes. He had also pointed a loaded weapon at a supervisor while in the Marine Corps, although he was discharged honorably. The second time USPS hired him, Sherrill was initially rejected because of his poor employment history, only to be offered employment after the hiring supervisor decided not to pass him over because he had veterans' preference.
- * In Ridgewood, New Jersey, the perpetrator had a military career that included discipline for disobedience and disrespectful behavior. He was discharged "under honorable conditions," a discharge less favorable than an honorable discharge and a signal of problems in his military record.

Inconsistent Response to Warning Signs. The incidents involving employee perpetrators reveal a broad range of reactions to warning signs. In some cases, threats were taken seriously, and homicides occurred despite precautions. Three perpetrators had been fired for threatening behavior. On the other hand, in several cases managers, coworkers, union officials, physicians, or counselors mistakenly assessed the perpetrators as unlikely to commit violence. In at least two cases, managers did not report threats to the Inspection Service.

- * In Chelsea, Massachusetts, the perpetrator had repeatedly harassed the victim, who asked management and her union for help. The day before the shooting, the victim notified managers about the perpetrator's threats. A manager planned to discuss the matter with the parties the following day, but the homicide occurred first.
- * In Escondido, California, a local union official in whom the perpetrator had confided felt he was paranoid but not dangerous.
- * In Ridgewood, New Jersey, the perpetrator had threatened his supervisor and postmaster and was fired when he refused to submit to a mental health examination.
- * In Royal Oak, Michigan, the perpetrator had repeatedly threatened supervisors while on the job and while awaiting arbitration of the grievance he had filed disputing his dismissal.
- * In Dana Point, California, the perpetrator was found unfit in a mental health fitness-for-duty examination, placed in emergency non-duty status, and removed from the Postal Service. At one point, he was committed for observation in a local psychiatric hospital and arrested for harassing a postal employee. About a month before the killings, when the harassment resumed, this employee was placed on administrative leave for her safety, and the postmaster instructed employees to secure the facility. On the day of the killings, the harassed employee was at the facility picking up her last paycheck before transferring to another facility for her safety. She successfully hid from the perpetrator.
- * In Dearborn, Michigan, the perpetrator was twice referred to the Employee Assistance Program. A fellow employee wrote the postmaster that the perpetrator was "a time bomb waiting to go off." When a manager met with the perpetrator to discuss his coworkers' concerns, the perpetrator denied any violent intentions. Another manager believed there was insufficient basis to request a fitness-for-duty examination.
- * In Cedar Rapids, Iowa, the perpetrator was dismissed for threatening to kill his former girlfriend, which he eventually did. His girlfriend had declined an offer from postal management to transfer out of state.
- * In Las Vegas, Nevada, the perpetrator's wife told his coworker that the perpetrator threatened to kill himself if arbitration upheld his termination. After the arbitration decision upheld his termination, a union official told management that the perpetrator was in a rage. Managers—including a labor relations manager who was later killed—discussed notifying the Inspection

killed—discussed notifying the Inspection Service but did not do so.

- * In Milwaukee, Wisconsin, the perpetrator was sent for an emergency mental health examination, which found he did not pose an acute danger and was fit for duty.

Veterans

The Commission finds that veterans are no more likely than non-veteran male employees to be perpetrators in homicide cases. Ninety-three percent of the employee perpetrators and 93 percent of the veterans in the postal workforce are male. Seventy-one percent of male perpetrators (10 of 14) and 56 percent of the male postal workforce were veterans. The 15 percentage point difference is not statistically significant, because of the small number of perpetrators (*e.g.*, if the number of perpetrators who were veterans were reduced by one, the percentage would be 64 percent; if reduced by two, it would drop to 57 percent).³³

Guns, Drugs, and Alcohol

Guns, drugs, and alcohol had a pervasive presence both in homicides by employees and in homicides by non-employees.

- * Guns were used in all the homicides by current or former postal employees and 90 percent of the homicides by non-employees. They were used in all the homicides with more than one victim. It seems likely that the widespread use of guns made some attacks—especially those with multiple victims—more deadly.
- * The majority of the perpetrators (20 of 36, responsible for 15 of 29 fatal incidents) either had a known history of substance abuse or were known to be under the influence of illicit drugs or alcohol at the time of the incident. The true number may be even higher, since the investigations of most other cases were inconclusive regarding whether the perpetrator was a substance abuser or under the influence of alcohol or drugs at the time of the homicide. The relationship between violent crime—including homicide—and substance abuse is well established (see Ap-

d substance abuse is well established (see Appendix E). The National Center on Addiction and Substance Abuse at Columbia University reports that 73 percent of state and 65 percent of both federal and jail violent offenders have regularly used drugs or have a history of alcoholism or alcohol abuse, committed their crime to get money for drugs, or were under the influence of drugs at the time of their crime.³⁴ Without the influence of alcohol and drugs, some of the perpetrators might not have been driven to kill.

3. Nonfatal Violence at Work

In order to assess the extent of nonfatal violence in the USPS and compare it with the national workforce, the Commission conducted the most comprehensive survey ever undertaken on the topics of physical assault, sexual harassment, and verbal abuse in the American workplace. The survey included questions about topics potentially related to violence, such as attitudes about work, psychological conditions, and substance abuse. The Commission surveyed nearly 12,000 postal employees and 3,000 employees in the national workforce from July to December 1999. The full survey and responses are included in Appendix C.

The response rate was more than 65 percent for the postal sample and more than 63 percent for the national sample. The margins of error are narrow: for the sample of postal employees, plus or minus 0.9 percentage points or less; for the sample of the national workforce, plus or minus 1.8 percentage points or less. In comparing the two samples, differences as small as one to two percentage points are statistically significant. Appendix F describes the survey methodology.

The Commission also analyzed data on threats, assaults, and robberies reported to the Postal Inspection Service, and we examined the National Crime Victimization Survey, which until now has been the best available source of data on workplace violence.

National Crime Victimization Survey

The Department of Justice's National Crime Victimization Survey (NCVS) shows that in 1998 (the most recent year for which data are available), 1.6 million people were the victims of violent crime at work.³⁵ The NCVS indicates that, like violence generally, nonfatal workplace violence has been declining in

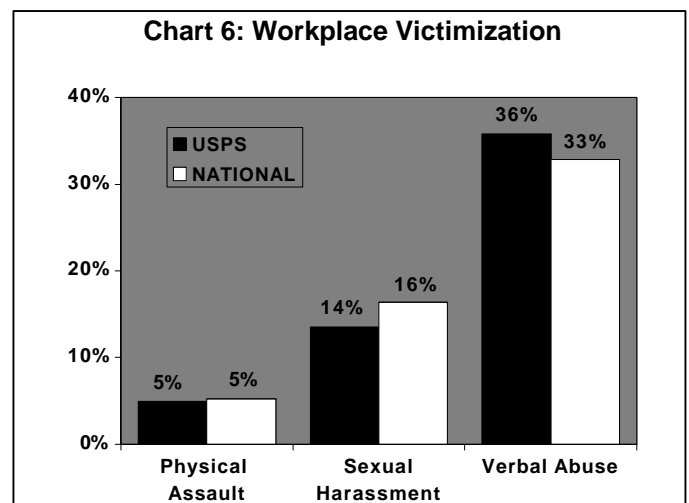
recent years, from 1.6 percent of workers in 1993 to 1.1 percent in 1998.³⁶

Among occupations, the NCVS shows that law enforcement officers suffered the highest rate of nonfatal workplace violence (29.4 percent of workers in 1993 through 1998), followed by prison and jail guards (14.7 percent), mental health workers (11.7 percent), and taxi drivers (11.0 percent).³⁷

The NCVS has a number of characteristics limiting its usefulness for the Commission's work. It does not identify postal employees, and has several design features that make any comparisons with our survey impossible. We cannot use the NCVS as a source of national estimates for comparison with our survey of postal employees.³⁸

NONFATAL VIOLENCE: SURVEY RESULTS

By and large, our unprecedented survey reveals that USPS employees are no more likely than those in the national workforce to be subjected to non-fatal



violence. However, the Commission finds a disturbing level of violence in the American workplace (Chart 6). In the past year at work, one in 20 employees in the national workforce was physically assaulted, one in six was sexually harassed, and one in three was verbally abused.

* Overall, postal workers and employees in the national workforce are equally likely to say they were physically assaulted at work in the past year (5 percent). In order to avoid confusion over different people's definitions of violence, the survey asked specific, concrete questions. The survey's definition of physical assault includes throwing something, pushing, grabbing, slapping, hitting or kicking, hitting with an object, beating, rape or attempted rape, and the threat or use of weapons (Chart 7).

* Overall, postal workers are slightly less likely than employees in the national workforce to say they were subject to behavior usually considered sexual harassment at work in the past year (14 vs. 16 percent). Again, to avoid confusion over definitions of sexual harassment, we asked specific questions and we report statistics on the percentage of workers who experienced the behaviors, regardless of whether they considered them to be sexual harassment. These incidents include talk about the perpetrator's sexual attributes or behavior; comments about the victim's body; repeated unwanted requests for dates; unwanted sexual touching, kissing, or fondling; and threats of reprisals or rewards based on being "nice" to the perpetrator (Chart

8). Among those who experienced these behaviors, 35 percent of postal workers and 23 percent of those in the national workforce themselves consider the behavior to be sexual harassment.

* Postal workers are slightly more likely than employees in the national workforce to say they were verbally abused at work in the past year

Chart 7: Physical Assault: What Happened

Base= Physically Assaulted in Past Year

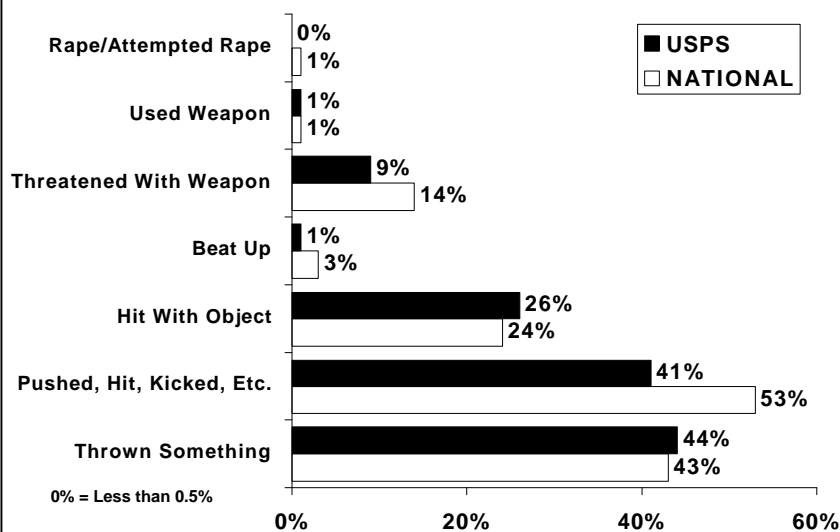
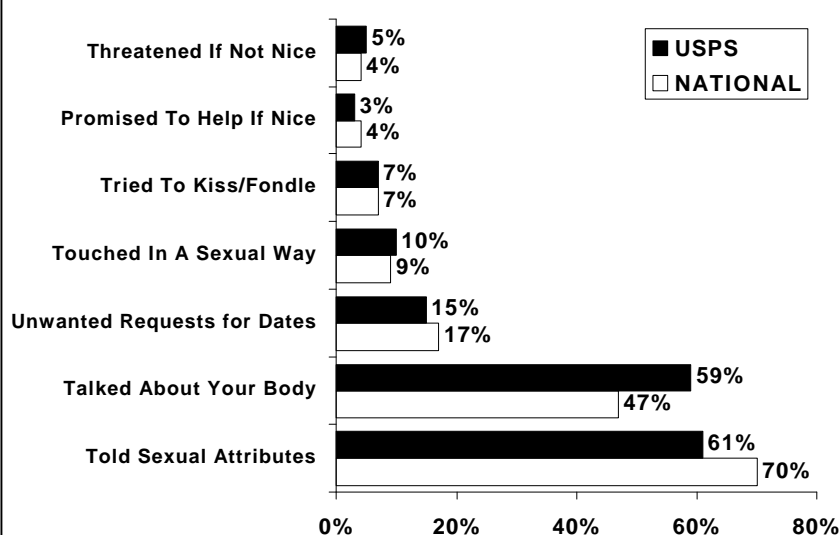
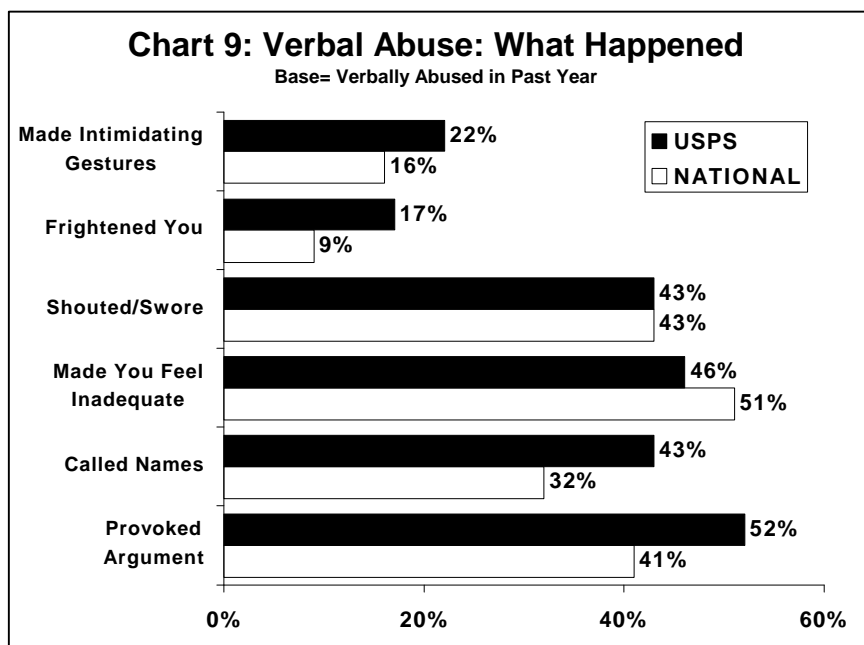


Chart 8: Sexual Harassment: What Happened

Base= Sexually Harassed in Past Year





(36 vs. 33 percent). Again, to avoid confusion, the survey asked specific questions about behaviors. The survey's definition of verbal abuse includes provoking arguments, calling names or putting people down in front of others, making people feel inadequate, shouting or swearing, frightening people, and making intimidating or threatening gestures (Chart 9). This definition presents the most difficult eye-of-the-beholder problem. For example, what a worker may consider verbal abuse in the sense of being made to feel inadequate, a manager may consider a way to motivate that worker to improve performance.

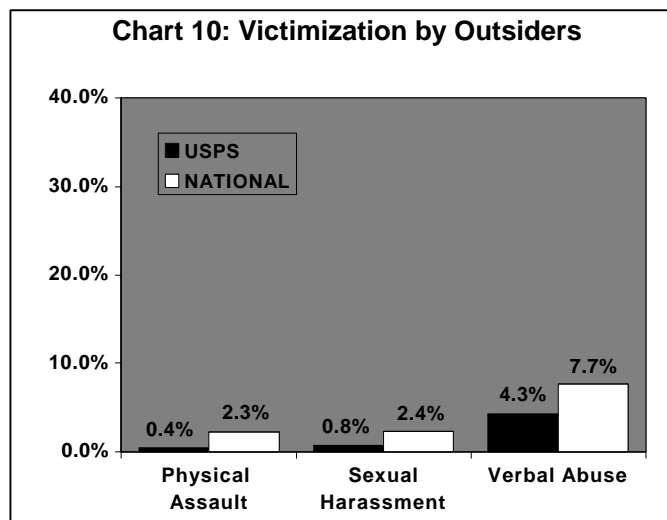
Victimization by Outsiders

Postal employees are less likely than those in the national workforce to be victims of physical assault, sexual harassment, and verbal abuse at work by outsiders—customers, friends, relatives, or other non-employees (Chart 10).

- * Postal employees are one sixth as likely as those in the national workforce to say they were physically assaulted at work in the past year by an outsider (0.4 vs. 2.3 percent). An additional 0.3 percent of postal employees say they were

physically assaulted in the past year but do not say whether the offender was a coworker or an outsider.

- * Postal employees are one third as likely as those in the national workforce to say they were sexually harassed at work in the past year by an outsider (0.8 vs. 2.4 percent). An additional 0.7 percent of postal employees say they were sexually harassed in the past year but do not say whether the offender was a coworker or an outsider.
- * Postal employees are half as likely

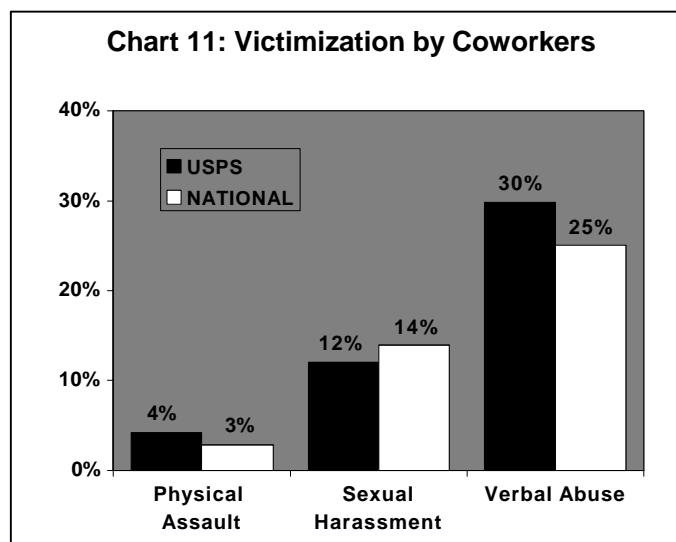


as those in the national workforce to say they were verbally abused at work in the past year by an outsider (4 vs. 8 percent).

Victimization by Coworkers

Postal employees are about as likely as employees in the national workforce to be victims of physical assault, sexual harassment, and verbal abuse by coworkers—supervisors, subordinates and other employees (Chart 11).

Chart 11: Victimization by Coworkers



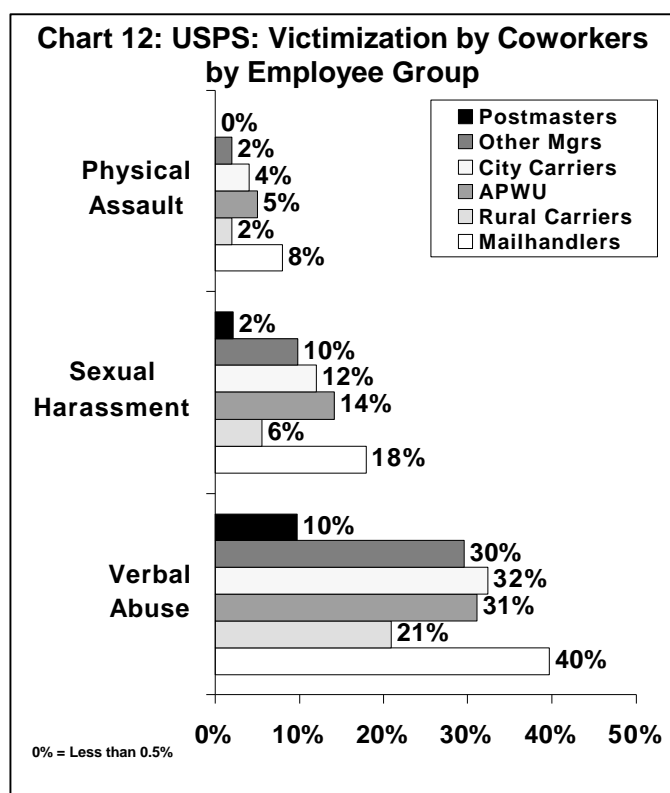
- * Four percent of postal employees and three percent of those in the national workforce say they were physically assaulted by a coworker at work in the past year.
- * Twelve percent of postal employees and 14 percent of those in the national workforce say they were sexually harassed by a coworker at work in the past year.
- * Thirty percent of postal employees and 25 percent of those in the national workforce say they were verbally abused by a coworker at work in the past year.

Different Jobs, Different Risks

Different jobs carry different risks of violence at work. Some postal employees, such as letter carriers, interact with the public and spend much of their time on their own on the street. Others, such as mail handlers, typically work in large facilities and do not interact with the public. We looked at postmasters, other managers, city letter carriers, rural letter carriers, mail handlers, and employees (clerks, mechanics, motor vehicle operators, and others) represented by the American Postal Workers Union. We also examined four broad occupational groups within the national workforce: professionals/managers, clerical workers, craftsmen/operators, and service workers.

- * **Postal Employees' Victimization by Coworkers.** Among postal employees, mail handlers are the most likely to be physically assaulted (8 percent), sexually harassed (18 percent), and verbally abused (40 percent) by coworkers. Postmasters are the least likely to be subject to physical assault (less than 0.5 percent), sexual harassment (2 percent), or verbal abuse (10 percent) by coworkers. Rural carriers also have a low risk of assault (2 percent), harassment (6 percent), and abuse (21 percent) by

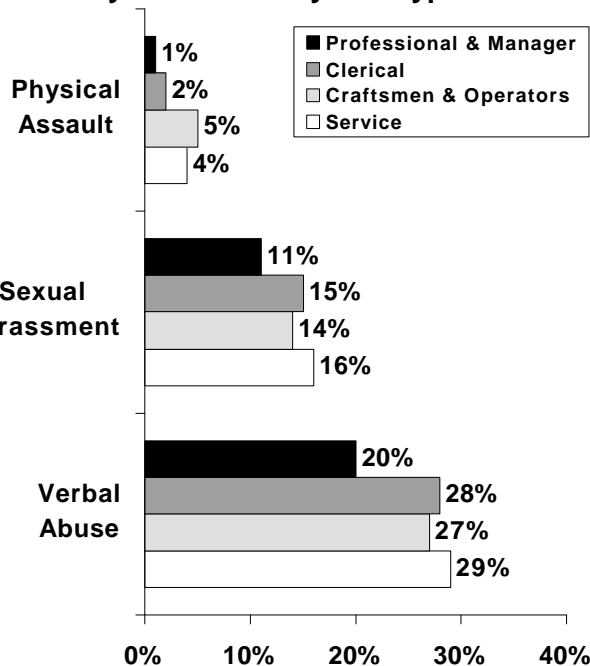
Chart 12: USPS: Victimization by Coworkers by Employee Group



coworkers (Chart 12).

- * **National Workforce Victimization by Coworkers.** In the national workforce, craftsmen and operators are the most likely to be physically assaulted by coworkers (5 percent), while service and clerical workers are the most likely to be sexually harassed (16 and 15 percent) and verbally abused (29 and 28 percent). Professionals and managers are the least likely to be physically

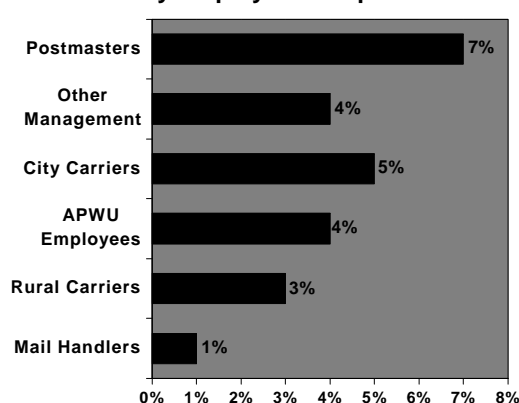
Chart 13: National Workforce: Victimization by Coworkers by Job Type



assaulted (1 percent), sexually harassed (11 percent), or verbally abused (20 percent) by coworkers (Chart 13).

* **Postal Employees' Victimization by Outsiders.** Among postal employees, rates of physical

Chart 14: USPS: Verbal Abuse by Outsiders by Employee Group

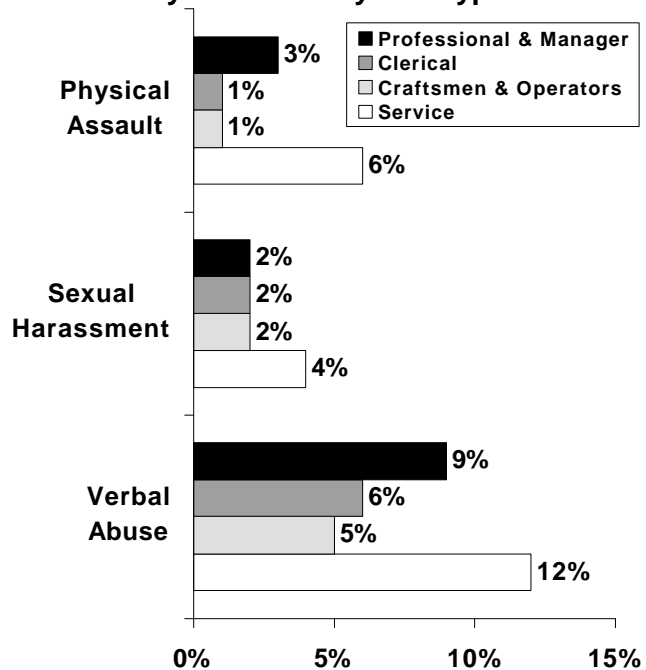


assault and sexual harassment by outsiders are less than 1.5 percent for all six groups—too low

to show meaningful variation. Verbal abuse by outsiders is highest among postmasters (7 percent) and city carriers (5 percent), and lowest among mail handlers (1 percent) (Chart 14).

* **National Workforce Victimization by Outsiders.** In the national workforce, service workers are likeliest to be physically assaulted (6 percent), sexually harassed (4 percent), or verbally abused (12 percent) by outsiders. Clerical workers and craftsmen/operators are least likely to be physically assaulted by outsiders (1 per-

Chart 15: National Workforce: Victimization by Outsiders by Job Type



cent). Professionals/managers, clerical workers, and craftsmen/operators all have the same low rate of sexual harassment by outsiders (2 percent). Clerical workers and craftsmen/operators are least likely to be verbally abused by outsiders (6 and 5 percent) (Chart 15).

Anger, Hostility, Aggressiveness, Stress, Depression, Coping, Distress, Anxiety

Psychological factors might explain violence committed by employees. Consequently, the survey measured anger, hostility, aggressiveness, and other psychological factors. The Commission found that:

- * Postal Service employees are less angry, hostile, and aggressive than employees in the national workforce.
- * Postal workers are less distressed and anxious than employees in the national workforce, and cope better.
- * Postal workers are more likely to report little or no stress in the average week (39 vs. 28 percent) and the rate of clinical depression is lower among postal employees (11 vs. 15 percent).

To develop questions in these areas, we conducted a review of the professional literature and existing survey instruments covering similar topics. For example, the survey questions measuring verbal and physical aggressiveness, hostility, and anger are based on the Buss Aggression Questionnaire, which has been widely used and tested for reliability and validity.³⁹ We also developed original questions where necessary, based on interviews and focus groups with postal employees. In analyzing the survey, we combined questions into composite scales based on factor analysis, a standard technique that groups together items with high correlations.

Anger. On five separate indicators of anger, postal employees consistently score lower than employees in the national workforce:

- * Postal employees are less than half as likely to agree that "sometimes I fly off the handle for no good reason" (3 vs. 7 percent).
- * Postal employees are less likely to agree that "I have trouble controlling my temper" (4 vs. 6 percent).
- * Postal employees are less likely to agree that "some of my friends think I am a hothead" (4 vs. 7 percent).

- * Postal employees are less likely to agree that "I flare up quickly but get over it quickly" (18 vs. 25 percent).
- * Postal employees are more likely to agree that "I am an even-tempered person" (75 vs. 69 percent).

Postal employees are half as likely as the national workforce to score high on a summary index of these five measures of anger (4 vs. 8 percent).

Hostility. On five separate indicators of hostility, postal employees consistently score lower than employees in the national workforce:

- * Postal employees are less likely to agree that "when people are especially nice, I wonder what they want" (22 vs. 25 percent).
- * Postal employees are less likely to agree that "I sometimes feel that people are laughing behind my back" (11 vs. 13 percent).
- * Postal employees are less likely to agree that "I wonder why sometimes I feel so bitter about things" (10 vs. 16 percent).
- * Postal employees are less likely to agree that "at times I feel I have gotten a raw deal out of life" (17 vs. 24 percent).
- * Postal employees are marginally less likely to agree that "other people always seem to get the breaks" (19 vs. 20 percent).

Postal employees are less likely than the national workforce to score high on a summary index of these five measures of hostility (14 vs. 18 percent).

Verbal Aggressiveness. On four separate measures of verbal aggressiveness, postal employees consistently score lower than employees in the national workforce:

- * Postal employees are less likely to agree that "my friends say that I'm somewhat argumentative" (10 vs. 17 percent).
- * Postal employees are less likely to agree that "when people annoy me, I may tell them what I think of them" (29 vs. 35 percent).

- * Postal employees are less likely to agree that "I often find myself disagreeing with people" (16 vs. 21 percent).
- * Postal employees are less likely to agree that "I tell friends openly when I disagree with them" (77 vs. 82 percent).

Postal employees are less likely to score high on a summary index of these four measures of verbal aggressiveness (26 vs. 34 percent).

Physical Aggressiveness. On four out of five measures of physical aggressiveness, postal employees score lower than employees in the national workforce:

- * Postal employees are less likely to agree that "there are people who have pushed me so far that we came to blows" (6 vs. 9 percent).
- * Postal employees are less likely to agree that "if I have to resort to violence to protect my rights, I will" (20 vs. 29 percent).
- * Postal employees are less likely to agree that "given enough provocation, I may hit another person" (13 vs. 20 percent).
- * Postal employees are less likely to agree that "once in a while I can't control the urge to strike another person" (3 vs. 5 percent).
- * Postal employees are just as likely to agree that "I can think of no good reason for ever hitting another person" (53 percent).

Postal employees are less likely than the national workforce to score high on a summary index of these five measures of physical aggressiveness (8 vs. 12 percent).

Coping. On four separate measures of coping in the past month, postal employees consistently score better than employees in the national workforce:

- * Postal employees are less likely to say that they have felt "difficulties were piling up so high you could not overcome them" (7 vs. 10 percent).

- ? Postal employees are less likely to say that they have felt "unable to control the important things in your life" (7 vs. 10 percent).
- ? Postal employees are more likely to say that they have felt "things were going your way" (58 vs. 56 percent).
- ? Postal employees are more likely to say that they have felt "confident in your ability to handle your personal problems" (80 vs. 78 percent).

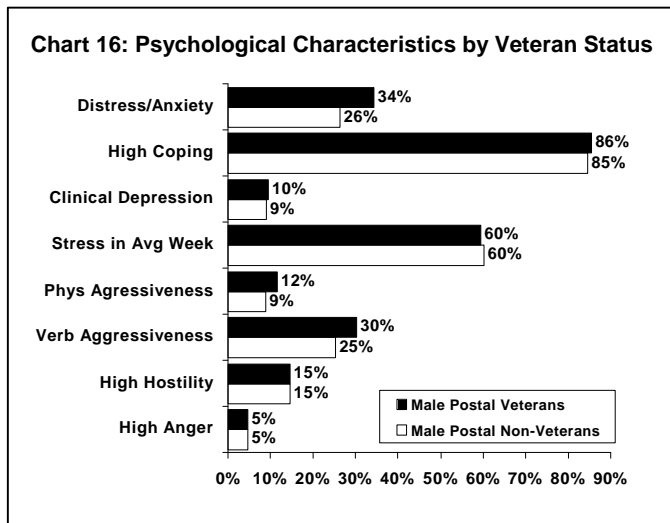
Postal employees are slightly more likely than the national workforce to score high on an index of these four measures (85 vs. 82 percent).

Distress and Anxiety. On a ten-measure scale of problems assessing distress and anxiety, postal employees are less likely than employees in the national workforce to say they have experienced any of the problems (26 vs. 34 percent). Postal employees have more positive responses to eight out of ten items, and more negative responses on two items.

Postal employees are less likely than employees in the national workforce to say they have recently:

- * been feeling unhappy or depressed (15 vs. 17 percent).
- * been feeling nervous and strung-up all the time (10 vs. 14 percent).
- * found everything getting too much for you (11 vs. 13 percent).
- * been taking things hard (8 vs. 13 percent).
- * felt constantly under strain (12 vs. 20 percent).
- * been losing sleep because of worry (4 vs. 14 percent).
- * felt you couldn't overcome your difficulties (4 vs. 7 percent).
- * been thinking of yourself as a worthless person (4 vs. 5 percent).

Postal employees are more likely to say they have recently "been losing confidence in yourself" (17 vs. 10 percent). They are marginally more likely to say



they have "felt that life is entirely hopeless" (6 vs. 5 percent).

Veterans. Because many postal employees and others believe that veterans are more likely than other employees to be violent, we compared postal veterans' psychological characteristics with those of non-veterans. Since veterans are disproportionately male, and we would expect differences in psychological characteristics between men and women, we compared male postal veterans with male postal non-veterans.

Male postal veterans are more likely to be verbally and physically aggressive and to experience distress and anxiety, but they are similar to male postal non-veterans in other psychological characteristics (Chart 16). Male postal veterans and non-veterans are equally likely to score high on the summary indices of anger (5 percent) and hostility (15 percent). Male postal veterans are more likely than non-veterans to score high on the summary indices of verbal aggressiveness (30 vs. 25 percent) and physical aggressiveness (12 vs. 9 percent). Male postal veterans and non-veterans are equally likely to experience stress in the average week (60 percent). Male postal veterans are marginally more likely to experience clinical depression (10 vs. 9 percent) and to score high on the summary index of ability to cope (86 vs. 85 percent). They are more likely to score high on the

summary index of distress and anxiety (34 vs. 26 percent).

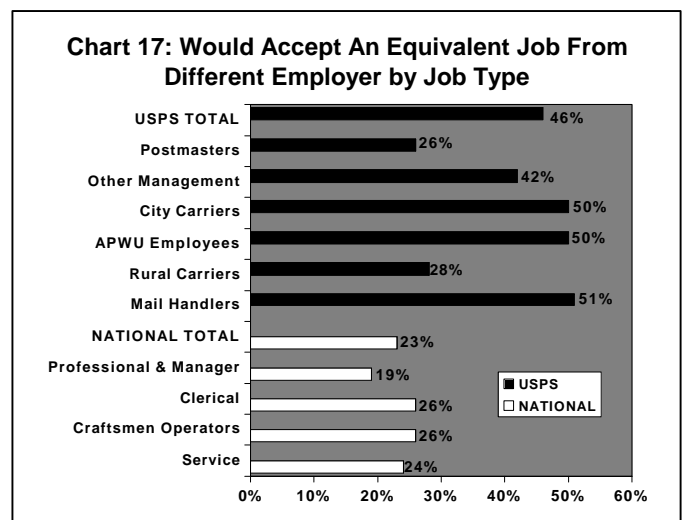
Attitudes Toward Work, Coworkers, and Management

In contrast with their positive scores on general psychological measures, postal employees have more negative attitudes than employees in the national workforce about work, coworkers, and management.

Attitudes about Work. Overall, postal employees are twice as likely as employees in the national workforce to say they would accept a job offer from a different employer with the same wages, retirement and fringe benefits (46 vs. 23 percent) (Chart 17). They are more likely than other government employees to say they would accept such an offer (46 vs. 28 percent).⁴⁰

Responses by postal employees in different jobs vary widely. Postmasters (26 percent) and rural carriers (28 percent) appear to be nearly as attached to their current employer as the average worker in the national workforce (23 percent). Half of city carriers (50 percent), APWU employees (50 percent), and mail handlers (51 percent) say that they would likely accept a job offer from another employer.

Attitudes about Coworkers. On four separate questions about coworkers, postal employees have



more negative attitudes than the national workforce.

- * Postal employees are more likely to agree that "people around here hold grudges" (57 vs. 39 percent).
- * Postal employees are twice as likely to agree that "employees I work with should not be working here because of their mental or emotional problems" (25 vs. 13 percent).
- * Postal employees are four times as likely to agree that "the use of threats or violence is an effective way to get things done in the workplace" (8 vs. 2 percent).
- * Postal employees are less likely to agree that "the people where I work are generally polite and respectful of each other" (76 vs. 87 percent).

Postal employees are twice as likely as employees nationally to score negatively on a summary index of these attitudes (31 vs. 14 percent). Postal employees are less likely than the national workforce to say they socialize with coworkers outside of the workplace sometimes or often (46 vs. 52 percent).

Attitudes about Management. On seven separate measures of attitudes toward management, postal employees consistently have a more negative orientation than employees in the national workforce. Postal employees are less likely to agree that:

- * "I have confidence in the fairness and honesty of management" (37 vs. 60 percent).
- * "My boss has always been fair in dealing with me" (63 vs. 75 percent).
- * "Management tells employees about company plans and developments" (57 vs. 66 percent).
- * "If I have a complaint to make, I feel free to talk to someone up the line" (59 vs. 76 percent).
- * "My boss gives us credit and praise for work well done" (51 vs. 68 percent).
- * "Management is doing its best to give us good working conditions" (55 vs. 77 percent).

- ? "Management does everything possible to prevent accidents in our work" (63 vs. 79 percent).

Postal employees are less likely than employees in the national workforce to score positively on a summary index of these measures (58 vs. 79 percent). Postal employees are also less likely than the national workforce to agree that their employer "takes action to protect employees against violence by non-employees" (52 vs. 70 percent), despite low rates of violence by outsiders against postal employees. In addition, postal employees are more likely than the national workforce to agree that "many...managers and supervisors...try to provoke employees to violence" (27 vs. 6 percent).

Work Environment

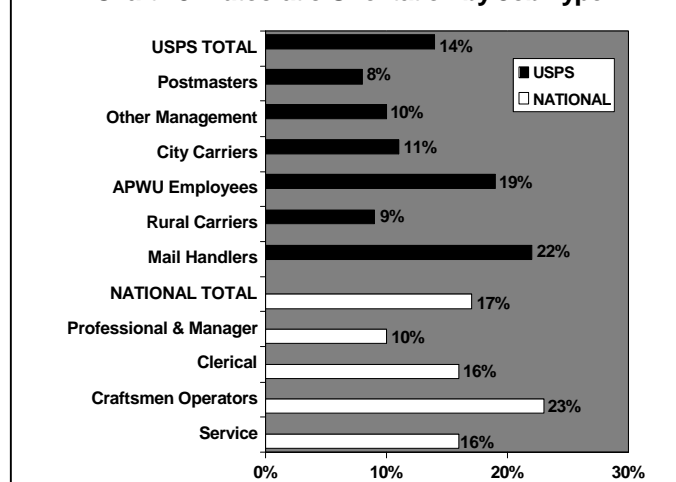
Autonomy. On four separate measures of job autonomy, postal employees score consistently lower than workers in the national workforce:

- * Postal employees are less than half as likely to agree that "I am responsible for counseling my subordinates or helping them solve their problems" (22 vs. 50 percent).
- * Postal employees are half as likely to agree that "I have a lot to say about what happens on my job" (32 vs. 63 percent).
- * Postal employees are less likely to agree that "I get to do a variety of different things on my job" (59 vs. 85 percent).
- * Postal employees are more than twice as likely to agree that "on my job, I have very little freedom to decide how I do my work" (48 vs. 23 percent).

Postal employees are half as likely as the national workforce to score high on a summary index of these measures (39 vs. 77 percent).

Pressure. Postal employees feel more pressured at work than those in the national workforce. Postal employees are less likely to agree that they have enough time to get the job done (54 vs. 63 percent). They are also less likely to agree that they are not

Chart 18: Autocratic Orientation by Job Type



asked to do an excessive amount of work (39 vs. 46 percent).

Autocratic Attitudes. The survey asked a series of questions to measure autocratic attitudes, such as whether it is best to follow instructions without question and whether workers need close supervision. On a summary index of these questions, postal employees are less likely than those in the national workforce to have autocratic attitudes (14 vs. 17 percent). Postmasters and other postal managers are no more likely to have autocratic attitudes than professionals and managers nationally (8 and 10 percent for postmasters and other postal managers vs. 10 percent for professionals and managers nationally) (Chart 18).

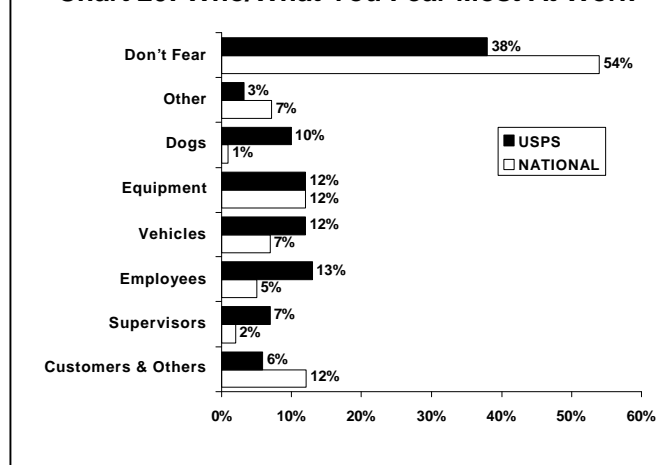
Fears about Safety at Work

Postal employees are more likely than those in the national workforce to say they fear being robbed or attacked at work (13 vs. 8 percent). The same proportion of postal and national workforce employees believe they are more likely than the average worker to be victims of workplace violence from people they do not work with (16 and 15 percent). But postal employees are almost six times likelier than those in the national workforce to believe they are more likely than the average worker to be victims of

workplace violence from coworkers (17 vs. 3 percent) (Chart 19).

All employees were asked what they most feared at work. Postal employees are less likely than those in the national workforce to say they do not fear for their safety at work (38 vs. 54 percent). Postal employees are more than twice as likely as those in the national workforce to say that supervisors (7 vs. 2 percent) and other employees (13 vs. 5 percent) cause them the most fear for their safety at work.

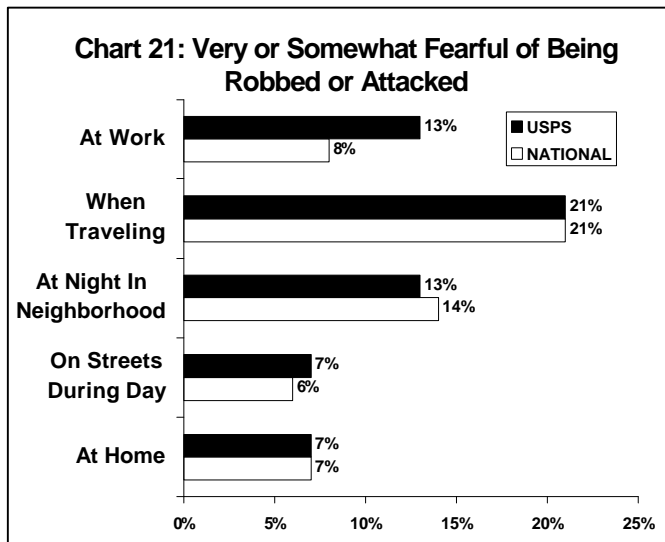
Chart 20: Who/What You Fear Most At Work



Postal workers are less likely to say that they fear customers or other non-employees the most (6 vs. 12 percent) (Chart 20).

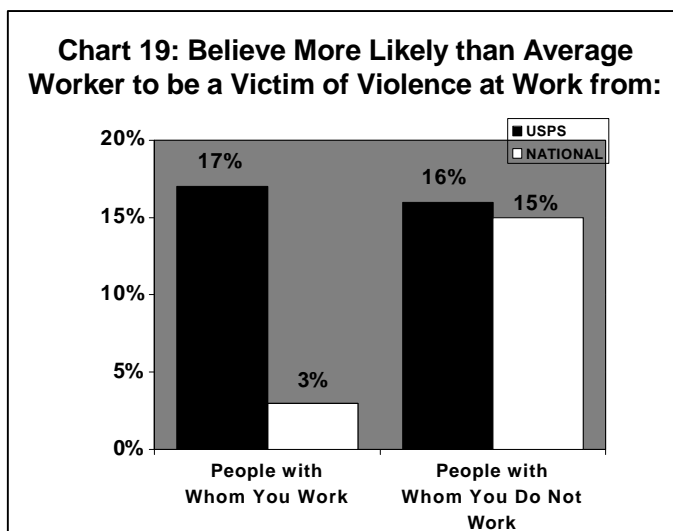
When asked about fears in other settings, both postal employees and those in the national workforce are most likely to say they are very or somewhat fearful of being robbed or attacked while traveling on vacation or for business (21 percent). Similar proportions of postal employees and the national workforce fear being robbed or attacked in their neighborhood at night (13 and 14 percent), on the streets during the day (7 and 6 percent), or at home (7 percent) (Chart 21).

Discrimination



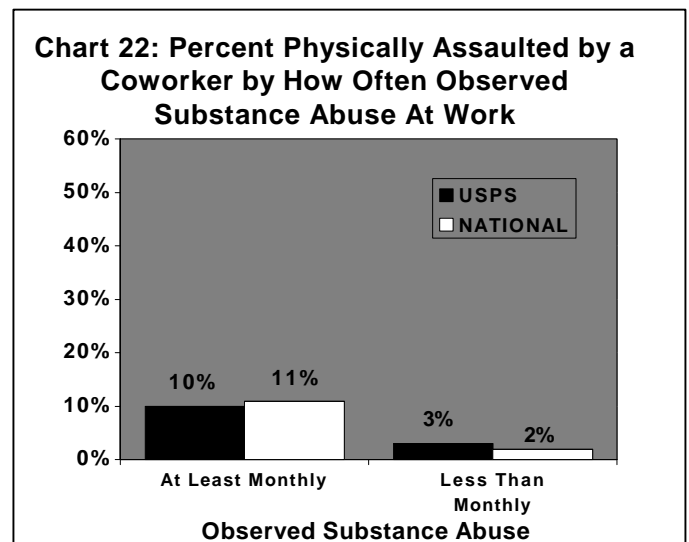
Postal employees are more likely than those in the national workforce to say they have been discriminated against in the past year due to race (9 vs. 4 percent), gender (9 vs. 5 percent), or a physical disability or health problem (8 vs. 2 percent). Both at the Postal Service and in the national workforce, only one percent of workers say they have been discriminated against because of a mental health problem or disability.

White Postal Service employees are three times more likely than White employees in the national workforce to say they have been discriminated against (6 vs. 2 percent). Among Blacks, rates of



reported racial/ethnic discrimination are lower among postal employees than those in the national workforce (17 vs. 20 percent); among Hispanics, the rates are the same (11 percent).

Both men and women Postal Service workers are likelier than those in the national workforce to say they have been discriminated against (for men, 7 vs.



3 percent; for women, 11 vs. 7 percent)

Substance Abuse and Workplace Violence

Postal employees are more likely than employees nationally to say that in the past year at work they have seen individuals under the influence of alcohol (23 vs. 15 percent). They are less likely to have seen individuals under the influence of marijuana (5 vs. 8 percent) and about as likely to have seen individuals under the influence of other illicit drugs (4 and 5 percent). The more often postal and national employees observe substance abuse at work, the likelier they are to be victims of physical assault, sexual harassment, and verbal abuse by coworkers.

- * **Physical Assault.** Employees in the national workforce who observe substance abuse in the workplace at least monthly are five times likelier to have been physically assaulted in the past year by a coworker than those who observe substance

Chart 23: Percent Sexually Harassed by a Coworker by How Often Observed Substance Abuse At Work

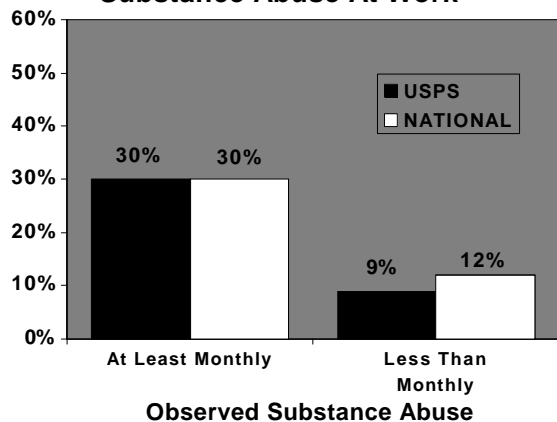
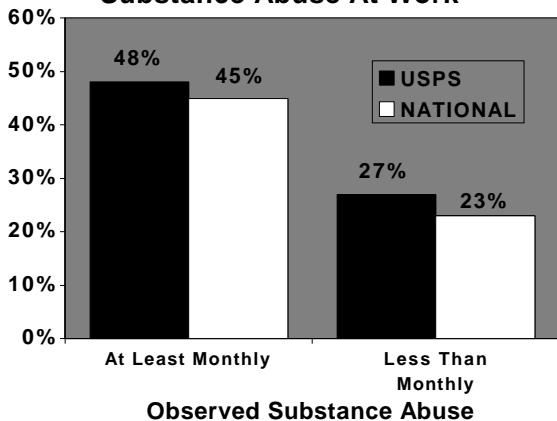


Chart 24: Percent Verbally Abused by a Coworker by How Often Observed Substance Abuse At Work



abuse less than monthly (11 vs. 2 percent). Among postal workers, the corresponding rates are similar (10 vs. 3 percent) (Chart 22).

- * **Sexual Harassment.** Employees in the national workforce who observe substance abuse in the workplace at least monthly are two-and-a-half times likelier to have been sexually harassed by a coworker in the past year than those who observe substance abuse less than monthly (30 vs. 12 percent). Among postal employees, the corresponding rates are similar (30 vs. 9 percent) (Chart 23).

- * **Verbal Abuse.** Employees in the national workforce who observe substance abuse in the workplace at least monthly are twice as likely to have been verbally abused by a coworker in the past year as those who observe substance abuse less than monthly (45 vs. 23 percent). Among postal employees, the corresponding rates are similar (48 vs. 27 percent) (Chart 24).

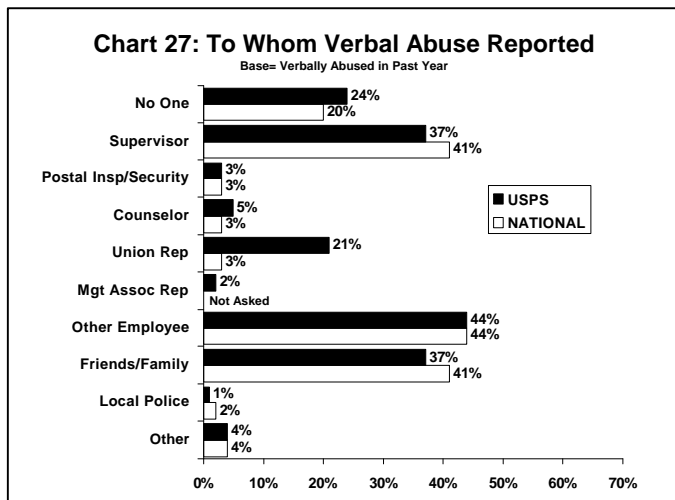
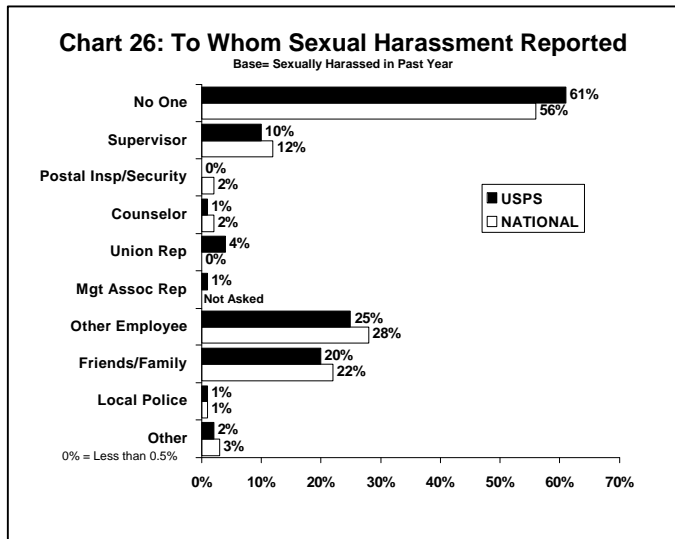
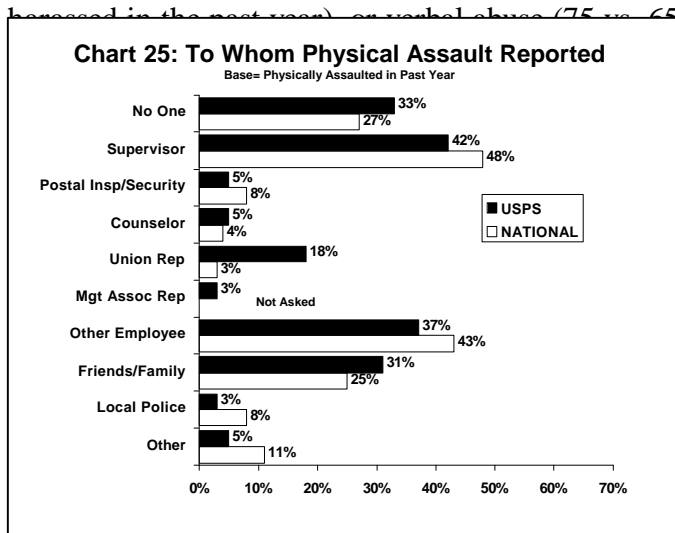
Substance Abuse by Perpetrators of Physical Assault. Among victims of physical assault by coworkers in the past year, seven percent of both postal and national workforce employees believe the perpetrator was under the influence of alcohol or drugs. A fifth of those who were victims of physical assault by outsiders think the perpetrator was under the influence of alcohol or drugs (21 percent of postal employees, 22 percent of national workforce employees).

Substance Abuse by Perpetrators of Sexual Harassment. Among victims of sexual harassment by coworkers in the past year, three percent of postal and national workforce employees believe the perpetrator was under the influence of alcohol or drugs. Among victims of sexual harassment by outsiders, ten percent of postal employees and 18 percent of all employees think the perpetrator was under the influence.

Substance Abuse by Perpetrators of Verbal Abuse. Among victims of verbal abuse by coworkers in the past year, four percent of postal and national workforce employees believe the perpetrator was under the influence of alcohol or drugs. Among those subject to verbal abuse by outsiders, ten percent of postal employees and 17 percent of all employees think the perpetrator was under the influence.

Consequences of Workplace Violence and Abuse

Postal employees are more likely than those in the national workforce to be upset by physical assault (68 vs. 48 percent of those assaulted in the past year), sexual harassment (26 vs. 18 percent of those



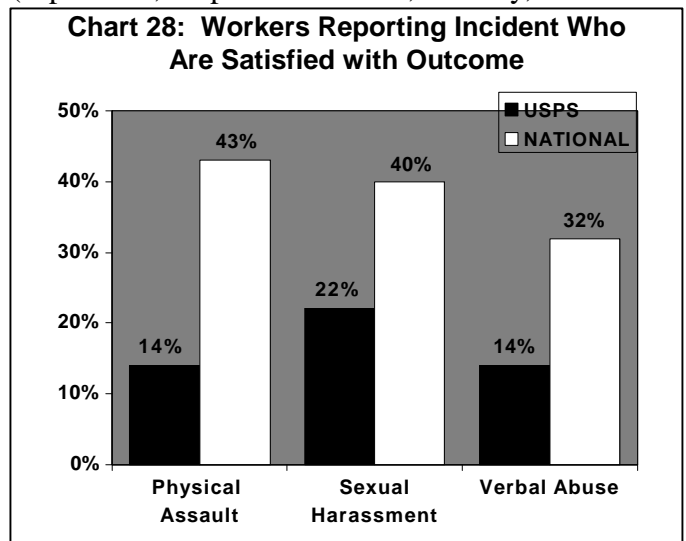
those in the national workforce to be hospitalized (5 vs. 14 percent).

Reporting Incidents. Among workers physically assaulted in the past year, 33 percent of postal employees and 27 percent of those in the national workforce did not report the assault to anyone at all (Chart 25).

Among workers sexually harassed in the past year, 61 percent of postal employees and 56 percent of those in the national workforce did not report the harassment to anyone (Chart 26).

Among workers verbally abused in the past year, 24 percent of postal employees and 20 percent of those in the national workforce did not report the abuse to anyone (Chart 27).

Satisfaction with Outcome. Among workers who reported the most recent incident to some authority (supervisor, Inspection Service, security, EAP coun-



Guns

About one third of both USPS and national workforce employees own guns or firearms (36 and 33 percent). The rates are higher among male workers (46 and 43 percent) than among female workers (23 and 22 percent). Postal employees are less likely than the national workforce to say that in the past year they have seen someone carrying a gun or other weapon to work (3 vs. 8 percent).

NONFATAL VIOLENCE: INCIDENTS REPORTED TO THE POSTAL INSPECTION SERVICE

Like crime generally, incidents reported to the Postal Inspection Service have declined during recent years. From fiscal 1995 to fiscal 1999 the number of threats and assaults reported to the Inspection Service declined 35 percent (from 1,820 to 1,174), and robberies declined 54 percent (from 282 to 130).⁴¹ Unlike the survey results, which reflect self-reports of victimization, these data reflect only those incidents that come to the attention of the Postal Inspection Service.

Of the incidents reported, 45 percent were threats or assaults involving postal employees as both suspects and victims; 34 percent, non-employees threatening or assaulting employees; 12 percent, robberies of postal property; five percent, postal employees threatening or assaulting non-employees; four percent, "miscellaneous" including suicides (Chart 29).

We examined in detail the data on threats and assaults reported during 1997 and 1998, with particular attention to 252 cases in which a postal employee was a suspect and there were either injuries or use of a weapon.

Motives. In most cases (64 percent), the suspect's motive involved personal disputes; in 18 percent, labor-management disputes; in eight percent, "other mail-related;" in ten percent, no motive was assigned (Chart 30).

Characteristics of Suspects. Our analysis of these cases reveals a number of characteristics of suspects

Chart 29: Threats, Assaults, and Robberies Reported to Postal Inspection Service

Threats & Assaults: Average Fiscal 93-99
Robberies: Average Fiscal 95-99

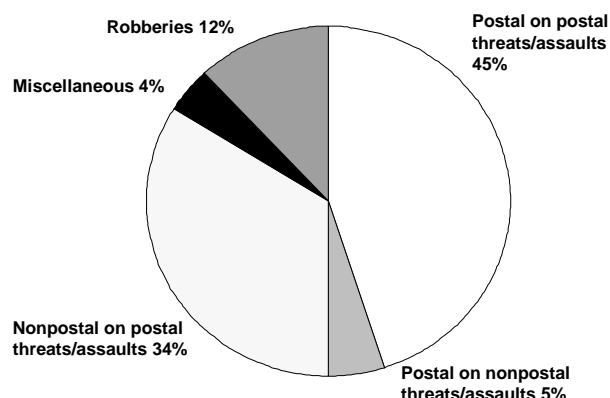
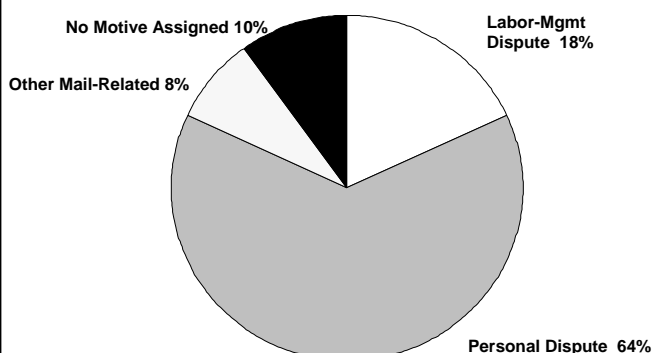


Chart 30: Motives of Employee Suspects in Reported Incidents Involving Injury or Weapon Use, 1997-1998



that might be associated with violence: discipline prior to the incident (29 percent); being involved in a personal relationship with the victim (26 percent); having a criminal record related to drugs or violence (24 percent); known personal or family problems (16 percent); possessing a firearm (14 percent); previous threats or assaults (13 percent); involvement in the employee assistance program (13 percent); unusual or changed behavior (12 percent); substance abuse (10 percent) (Chart 31).

Chart 32 shows the likelihood of being a suspect by gender, ethnicity, and job categories. Consistent with patterns in violence generally, men and Blacks were significantly more likely than average to be suspects in incidents reported to the Inspection

Chart 31: Selected Characteristics of Employee Suspects

	N	%
Disciplined prior to incident	72	29%
Involved in personal relationship with victim	66	26%
Criminal record of drugs or violence	60	24%
Known personal or family problems	40	16%
Known to possess firearm	36	14%
Assault/threat-related actions	34	13%
Involved in EAP	32	13%
Regularly exhibited unusual behavior or behavior change	29	12%
Known to abuse drugs or alcohol	26	10%
Known to use prescribed psychotropic medication	13	5%
Diagnosed with a psychological condition	10	4%
Diagnosed with a physical condition	9	4%
Previous military discipline	8	3%
Pending or active workers' compensation claim	5	2%
None of the above characteristics	70	28%
Total	252	

Percents add to more than 100% because some suspects have multiple characteristics.

Chart 32: Employee Suspects in Reported Incidents Involving Injury or Weapons Use, by Gender, Ethnicity, and Job Category, 1997 & 1998.

	No. Suspects	No. Suspects Per 100,000 Employees
Total	252	14.0
Male*	190	17.7
Female*	61	8.5
Missing	1	
White*	108	9.1
Black*	108	28.5
Hispanic	17	14.1
Other	17	15.5
Missing	2	
Supervisors/managers	18	12.2
Clerks/MV Operators/Maintenance	83	12.1
City carriers	72	15.1
Rural carriers	6	5.9
Mail Handlers*	39	32.1
Noncareer*	19	7.9
Missing	15	

* Number of suspects per 100,000 employees is significantly different from total number of suspects per 100,000.

Service. Overall, 14 workers per 100,000 were suspects annually in cases involving weapons or injuries. For men, the rate was 18 per 100,000. For Blacks, it was 29 per 100,000. Mail handlers—who are more likely than other employee groups to be male and Black—were also significantly more likely than average to be suspects (32 per 100,000).

GENERAL CONCLUSIONS

Overall patterns of nonfatal violence affecting USPS and national workforce employees are similar in many respects. Victimization by non-coworkers is most common for workers who interact with the public, such as letter carriers and postmasters at

USPS and service workers in the national workforce.

There are substantial differences in attitudes and psychological characteristics between USPS employees and those in the national workforce. Postal employees are less angry, aggressive, hostile, depressed, and stressed than the national workforce. They are better able to cope. On the other hand, postal employees have more negative attitudes about work, coworkers, and management than the national workforce. They have less confidence in management's interest in protecting workers and its ability to do so, are more likely to say they have been victims of discrimination, and are more fearful of violence from their coworkers.

4. Policies and Practices

The Commission examined policies and practices in a wide range of areas potentially related to workplace violence, including those:

- * Related to new employees and their selection, screening, orientation, and probationary period;
- * Aimed at preventing violence, including zero tolerance for violence, violence awareness training, threat assessment and crisis management, systems for monitoring violence and potential violence, security, the employee assistance program, and policies for handling terminations;
- * That might tend to foster or inhibit violence, including management skills, substance abuse, dispute resolution and labor-management relations, incentives for managers, and incentives for craft employees.

The Commission assessed postal policies, how they are carried out, and the perceptions of craft employees, supervisors and managers, and union officials. Appendix A includes detailed descriptions of policies, practices, and perceptions.

The Commission found that USPS has undertaken comprehensive programs aimed at reducing workplace violence, including every major activity typically recommended by experts in workplace violence. The Commission believes that some programs can be executed more effectively.

The Commission also found that USPS faces particular challenges entrenched in the organization's history and structure. Sources of friction include the longstanding backlog of labor grievances and other disputes, and a structure of conflicting incentives in which pay for managers is linked to performance but pay for craft (union) employees is not.

USPS has launched initiatives to address these sources of friction and other problems in the work

environment. Some have been collaborative efforts of management and the unions; in other cases, some unions and management have disagreed. Change will require sustained commitment by management, unions, management associations, and employees at all levels.

SELECTION

Selecting employees is a critical element in preventing employee violence because of the documented link between past and future violence (see Appendix D). Selection is particularly important at USPS, because postal employees tend to stay a long time and, as federal employees, they have more protections against termination than many workers in the private sector.

USPS policies for selecting new employees have a number of strengths. On its face, the hiring process includes a pre-employment orientation, a thorough application form, structured interview, drug screening test, post-offer medical assessment, and local and national background checks covering past employment, criminal convictions, prior federal investigations, and military records. Consistent with legal requirements, USPS does not automatically bar from employment anyone with a criminal conviction but considers each case individually (see Appendix D). These elements represent a thorough approach to determining eligibility for employment and suitability for the job. Even without a specific disqualifying factor, hiring officials have the option not to hire an employee who seems unsuitable by using the "rule of three." (For any one job, an applicant is picked from among the top three scorers on the relevant list. An applicant who is passed over three times is no longer considered qualified.)

Weaknesses in the hiring process lie primarily in execution. We describe these below.

Background Checks

The Commission finds that there has been inconsistent implementation of required background checks. Several homicides were committed by employees who probably would not have been hired if the background checks had been more effective. USPS has initiated efforts to improve compliance, such as introducing automated fingerprinting equipment to reduce errors. But background checks still take too long; too often they do not provide information until the probationary period is over, when it is more difficult to dismiss an employee. One inspector commented that "there are two cases where we found out the employees were convicted criminals, but it was too late because they had already passed the 90-day probationary period." There are sometimes delays on the part of the Inspection Service in transmitting information from background checks to human resources officials. The Commission's findings are supported in part by audits independently conducted by the Postal Inspection Service and the General Accounting Office.⁴²

Veterans' Preference

Some hiring officials have misconceptions about veterans' preference, believing that preference-eligible veterans must be hired. One manager said, "We barely screen vets because we know we have no choice and...they're impossible to fire." The Commission finds that in some cases hiring officials have made poor decisions because they misunderstood or were intimidated by veterans' preference. At least one homicide was committed by an employee who was given a job because a hiring official felt she had to hire him because he was a veteran.

Non-Career Employees

A number of managers are frustrated that they cannot give special consideration to casual, temporary, substitute, and relief employees for career positions when the non-career employees have already been screened and trained and are known to be good

workers. Probably the best predictor of behavior is prior behavior in similar situations.

Probationary Period

Some managers feel the 90-day probationary period for craft employees is too short. According to one, "Anyone can get through three months. A year would help you detect attendance or performance problems." Others believe the current probationary period is not well used because required evaluations during the probationary period are not timely performed. According to one official, evaluations are often completed *pro forma*, "on day 89."

The Commission recommends that USPS:

- * **Complete and send to appropriate personnel a background check for every new employee before the end of the 90-day probationary period. USPS should seek to maintain the current 90-day probationary period, but if it is well documented that 90 days is insufficient for appropriate background checks, USPS and the unions should consider extending the period.**
- * **Ensure that hiring officials understand that all applicants must be screened for eligibility and suitability, including screening for signals of potential violence, regardless of veteran status.**
- * **Require the timely completion of evaluations before the probationary period ends.**
- * **Give special consideration to non-career employees in hiring for career positions.**

ZERO TOLERANCE FOR VIOLENCE

The USPS has established a policy of zero tolerance for violence, which echoes a joint statement signed by management and most of the employee organizations in 1992. All the management associations and all the unions except the 344,000-member American Postal Workers Union signed the statement. The policy states that

each and every act or threat of violence, regardless of the initiator, will elicit an immediate and firm response, which could involve discipline up to and including removal.⁴³

The national zero tolerance policy does not define threats or violence or specify consequences for particular acts. Each of the 85 performance clusters is responsible for issuing its own local zero tolerance policy.

USPS's policy of zero tolerance is well known: 78 percent of surveyed employees have heard of it. The 1992 joint statement was published in the *Postal Bulletin*, which is sent to all facilities and posted on bulletin boards. The zero tolerance policy is stated in the *Threat Assessment Team Guide*, and is discussed in violence awareness training materials. It is also discussed during orientation for new employees and in a video on workplace environment viewed by all employees during FY2000.

Some managers believe the policy has raised awareness and reduced incidents of aggressive behavior. One official said, "The bar is continually being raised for what constitutes acceptable behavior. More and more, employees speak up when they hear idle threats." In our survey, 61 percent of postal employees say they believe zero tolerance is very or somewhat effective, and 62 percent believe it is applied fairly. The proportion believing that the policy is applied fairly ranges from a high of 86 percent among postmasters to a low of 44 percent among mail handlers. Some employees and union officials believe the policy is enforced only against craft employees, not managers.

Postal employees are as likely as those in the national workforce to agree that "I would definitely be disciplined or punished if I threatened or assaulted someone at work" (88 and 87 percent). However, postal employees are more likely to agree that their employer's "policies make it difficult for employees to protect themselves" (35 vs. 14 percent) and that "it's hard...to fire people for threats or violence" (38 vs. 13 percent).

There is confusion about what the zero tolerance policy means and what the consequences are for different acts. Some supervisors feel it is pointless to try to enforce discipline because their decisions will be overturned through the grievance and arbitration process. One commented, "I've tried writing them up, nothing happens. Supervisors get frustrated, so they look the other way."

In the Commission's focus groups with craft employees, laughter was a common reaction to questions about zero tolerance for violence. Some employees believe the policy is a "joke" and ineffective.

The Commission recommends that USPS and employee organizations develop clear and specific guidelines for the implementation of the policy of zero tolerance for violence. Such guidelines should define threats and violence by listing specific behavior and providing examples. Guidelines should list specific factors to be considered in determining discipline, such as motivation, record of previous threatening or violent behavior, perceived seriousness of a threat, and degree of actual or potential harm to the victim.

VIOLENCE AWARENESS TRAINING

USPS conducts violence awareness training programs for managers and craft employees covering such topics as warning signs of workplace violence, prevention strategies, anger management, crisis management planning, and zero tolerance.

The violence awareness program for managers has been incorporated into training for all new supervisors. In responding to our survey, 45 percent of postmasters and 70 percent of other managers say they have participated in a workplace violence awareness program. The national program for craft employees is new in FY2000, but 13 to 16 percent of craft employees say they have participated in a violence awareness program. Across management and crafts in our survey, 80 percent of employees who have participated in workplace violence awareness programs rate them positively.

Weaknesses in the program include the absence of any national ongoing refresher program for managers or craft employees, the fact that substantial numbers of employees at all levels say they have not participated in any programs, and the limited role that unions play in developing the programs. Programs developed and presented jointly by unions and management are likely to have greater credibility with craft employees. Moreover, union officials, like management, have to deal with threatening or violent employees and need training in how to respond.

The Commission recommends that (a) USPS make training in violence awareness and related areas mandatory for employees at all levels and offer periodic, mandatory refresher training, and (b) unions join management in developing violence awareness programs and union officials receive violence awareness training.

THREAT ASSESSMENT AND CRISIS MANAGEMENT

In 1997, USPS developed procedures for threat assessment and crisis management. Each of the 85 performance clusters is required to maintain a threat assessment team to assess threats and develop plans to reduce the risk of violence, and a crisis management team to respond to violent incidents by caring for victims and their families and establishing an orderly return to normal operations. Medical and human resources staff usually participate in both teams.

Threat assessment team members are supposed to attend an initial two-day orientation and meet at least quarterly to review threats and responses. Crisis management team members also receive training, and are supposed to conduct regular crisis simulations.

Implementation

In some performance clusters threat assessment teams have not met regularly, and members are unclear about their roles. Threat assessment teams are not well known among employees. Many employees are reluctant to report threats or do not know where

to do so, although the Inspection Service maintains a 24-hour toll-free hotline and the *Threat Assessment Team Guide* states that all employees should be made aware of the existence of the local team and systems supporting zero tolerance. Comments from employees included, "I reported a situation to personnel; it was a week and a half before they called me about it." "You can't report it within the office in certain offices, because there is a clique between the supervisor and the postmaster. If you report to the supervisor, he will laugh." "What options do we have to report something? There's no one that seems to be neutral that you can go to that's not going to cut your throat later. If you report something, you are going to get it later on."

In the performance clusters that the Commission visited, members of crisis management teams generally seemed to understand their roles, had participated in a recent simulation, and felt well prepared to respond to a violent crisis. However, eleven of 85 performance clusters did not conduct any crisis simulations in 1999.

Limited Union Role

There is limited union involvement in threat assessment or crisis management. In at least one homicide by a postal employee, union officials knew of threats and did not share that knowledge with postal officials. Participation by unions may at times generate conflicts with their responsibilities to represent their members in grievance proceedings, since threats and violence often lead to discipline. However, some performance clusters have included unions in their teams, and at one large private employer visited by Commission staff, crisis response teams are joint union/management efforts.

Seniority

The seniority system limits management's ability to defuse volatile situations by transferring employees. Some employees who have been threatened have refused offers to transfer to another facility because they would lose seniority. One employee who did transfer wrote "I used to work for the ...district. This is where I saw a numerous amount of violence.

I have moved in the last year and transferred to the ...district; they do treat employees like people. No violence here." Referring to the consequences of loss of seniority in the new location, the employee added, "The only stress is that when you transfer from one place to another you must become a PTF [part-time flexible], which means no set schedule—all crazy hours—and you must work six days a week. This creates a lot of stress on your home life."⁴⁴

The Commission recommends that USPS:

- * **Hold area Vice Presidents and performance cluster managers accountable through performance reviews and pay incentives for establishing and operating threat assessment and crisis management teams.**
- * **Improve employee understanding of the threat assessment and crisis management processes, especially how to report threats.**

The Commission recommends that unions participate in threat assessment and crisis management teams.

The Commission recommends that USPS and the unions develop a process for allowing craft employees to transfer between facilities without losing seniority in special circumstances, such as to avoid threats, stalking, or harassment. Such circumstances should be clearly circumscribed so as not to undermine the seniority system overall.

Fitness-for-Duty Examinations

One component of threat assessment may be a fitness-for-duty examination to assess dangerousness. If managers believe an employee has a condition that makes that employee a danger to self or others at work, they may ask postal medical staff to arrange an examination to determine the employee's fitness for duty. While such exams are most commonly used to assess physical capacity, for example after an on-the-job injury, they may also be used to assess mental health or behavioral concerns. Management may discipline an employee for refusing a fitness-for-duty exam.

USPS has developed new draft guidelines for fitness-for-duty exams. These guidelines state that behavioral reasons for requesting an exam may include an increase in unscheduled absences or unexplained lavatory use, changes in behavior or work performance after breaks, changes in behavior toward fellow employees, deterioration in personal hygiene and cleanliness of the work location, or inattention to duties and deterioration in concentration and memory. It is the responsibility of the supervisor to request a fitness-for-duty exam, with concurrence from the installation head. In most instances, before requesting a fitness-for-duty exam on the basis of an employee's behavior, the guidelines suggest the supervisor first approach the employee for a private, confidential discussion, including an offer of services from the occupational health or employee assistance programs.

The occupational health nurse administrator and the labor relations specialist review the supervisor's request in consultation with the human resources manager and, if appropriate, the nurse administrator arranges an appointment for a fitness-for-duty exam. An emergency fitness-for-duty exam may be arranged immediately in cases of acute behavior such as substance abuse, direct threats, altercations, or argumentative behavior.

Physicians employed or selected by USPS carry out fitness-for-duty exams. All general fitness-for-duty exams are supposed to include a mental status evaluation. Typically, a psychiatric exam is not requested without a prior general exam. If the initial exam suggests a psychiatric evaluation is necessary, a board-certified psychiatrist, in consultation with the senior area medical director, should carry out the exam. In some cases, the examiner may recommend a referral to a practitioner with experience evaluating potentially violent individuals. In assessing dangerousness, examiners should address questions such as:

- * Does the employee pose a threat?
- * What is the nature and severity of the potential harm?

- * What is the likelihood that the potential harm will occur?
- * What is the imminence of the potential harm?
- * What actions are required to contend with or relieve the problem?

The nursing and medical staff are responsible for interpreting the findings and recommendations of the examiner for management and the employee. The national medical director is to be consulted in interpreting all psychiatric fitness-for-duty exams.

It is not typical for the examiner to interview the supervisor or coworkers. If there are indications of a direct threat, the examiner should be asked to recommend actions to protect the employee and others. If the employee does not represent a clear and direct threat to an identifiable target, the examiner should be asked to recommend treatment or other actions to guard against deterioration of the condition. Management might require an employee to receive counseling, or might require the employee to provide ongoing medical documentation to demonstrate compliance with treatment.

USPS appears to be unusual in having national guidelines for the fitness-for-duty process.⁴⁵ However, there are a number of weaknesses in the process. There is no clear requirement for coordination between the fitness-for-duty process and the threat assessment team. Standards for selecting providers to perform exams are unclear. Field medical staff interviewed for this report were unaware that they were required to consult with the national medical director on psychiatric exams. Some supervisors do not know how or when to request an exam. Guidance on how and when to request fitness-for-duty exams is not included in the Associate Supervisor Program or workplace violence awareness training. Approaches to reintegrating employees found fit for duty are inconsistent.

The Commission recommends that USPS improve the use of fitness-for-duty exams to assess dangerousness by:

- * **Requiring medical staff to coordinate with the threat assessment team.**
- * **Incorporating guidance about how to request a fitness-for-duty exam to assess dangerousness into the Associate Supervisor Program and workplace violence awareness training for supervisors and managers.**
- * **Making it standard practice for the threat assessment team to assist managers in developing return-to-work plans for employees found fit for duty after a dangerousness assessment.**
- * **Clarifying the standards for providers of fitness-for-duty exams to assess dangerousness.**
- * **Communicating to field medical staff the requirement to consult with the national medical director in interpreting psychiatric fitness-for-duty exams.**

SYSTEMS FOR TRACKING VIOLENCE AND POTENTIAL VIOLENCE

USPS collects a great deal of information that might be helpful in assessing the workplace climate and the risk of violence. Some of that information could be more effectively used.

Workplace Environment Indicators

USPS has developed workplace environment indicators that show for each of the 85 performance clusters information on equal employment opportunity (EEO) complaints, grievances filed and resolved, employee survey results, diversity activities, and spending on employee recognition programs. Except for the employee survey results, the indicators are not available for units below the performance cluster level, limiting their usefulness as tools for planning or evaluating activities at specific sites. Data on reported threats and assaults, patterns in the use of the employee assistance program, and the re-

sults of drug and alcohol testing are not included in the workplace environment indicators. Data on mental health fitness-for-duty exams and threat assessment activity are not used or even collected at a national level.

Troubled Work Sites

USPS has established a process for identifying work sites with a potential for violence and developing plans to reduce risk. A committee of managers and union and management association representatives oversees the process. Committee members and others may nominate sites with systemic work climate problems to be designated as troubled by the committee. As of April, 2000, there were 61 sites (out of 38,000 facilities) on the "troubled work site" list, ranging from small post offices to major facilities.

In 1998, the Office of Inspector General audited this process and recommended clarifying the criteria for troubled work sites. The committee made changes in response. Nevertheless, while some field managers and union officials consider the process useful, some still do not understand the process or consider it helpful. One union official said, "We are pleased with how the process has evolved....We have learned to trust each other. In many instances we have been able to resolve, calm down, and correct serious problems. I couldn't be more pleased." In contrast, another union official said the process "caused us a lot of problems because they just pulled names out of a hat."

Sharing Best Practices

Many postal districts have initiated promising approaches to violence prevention at the local level. Headquarters supports the sharing of local experiences through an internal Web site describing local initiatives, informal communication, and occasional conferences.

The Commission recommends that USPS:

- * **Integrate additional information related to violence into the work environment indicators, such as aggregate data on threats and assaults, threat assessment activity, drug and**

alcohol test results, and patterns in EAP use and mental health fitness-for-duty exams.

- * **Make work environment indicators available for units within performance clusters.**
- * **Clarify the criteria and process for designating troubled work sites.**
- * **Intensify the sharing of best local practices in violence prevention.**

SECURITY

Some postal employees have the impression that their facilities are not secure. These perceptions are at odds with generally low rates of violence against employees by outsiders.

Some letter carriers are fearful on their delivery routes and feel the need for a communications system. Letter carriers on delivery routes do not routinely carry cell phones or radios, although some districts provide cell phones to some carriers.

Letter carriers have low rates of physical assault by outsiders, but nine of the 14 postal victims of homicides by non-employees were city or rural carriers. Comments from letter carriers included "The most insecure place is out there in the vehicle. We need a communication system;" "First of the month, when you've got all those checks...;" "I had a flat tire and I had to wait until another carrier came by with a cell phone."

The Commission recommends that USPS:

- * **Establish a communication system for carriers on delivery routes, especially in high-crime and remote areas.**
- * **Educate employees about facility security.**

EMPLOYEE ASSISTANCE PROGRAM

The employee assistance program (EAP) offers free, voluntary, confidential counseling to assist all postal employees and their families with personal, emotional, work-related, and substance abuse problems. Employee workplace intervention analysts in each

performance cluster provide oversight for the program and identify and address systemic problems in the workplace environment. Overall, the EAP is functioning well and most managers, craft employees, and union officials regard it highly.

Our survey found that 85 percent of employees have heard of the EAP and 15 percent have used it in the past two years. Seventy-one percent of employees who have used the EAP rate it positively. Postmasters are most likely to rate the program positively (83 percent) and mail handlers are least likely (62 percent).

At the national level, unions and management cooperate in overseeing the EAP. Locally, joint union-management oversight exists in a few locations, and participants credit such joint oversight with increasing employee confidence in the program and improving labor-management relations.

Unfortunately, some employees have misperceptions and concerns about the program. Some craft employees expressed skepticism about the confidentiality of the program. For example, one said, "I don't care that it is free—I don't want my job knowing my business." Other employees complained about limited accessibility. In our survey, 16 percent of postal employees agree that "the employee assistance program is used by managers and supervisors to punish employees." Mail handlers and city carriers are the most likely to agree (19 percent); postmasters (7 percent) and other managers (6 percent) the least likely.

The Commission recommends that USPS:

- * **Increase communication about the employee assistance program, focusing especially on concerns about confidentiality and the perception that the program is used to punish employees.**
- * **Encourage local joint management/union oversight of the EAP.**

TERMINATIONS

USPS has piloted a training program ("Separation: A Peaceful Parting") to help managers defuse the potential for violence when it is necessary to dismiss an employee. The program aims to teach participants to recognize warning signs of violence, know how to get help during a separation process, and conduct a safe and effective meeting with an employee who is being terminated.

Termination is often associated with high tension, frustration, and anger. Two homicides by postal employees occurred immediately following arbitration decisions upholding their firing. As the employees' representative, unions are responsible for notifying employees of arbitration decisions. The unions do not have standard practices for notifying employees of such decisions. Union officials say they typically notify employees by letter and also by phone or in person. One arbitrator interviewed by the Commission commented, "It is very haphazard how information is relayed to the grievant. The letter sent to the union might be opened by a secretary, and she might tell the employee, who is usually calling in often to find out." The postal employee who killed four individuals and himself in Royal Oak, Michigan, was notified by a message left on his answering machine.

The Commission recommends that:

- * **USPS expand the pilot training program "Separation: A Peaceful Parting" nationwide, incorporating lessons from the pilot phase.**
- * **The unions develop systematic and sensitive procedures and train those responsible for notifying grievants when a termination has been upheld in arbitration.**

MANAGEMENT SKILLS

For decades, outside observers have criticized USPS for a rigid management style. In 1968, the President's Commission on Postal Organization wrote, "Supervision tends to be strongly authoritarian...and there are frequently bad relations between worker and boss."⁴⁶ In 1994, the General Accounting Office

described "an autocratic management style...tense and confrontational relations on the workroom floor."⁴⁷

Some USPS managers share this view, although others believe that the culture is changing. USPS leaders have articulated a commitment to change this culture. Nevertheless, our survey shows that USPS employees have more negative views of managers than do employees in the national workforce (see Chapter 3). Arbitrators who handle postal grievance cases commented, "Supervisors...don't have the proper training to manage so they become militaristic," and "Employees are regularly spoken down to—not privately, they do it publicly. The norm is the employee is embarrassed, ridiculed in the presence of other employees." Managers commented, "Maybe 30 percent of managers are good communicators, 70 percent are still from the old school," and "We need to break the paradigm of what a leader is." A craft employee said, "A lot of supervisors don't really talk to their people."

Training

In the past few years, USPS has introduced several training programs to improve managers' interpersonal skills, including one for new supervisors and another to enhance understanding of union contracts. Some managers fear the effectiveness of the training program for new supervisors will be eroded as the new supervisors encounter old-style managers and the reality of the work environment. Some districts offer ongoing support for new supervisors, such as reunions of training classes, but this practice is not universal.

First-Level Supervisors

First-level supervisors have a powerful influence on the workplace environment, but some supervisors, managers, and union officials believe the position is unrewarding and does not attract well-qualified candidates. For example, one supervisor commented, "Supervisors are being asked to encourage employees, but who motivates us? We don't feel like we're recognized. We get a lot of bad feedback." A union official commented that the "supervisor is in the

worst position. They aren't craft anymore...they are the buffer between craft and upper management."

Weekly Safety Talks

The weekly safety talk is a nationally mandated face-to-face meeting between first-line supervisors and craft employees. Supervisors hold these talks on the workroom floor for each shift. Communication materials are provided in some areas to help supervisors prepare and deliver these talks. Typically, the talks include safety and security information, performance updates, and announcements. Information about the EAP and other employee services is sometimes provided during the safety talks. Violence prevention has been a topic in some locations.

The weekly safety talks are used with varying degrees of effectiveness. One local union official commented, "Some units can voice their opinions and concerns at the standup talks, some can't....The post office loves to post things—but they need to be discussed. You need more emphasis on verbal communication."

Substance Abuse

The link between substance abuse and violence is clearly established in research and in the Commission's survey. USPS's policies regarding substance abuse have several strengths, including drug screening for all job applicants; a clear policy prohibiting sale, possession, or use of alcohol or illegal drugs on postal property; a smoke-free work environment; and a comprehensive employee assistance program offering counseling and referrals to treatment. If substance use is suspected, managers may request an emergency fitness-for-duty exam, including drug or alcohol testing if the medical examiner considers it appropriate.

On the other hand, guidelines for responding to violations of the alcohol- and drug-free workplace policy are unclear, supervisors' skills in recognizing substance abuse are weak, and many employees believe substance abuse is largely ignored. One employee commented that his supervisors "have to

smell it [alcohol], because I do, but they don't do anything. They just ignore it."

The Commission recommends that USPS:

- * **Improve interpersonal skills of supervisors and managers through ongoing training, including training in conflict management.**
- * **Track participation of supervisors and managers in training, and hold field managers accountable (through performance reviews and pay incentives) for execution of training programs.**
- * **Provide continuing training and support for new supervisors, including mentoring and networking.**
- * **Increase the desirability of first-line supervisory positions through special recognition programs, training, career development opportunities, or pay.**
- * **Provide training and support to help supervisors use the weekly safety talks effectively, and incorporate violence prevention messages into these talks.**
- * **Improve training to help supervisors and managers recognize and respond effectively to substance abusers and recovering individuals.**

DISPUTE RESOLUTION

USPS employees file an unusually large number of grievances and equal employment opportunity (EEO) complaints. There are enormous backlogs in both systems, and it can take years to resolve disputes. Unlike employees in other federal agencies, postal employees may file complaints in the two systems simultaneously. Currently, only the rural carriers' national agreement limits dual filing. The mail handlers' agreement states that the union will not encourage dual filing. Many postal employees also have access to the Merit Systems Protection Board appeal process.

Grievance Process

As of April, 2000, USPS had more than 126,000 grievances awaiting arbitration. Many grievances in the backlog are parallel issues grieved separately. For example, the American Postal Workers Union (APWU) filed 40,000 grievances in a dispute over wash-up time in the New York district.

The APWU accounts for more than 100,000 backlogged grievances. These represent 80 percent of the backlog, although APWU represents only 49 percent of career craft employees. Among the 344,000 APWU employees, there is almost one pending grievance for every three employees.

The National Association of Letter Carriers (NALC) has the next largest share of grievances, more than 20,000. These represent 16 percent of the backlog, while NALC represents 34 percent of career craft employees. Among the 240,000 NALC employees, there is approximately one pending grievance for every 12 employees.

The National Postal Mail Handlers Union (NPMHU) accounts for about 5,000 grievances. These represent four percent of the backlog, while NPMHU represents nine percent of career craft employees. Among the 61,000 NPMHU employees, there is approximately one pending grievance for every 12 employees.

The National Rural Letter Carriers' Association (NRLCA) has only 74 grievances awaiting arbitration, less than one percent of the backlog, although it represents eight percent of career craft employees. Among the 55,000 career NRLCA employees, there is approximately one pending grievance for every 740 employees.

The annual cost of grievances has recently been estimated at \$217 million.⁴⁸ A small industry of more than 300 arbitrators handles postal cases. More than 6,300 grievances were arbitrated in fiscal 1999.

This level of grievance activity appears unmatched in the public or private sectors. By way of comparison, in the auto industry, virtually all grievances are resolved before they reach arbitration. In the entire

auto industry—with about 400,000 bargaining unit employees—only eleven grievances reached arbitration in 1998. Several federal agencies contacted by the Commission reported only a few arbitrations each year. USPS's procedures are similar to those of other organizations that do not have such unusually large numbers of complaints.

Employees and managers are frustrated by the avalanche of grievances. Disputes fester with long delays, potentially spawning violence. Managers blame unions for flooding the system with grievances, and unions blame management for disregarding contracts and automatically denying grievances. Managers' ability to discipline is undermined, and employees cannot gain prompt relief from perceived or actual wrongs. A manager commented, "It doesn't work. It's a huge problem, and there's a link with violence. It gives too much hope to employees and then they get upset when they lose....Takes too long....There needs to be a definite date when it'll be resolved so it can't go on endlessly." Employees' comments included, "They know they violate the contract and tell us to grieve it, because they know it will take a long time;" "It is pointless to kick it up as it gets stuck and you never hear back;" "The grievance process doesn't go anywhere....Makes me think, 'Why should I even bother?'" Grievances take a long time."

Management and the unions have cooperated on a number of initiatives aimed at reducing the number of grievances, encouraging the resolution of grievances at the lowest level, and resolving grievances more quickly. Joint efforts include joint contract administration manuals, mediation, resolving similar issues in groups, joint fact-finding, and district-level arbitration.

USPS recently introduced a new grievance tracking system that offers a tool for identifying patterns in grievances. The new system should improve USPS's capacity to use grievances as indicators of problems, such as complex areas of the contracts, or sites where managers may need additional training in interpreting the contracts or using discipline.

Equal Employment Opportunity Complaint Process

During fiscal year 1999, postal employees filed more than 12,000 formal EEO complaints. As of April, 2000, there were more than 11,000 open cases. Postal workers represent about 31 percent of the federal workforce but account for about 50 percent of the federal complaints filed with the Equal Employment Opportunity Commission.⁴⁹ USPS has introduced a mediation program as an alternative for resolving EEO complaints. The program, called REDRESS, has been rated positively by participants, who credit it with improving relationships (see box). Comments range from "REDRESS is somewhere employees can express feelings" to "REDRESS...is a much better process because we [management and employees] talk to one another."

Some employees and union officials express distrust in the traditional EEO process because most counselors and investigators are postal employees. According to one local union official, "The major complaint is that employees don't feel the EEO process is neutral like it is communicated. They feel it is tied to management since the EEO person goes to the HR manager's meetings."

Labor-Management Relations

Long-standing patterns of distrust and contentiousness mar relations between management and some of the major unions. The large number of grievances and the frequent use of arbitration to resolve contract disputes are evidence of this situation. Distrust at the national level undermines local cooperation and makes it difficult for the unions and management to collaborate on violence prevention activities, as the Commission recommends. At the request of Congress, since 1998 the Federal Mediation and Conciliation Service has facilitated summit meetings at the national level involving all major unions, management, and the management associations. These offer a promising approach to improving relations, but have not yet yielded any joint long-term plans, as Congress intended. Similar meetings do not consistently occur at the local level.

EEO Mediation: The REDRESS Program.

REDRESS (Resolve Employment Disputes Reach Equitable Solutions Swiftly) offers mediation as a voluntary alternative to the traditional EEO process. If the employee chooses mediation it is usually scheduled within two weeks. This program was designed in 1994 as a result of a class action lawsuit in Florida, and has since been expanded nationally. REDRESS uses neutral, external professionals to mediate EEO disputes. If an employee decides to participate, then management is mandated to attend the mediation.

The mediation process starts with a joint session, facilitated by a mediator, between employee and supervisor. If settlement is reached, it is binding on everyone and the EEO dispute is withdrawn. About 81 percent of EEO disputes mediated are either settled or withdrawn without filing a formal complaint. This rate is significantly higher than the rate of 44 percent for non-mediated cases. Although this difference may reflect in part a tendency for complainants to choose mediation if they are more amenable to settlement, overall the number of USPS EEO complaints reaching the formal complaint stage has fallen since REDRESS started, suggesting that the program has increased closures before the formal complaint stage.⁵⁰

REDRESS is designed to increase participants' satisfaction with the fairness of the process by providing them with an opportunity to be heard, control over the process, and respectful treatment by the other party and the neutral mediator. Exit interviews conducted by an independent contractor show that more than 87 percent of employees, management, and employee representatives are satisfied or highly satisfied with the REDRESS process and more than 65 percent reported being satisfied or highly satisfied with the outcome.⁵¹

In 1999 REDRESS won an award from the U.S. Office of Personnel Management, and in 2000 it won an award from the American College of Civil Trial Mediators. USPS is currently expanding the program to make it available at the formal complaint state of the EEO process.

The Commission recommends that USPS management, unions, and management associations:

- * **Repair the dispute resolution processes, which are a major source of frustration for employees and managers, by developing ways to prevent grievance, EEO, and other complaints; resolving disputes quickly at the lowest level; and sharply reducing the backlog.**
- * **Develop contract provisions to limit parallel filing of complaints in more than one system.**
- * **Limit filing of multiple identical complaints, e.g., by using class action procedures.**
- * **Use the new grievance tracking system to identify patterns in grievances.**
- * **Continue to expand the use of mediation to resolve EEO complaints.**
- * **Step up national summit meetings facilitated by the Federal Mediation and Conciliation Service, and efforts to develop joint long-term plans to improve the work climate.**

- * **Initiate summit meetings at the local level.**
- * **Expand joint training for management and union officials in contract interpretation, interpersonal skills, and violence awareness.**
- * **Increase the use of independent counselors and investigators rather than USPS employees to handle EEO complaints.**

INCENTIVES FOR MANAGERS

Legal limits on managers' compensation constrain USPS ability to attract, motivate, and retain the most effective managers. Even the Postmaster General earns less than mid-level managers at many private corporations.

What financial incentives exist have been seen as focused on financial performance and customer service. As one manager put it, "We're pushing so hard to get the numbers, to reduce nonproductive time, we can't take the time to think about how to improve the work and involve people."

Financial incentives for managers include pay raises based on individual performance evaluations and a variable pay program based on performance at the national, area, and performance cluster levels. In FY2000, USPS incorporated employee survey results into the variable pay program for managers. This means that employee survey results affect managers' pay. This positive step has already generated some constructive responses, such as increased recognition for craft employees. However, there is no requirement that individual performance evaluations for managers include measures of effective personnel management.

USPS currently has no method in place nationwide for managers to get feedback from peers or subordinates. A "Leadership Behavior Model" is in place at two sites. Managers at these sites assess their own leadership skills and receive anonymous feedback from subordinates through an outside consultant.

The Commission recommends that USPS:

- * **Require that effective personnel management and communication be included in managers' individual performance evaluations, and develop mechanisms for managers to receive feedback from subordinates and peers.**
- * **Continue using employee survey results to determine variable pay for managers.**

INCENTIVES FOR CRAFT EMPLOYEES

USPS does not evaluate performance of craft employees except during the probationary period. Many managers and craft employees believe that recognition programs are inadequate. Craft employees resent being excluded from the variable pay system. When asked about incentives to do a good job at the Postal Service, craft employees responded, "Managers get money, craft get nothing;" "Supervisors should share the bonuses with us...we're the ones carrying the mail;" and "The #1 way to make up time is not to take a lunch break. Every time you skip a lunch break, you're donating 30 minutes to your supervisor's bonus."

With no rewards for performance, most craft employees' incentives are opposite to managers' incentives, creating conflict and resentment. For example, if city carriers finish their route early, they are supposed to return to the office for additional assignments. Thus, there is no reward for working efficiently and no penalty for working inefficiently. The only way to get financial benefits is through overtime. Similarly, a mail handler or clerk has no financial incentive to sort mail efficiently. In contrast, rural carriers' salaries are based on an annual evaluation of their route. If they finish early they can go home, and if they finish late they do not get extra pay for that day.

Tools for measuring individual performance are limited, and daily conflicts over city letter carriers' workload are a particular source of friction. One local official of the National Association of Letter Carriers estimated that "50 percent of confrontations could be solved by the union and the post office meeting and coming up with a new process for handling [requests for overtime]." Similarly, a senior manager commented "Every morning there are thousands of discussions about how long the route is. Mostly it's just opinion vs. opinion." USPS has pilot programs in place to test alternatives to the current workload system for city letter carriers.

The Commission recommends that USPS:

- * **Improve tools for individual workload and performance measurement, and provide individual performance feedback for craft employees.**
- * **In partnership with the unions, develop performance-based financial incentives for craft employees, such as profit-sharing at the national or local level, pay-for-knowledge, individual performance evaluation with links to pay, increased use of recognition programs including cash and non-cash awards.**
- * **In partnership with the National Association of Letter Carriers, develop new procedures to reduce daily conflicts between city letter carriers and supervisors over workload.**

STATUTORY PAY CEILING

In addition, the Commission notes that the statutory pay ceiling may prevent USPS from attracting the best managers and effectively rewarding good performance of all postal workers. We recommend that Congress consider raising or eliminating the pay ceiling. H.R. 22, currently under consideration by the House of Representatives, would allow USPS profits to be used for bonuses not subject to the statutory cap on postal salaries. This change would be a step in the right direction.

Glossary

American Postal Workers Union, AFL-CIO (APWU) — Union representing more than 344,000 employees of the U.S. Postal Service who are clerks, maintenance employees, motor vehicle operators, and other employees.

Area — One of ten USPS administrative units covering a defined geographic area, headed by a vice president.

Bargaining unit employee — An employee who is represented by a labor union.

Board of Governors — Eleven-member board that oversees the Postal Service. Nine members appointed by the President select the Postmaster General, who joins the Board; together, they select the Deputy Postmaster General, who also joins the Board.

City carrier — A USPS letter carrier who provides delivery service within a city. There are more than 240,000 city carriers. The National Association of Letter Carriers represents city carriers.

Clerk — A USPS employee whose duties may include sorting mail, working at the post office windows, and performing general office duties. There are more than 280,000 clerks. The American Postal Workers Union represents clerks (as well as employees in other positions).

Craft employee — See *bargaining unit employee*.

Crisis management team (CMT) — Responds to violent incidents by caring for victims and their families, and establishing an orderly return to normal operations.

CustomerPerfect! — The Postal Service's framework for setting goals and measuring performance.

District — One of 85 postal administrative units that oversee operational and support functions

within a performance cluster. Headed by a district manager, who reports to an area vice president.

Economic value added (EVA) — Determines funding available for the USPS Variable Pay Program. EVA equals net operating income minus a charge for capital used.

Employee assistance program (EAP) — A voluntary counseling program that helps USPS employees recover from substance abuse and cope with mental, emotional, family, financial, and legal problems.

Employee Workplace Intervention Analyst (EWIA) — A USPS employee whose function is to identify systemic problems in the work environment and advise management about solutions.

Equal Employment Opportunity Commission (EEOC) — Federal agency that enforces the principal federal statutes prohibiting employment discrimination.

Executive and Administrative Schedule (EAS) — A salary structure that applies to most managerial and administrative USPS employees.

Federal Mediation and Conciliation Service (FMCS) — Independent federal agency that promotes sound and stable labor-management relations.

First-level supervisor — A supervisor who oversees craft employees. See also *line supervisor*.

Fitness-for-duty exam (FFD) — An exam performed when a concern arises about whether an employee can perform his or her job safely. The exam may address physical or psychiatric concerns, or both, and considers danger to self or to others.

General Accounting Office (GAO) — The investigative arm of Congress.

Headquarters (HQ) — The national USPS unit that directs administration, policy, and operations.

Line Supervisor — A supervisor who oversees craft employees. See also *first-level supervisor*.

Mail handler — A USPS employee who moves and processes mail. There are more than 61,000 mail handlers. The National Postal Mail Handlers Union represents mail handlers.

Merit performance evaluation — USPS's system for assessing individual performance of non-craft employees.

Merit Systems Protection Board (MSPB) — Federal agency that considers appeals from federal employees regarding removals and other major personnel actions.

National Association of Letter Carriers (NALC) — Union representing more than 240,000 city letter carriers working for USPS.

National Postal Mail Handlers Union (NPMHU) — Union representing more than 61,000 mail handlers working for USPS.

National Rural Letter Carriers' Association (NRLCA) — Union representing more than 55,000 career rural letter carriers and 57,000 substitute, associate, auxiliary, and relief carriers working for USPS.

Office of Inspector General (OIG) — Agency established in 1996 to prevent, detect, and report fraud, waste, and program abuse, and to promote efficiency in the operations of the Postal Service. The Inspector General is independent of postal management.

Office of Personnel Management (OPM) — The federal government's human resources agency.

Performance cluster (PC) — One of 85 USPS administrative units covering a defined geographic area. Includes customer service (post offices) and mail processing (plants). See also district.

Postal Career Executive Service (PCES) — Includes approximately 800 senior postal managers including district, area, and headquarters executives (Level I), and approximately 40 USPS officers, including vice presidents (Level II).

Postal Inspection Service (PIS) — The federal law enforcement agency of the USPS that investigates criminal acts against the mails and misuse of the postal system and protects postal employees, mail, funds, and property.

Postal Rate Commission (PRC) — Presidentially appointed five-member agency that sets postal rates.

Postal Reorganization Act of 1970 (PRA) — Statute that established USPS as an independent federal agency.

Postmaster — The manager in charge of a post office.

Probationary period — Initial trial period of employment.

Register of eligibles (hiring register) — A list of applicants for USPS vacancies, ranked by test scores.

Resolve Employment Disputes Reach Equitable Solutions Swiftly (REDRESS) — USPS program that uses mediation as an alternative to resolve equal employment opportunity complaints.

Rural carrier — A USPS employee assigned to deliver and collect all mail classes in rural communities lacking convenient postal facilities. The National Rural Letter Carriers' Association represents more than 55,000 career rural carriers and 57,000 substitute, associate, auxiliary, and relief carriers.

Threat assessment team (TAT) — Team responsible for identifying threateners, assessing risk, and developing plans to reduce risk.

Veterans' preference — Preference in hiring and other aspects of federal employment provided by law to certain veterans who are disabled or who served on active duty in the armed forces during certain specified time periods or in military campaigns.

Voice of the Business (VOB) — Financial performance. One of three dimensions of USPS's CustomerPerfect! framework and the Variable Pay Program.

Voice of the Customer (VOC) — Customer service. One of three dimensions of USPS's CustomerPerfect! framework and the Variable Pay Program.

Voice of the Employee (VOE) — Employee satisfaction and well-being. One of three dimensions of USPS's CustomerPerfect! framework and the Variable Pay Program.

Endnotes

¹ USPS, *Postal News*, "U.S. Postal Service Commission on A Safe and Secure Workplace Formed; Headed by Former HEW Secretary Joseph A. Califano, Jr.," Press Release, October 6, 1998.

² Federal Bureau of Investigation, *Crime in the United States 1998*, Uniform Crime Reports, U.S. Department of Justice, U.S. Government Printing Office, Washington, D.C.

³ USPS (1999), Annual Report.

⁴ USPS Diversity Business Plan, January 1999.

⁵ Figures from the Commission's survey.

⁶ Figures from the Commission's survey.

⁷ USPS provided USPS figures on veterans' preference. The percentages of veterans at USPS and in the national workforce are from the Commission's survey. Federal figures are from "Federal Civilian Workforce Statistics: Demographic Profile of the Federal Workforce as of 9/30/98," Office of Personnel Management, p. 6.

⁸ United Parcel Service: Definitive Proxy Statement DEFA14A, Filed 3/22/00, Table 2, www.FreeEdgar.com. Federal Express: Definitive Proxy Statement DEFA14A, Filed 8/16/99, Table 5, www.FreeEdgar.com.

⁹ Bureau of Labor Statistics, "Census of Fatal Occupational Injuries Summary," U.S. Department of Labor, Press Release August 4, 1999, "Occupational Injuries and Illnesses and Work-Related Fatalities, Technical Note," *Compensation and Working Conditions*, Winter 1999, and Eric F. Sygnatur and Guy A. Toscano, "Work-Related Homicides: The Facts," *Compensation and Working Conditions*, Spring 2000.

¹⁰ Bureau of Justice Statistics, *Homicide Trends in the United States*, www.ojp.usdoj.gov/bjs/homicide.

¹¹ American Dialect Society, Words of the Year, www.americandialect.org, January 27, 2000.

¹² *Postal Life*, January 1997.

¹³ *Washington Post*, November 7, 1999, p. A3.

¹⁴ *Washington Post*, January 13, 2000, p. E5.

¹⁵ *St. Louis Post-Dispatch*, January 9, 2000, www.postnet.com.

¹⁶ *Pittsburgh Tribune-Review*, January 13, 1999, p. B1.

¹⁷ *Mansfield News Journal*, October 27, 1999, p. 5A.

¹⁸ *Postal Link*, December 11, 1998.

¹⁹ Bureau of Labor Statistics, U.S. Department of Labor, "Census of Fatal Occupational Injuries Summary," August 4, 1999 (press release) and Guy Toscano and Janice A. Windau, "Profile of Fatal Work Injuries in 1996," *Compensation and Working Conditions*, Spring 1998, pp. 37-45.

²⁰ The Bureau of Labor Statistics (BLS) collects data on all workplace fatalities, including homicides, using death certificates, workers' compensation records, and reports to federal and state agencies. The data, known as the Census of Fatal

Occupational Injuries (CFOI), include fatalities that occur while the victim is "at work; on the work premises; while in work status; or due to an association with the decedent's employment, including interpersonal interactions, even if the incident occurs outside of the workplace." (Eric F. Sygnatur and Guy A. Toscano, "Work-Related Homicides: The Facts," *Compensation and Working Conditions* Vol. 5, No. 1, Spring 2000.) The data identify the victim's occupation and industry and the victim's relationship with the offender, if known. To compare homicide rates at USPS with homicides nationally, we combined the CFOI data with BLS data on the number of workers by industry. We made corrections to the CFOI data on postal homicides based on information from the Postal Inspection Service. Specifically, we reclassified two cases in which the CFOI incorrectly classified the victims as postal employees and added one case the CFOI missed. The National Institute of Occupational Safety and Health (NIOSH) began collecting data on workplace deaths earlier than the Bureau of Labor Statistics. The NIOSH data begin in 1980 but extend only through 1995. The NIOSH database is derived from death certificates only, and is less complete than the CFOI, including 14 percent fewer cases for the years in which both data sources are available. In addition, the NIOSH database does not identify current or former coworkers as perpetrators. For these reasons, we relied primarily on the CFOI data.

A published analysis of the NIOSH data ("Occupational Injury Deaths of Postal Workers, United States, 1980-1989," *Morbidity and Mortality Weekly Review*, Vol. 43, No. 32, 587-595, 1994) found that the rate of workplace homicide for postal employees was the same as the national rate for 1983-1989 (0.6 per 100,000). However, the postal rate for this period was heavily influenced by one incident in which 14 postal employees were killed. Excluding this one extreme case would reduce the postal rate to 0.4 per 100,000, close to the rate of 0.3 per 100,000 for the 1992-1998 period.

²¹ In the Standard Industry Classification, USPS is included under Transportation. Our calculations exclude USPS from Transportation in order to show it separately. Following Standard Industry Classification guidelines, private postal services include the following Standard Industrial Classification categories: private postal services primarily engaged in

the delivery of unaddressed advertising materials; direct mail advertising services; local trucking with and without storage; trucking except local; courier services, except by air; air transportation; and air courier services. These categories fall under a number of major industries, and in our calculations they are included within these major industries and are shown separately as well.

²² Calculations using 1992-1998 CFOI.

²³ Calculations using 1992-1998 CFOI.

²⁴ Calculations using 1992-1998 CFOI.

²⁵ Eric F. Sygnatur and Guy A. Toscano, "Work-Related Homicides: The Facts," *Compensation and Working Conditions*, Spring 2000.

²⁶ Federal Bureau of Investigation, *Crime in the United States 1998*, Uniform Crime Reports, Federal Bureau of Investigation, U.S. Department of Justice, U.S. Government Printing Office, Washington, D.C.

²⁷ Some published reports do not clearly distinguish between homicides committed by perpetrators known to be non-employees, and homicides committed by unknown perpetrators, e.g., "National Census of Fatal Occupational Injuries, 1997," *Fatal Workplace Injuries in 1997: A Collection of Data and Analysis*, U.S. Department of Labor, Bureau of Labor Statistics, July 1999.

²⁸ We included in our analysis all homicides meeting the Bureau of Labor Statistics definition of a work-related fatality, as well as one case in which the perpetrator was a postal employee who was on duty and on site at the time of the homicide, but the victim was not a postal employee.

²⁹ This description is based on news accounts.

³⁰ Jeffrey W. Swanson *et al.*, "Violence and Psychiatric Disorder in the Community: Evidence from the Epidemiologic Catchment Area Surveys," *Hospital and Community Psychiatry*, Vol. 41, No. 7, July 1990.

³¹ Delbert Elliott, "Youth Violence: An Overview," CSPV Paper 008, www.colorado.edu/cspv/infohour/youth-violence.html, paper presented at the Aspen Institute's Children's Policy Forum, "Children and Violence Conference," February 18-21, 1994, Queenstown, Maryland, Delbert Elliott, "Violent Offending Over the Life Course: A Sociological Perspective," prepared for Office of Behavioral and Social Science Research, Rockville, Maryland, June 16, 1996, revised September 1998.

³² This description is based on news accounts.

³³ USPS does not keep statistics on veterans; only veterans' preference, a narrower category, is tracked. Therefore this comparison uses workforce figures from the Commission's 1999 survey of postal employees. In 1999, 29 percent of postal employees were preference-eligible veterans, compared with 35 percent who were veterans in the survey. The actual

proportion of postal employees who were veterans during the 1986-1999 period is probably higher than the 1999 figure used here, since preference-eligible veterans (and presumably veterans) have been declining as a proportion of the USPS workforce over the period. This means that the difference between veterans as a proportion of male perpetrators and veteran as a proportion of the male workforce is likely smaller than estimated here.

³⁴ The National Center on Addiction and Substance Abuse at Columbia University, *Behind Bars: Substance Abuse and America's Prison Population*, New York, January, 1998.

³⁵ Calculations using 1998 National Crime Victimization Survey (NCVS).

³⁶ Calculations using 1993-1998 NCVS.

³⁷ Calculations using 1993-1998 NCVS.

³⁸ The most important difference in design between our survey and the NCVS is that ours is a one-time survey, whereas the NCVS interviews the same people over and over. When the NCVS asks a respondent whether an event has happened in the past six months, the period is bounded by a previous interview. So respondents are not likely to include events that might have happened, say, seven or eight months ago. In a one-time survey there is no such boundary, and people may "telescope" their memory of events, including earlier events when asked about experiences in the past year. In addition, the NCVS uses in-person and telephone interviewing, and focuses on criminal behavior. While it is not possible to quantify the effects of each of these differences, they prevent valid comparisons between our survey and the NCVS.

³⁹ Arnold H. Buss and Mark Perry, "The Aggression Questionnaire," *Journal of Personality and Social Psychology* 1992, Vol. 63, No. 3, pp. 452-459.

⁴⁰ Government employees include respondents in the national sample who reported working in standard industrial classification categories including executive offices, legislative bodies, executive and legislative offices combined, and general government; courts, police enforcement, legal counsel and prosecution, correctional institutions, fire protection, and other public order and safety; and national security and international affairs.

⁴¹ Cases with insufficient evidence to warrant administrative or other action are not included.

⁴² *National Coordination Audit: USPS Hiring Practices*, January, 1997, U.S. Postal Inspection Service, Case No. 034-1186646-PA(1). *National Hiring Practices Review*, Postal Inspection Service, November 1994. *Employee Background Checks*, General Accounting Office, September 1993.

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Postal Service: Screening for Applicants for Employment, General Accounting Office, June 1988.

Postal Service Employment, General Accounting Office, June 1988.

⁴³ USPS, *Threat Assessment Team Guide*, Publication 108, May 1997.

⁴⁴ Grammar and punctuation edited for clarity.

⁴⁵ Joseph Kinney and Barbara Lambert. National Safe Workplace Institute, *Mandating Psychological Evaluation of Employees*, NSWI Best Practice, No. 96-1, 1996.

⁴⁶ *Towards Postal Excellence, The Report of the President's Commission on Postal Organization*, Annex (Contractors' Reports) Volume 1, p. 61.

⁴⁷ U.S. General Accounting Office, *Labor-Management Problems Persist on the Workroom Floor*, Washington, D.C., September 1994.

⁴⁸ USPS OIG, *USPS Labor and Management Workplace Disputes*, March 31, 1999, LR-AR-99-001. Estimate attributed to Postmaster General Marvin Runyon.

⁴⁹ U.S. General Accounting Office, *Briefing Report to Congressional Requesters: Equal Employment Opportunity: Rising Trends in EEO Complaint Caseloads in the Federal Sector*, July 1998.

⁵⁰ Lisa B. Bingham and Mikaela Cristina Novac, "Mediation's Impact on Formal Discrimination Complaint Filing: Before and After the REDRESS Program at the United States Postal Service," submitted to the International Association of Conflict Management Conference, St. Louis, Missouri, June 18-21, 2000, and Mary S. Elcano, "Overview of REDRESS Mediation Program," Brown & Wood LLP, June 2000.

⁵¹ Mary S. Elcano, "Overview of REDRESS Mediation Program," Brown & Wood LLP, June 2000.

Appendix A: Policies and Practices

Introduction	63
Selection, Orientation, and Probationary Period	64
RECRUITMENT	64
TESTING	64
SCREENING AND SELECTION	64
VETERANS' PREFERENCE	66
IMPLEMENTATION	67
PERCEPTIONS	67
NEW EMPLOYEE ORIENTATION	69
PROBATIONARY PERIOD	69
Zero Tolerance for Violence	70
PERCEPTIONS	70
Violence Awareness Training	72
PERCEPTIONS	72
Threat Assessment and Crisis Management	73
THREAT ASSESSMENT	73
<i>Threat Assessment Team Audits</i>	73
<i>Perceptions</i>	74
FITNESS-FOR-DUTY EXAMINATIONS TO ASSESS DANGEROUSNESS	74
<i>Perceptions</i>	76
CRISIS MANAGEMENT	76
<i>Communications During a Crisis</i>	77
<i>Perceptions</i>	77
Systems for Monitoring Violence and Potential Violence	78
WORKPLACE ENVIRONMENT INDICATORS	78
TROUBLED WORK SITE IDENTIFICATION	78
SHARING LESSONS FROM LOCAL EXPERIENCE	78
NATIONAL ASSAULT AND THREAT REPORTING SYSTEM	79
EMPLOYEE ASSISTANCE PROGRAM INFORMATION SYSTEM	79
OFFICE OF INSPECTOR GENERAL	79
PERCEPTIONS	79
Security	81
SECURITY AUDIT	82
PERCEPTIONS	82
Employee Assistance Program	83
JOINT UNION-MANAGEMENT OVERSIGHT	83
EMPLOYEE WORKPLACE INTERVENTION ANALYST	84
PERCEPTIONS	84
Terminations	86
TRAINING FOR MANAGERS	86

ARBITRATION DECISIONS	86
Management Skills	87
TRAINING	87
COMMUNICATION	87
ASSOCIATE SUPERVISOR PROGRAM	87
SUPERVISOR KNOWLEDGE OF UNION CONTRACTS	88
PERCEPTIONS.....	88
Substance Abuse	91
PERCEPTIONS.....	92
Dispute Resolution	93
GRIEVANCE AND ARBITRATION.....	93
<i>Alternative Procedures and Efforts to Prevent Grievances</i>	95
<i>Perceptions</i>	95
EQUAL EMPLOYMENT OPPORTUNITY AND AFFIRMATIVE ACTION	96
<i>Mediation: The REDRESS Program</i>	97
<i>Formal Complaint</i>	97
<i>Implementation.</i>	98
<i>Perceptions</i>	98
RELATIONS BETWEEN MANAGEMENT AND UNION OFFICIALS	99
<i>Perceptions</i>	100
Incentives for Managers: Variable Pay Program and	
Merit Performance Evaluation	102
VARIABLE PAY PROGRAM.....	102
<i>Perceptions</i>	103
MERIT PERFORMANCE.....	104
<i>Perceptions</i>	104
Incentives for Craft Employees	105
PERCEPTIONS.....	105
WORKLOAD AND PERFORMANCE MEASUREMENT FOR CRAFT EMPLOYEES....	105
Endnotes	107

Introduction

The Commission examined policies and practices in a wide range of areas potentially related to workplace violence:

- * Policies related to new employees, including their selection, screening, orientation, and probationary period;
- * Policies aimed at preventing violence, including zero tolerance for violence, violence awareness training, threat assessment and crisis management, systems for monitoring violence and potential violence, security, the employee assistance program, and policies for handling terminations;
- * Policies and practices not primarily designed to address violence, but that might tend to foster or inhibit violence, including management skills, substance abuse, dispute resolution and labor-management relations, incentives for managers, and incentives for craft employees.

This appendix describes postal policies in these areas, how they are implemented, and the perceptions of craft employees, supervisors and managers, and union officials.

Selection, Orientation, and Probationary Period

Most hiring for bargaining unit employees (known as craft employees) is from registers of applicants, ranked according to scores on cognitive tests. Certain veterans receive preference points, and some preference-eligible veterans have appeal rights. Selection is based on applicants' register scores, applications, background checks, and interviews. There are no education requirements for craft positions.¹ A number of improvements have addressed problems in the implementation of required background checks. USPS hires hundreds of thousands of employees each year. For example, in 1999 USPS hired 35,636 career employees and 180,798 non-career employees.

RECRUITMENT

Historically, postal jobs have been sought after, and USPS has not had to recruit applicants generally. However, USPS has recruited to achieve affirmative action goals. Generally, advertising has been minimal, consisting of announcements posted in post office customer lobbies. In the current tight labor market, however, more recruitment efforts have been necessary.

Interested applicants fill out a card providing contact information and stating whether they claim veterans' preference. All applicants are then notified of postal exams. Typically 50 to 70 percent show up for the test. It might take up to six months to complete testing for applicants responding to an advertisement.

TESTING

The Postal Service entrance exams are paper-and-pencil cognitive tests of skills related to Postal Service work such as perceptual speed and accuracy, ability to follow oral directions, and address matching. USPS carried out studies in the

1980s validating the tests as predictors of job performance. A few years ago, separate tests for different crafts were combined into one test battery, which is used for 95 percent of the craft jobs filled from outside the Postal Service. There are separate tests for specialty positions, such as secretaries and mechanics.

Applicants must score at least 70 out of 100 to be eligible for postal employment. Tests are scored by the National Test Administration Center, which is part of the USPS human resources function and sends scores to the district. District staff then notify applicants whether they are eligible and provide their test score if they are eligible. For those who claimed veterans' preference, the notice also tells them how many points will be added to their score if preference applies. Generally, about 30 percent of applicants are eligible for veterans' preference. Applicants may take the test over when it is opened again to the public, which is generally every couple of years.

The list of applicants, ranked by score and veterans' preference, is called a hiring register. District staff use the register to create hiring worksheets for groups of jobs. Eligible applicants are then contacted in order from the top of the worksheet. They receive a notice explaining the suitability requirements for postal employment, a list of documents to bring to the initial appointment (such as documentation of immigration and veteran status), and an application for employment. The notice also explains that applicants should expect to take a drug test and to be fingerprinted.

SCREENING AND SELECTION

Screening includes a review of the applicant's work history and criminal conviction history, a structured personal interview, drug screening, and a medical

assessment. Some positions also require a performance test.

Often, applicants are invited to a pre-employment orientation, including a tour of the job site and a video describing and showing the work. Applicants may turn in application paperwork at the orientation session, and human resources staff may begin screening activities at that point.

Since 1995, background checks have been split into two parts. Some checks are carried out by human resources personnel before an employment offer. Other checks are carried out by a contractor during the probationary period after hiring. The background checks were split into two parts because USPS staff found that conducting all the checks at the pre-employment stage was unrealistic and did not generate useful information for hiring decisions. As a result, in many cases a conscious decision about hiring was never made; paperwork just moved along. Checking employment records was particularly frustrating, because many previous employers were difficult to reach or reluctant to provide information. The background checks now conducted at the pre-employment stage are those believed to be both most useful in determining suitability for hiring and feasible for human resources staff to carry out.

At the pre-employment stage, human resources staff should request the official personnel folder for any applicants with previous federal employment. Local police records and verification of veteran status from the Department of Veterans Affairs should also be requested at this stage. In some states, local police records must be requested from the applicant because state law prohibits their disclosure to anyone else. In reviewing criminal history, USPS considers seriousness, recency, and acts of theft or violence. It focuses on convictions, not arrests, because of legal restrictions. The applicant should also be scheduled for a urinalysis drug test at this point. The test checks for marijuana, cocaine, PCP, amphetamines, and opiates. Typically, about three to five percent of applicants nationally are rejected on the basis of drug test results.

After these screening steps, district human resources staff conduct a structured interview with each applicant still considered suitable. The structured interview was introduced in 1995. The purpose of the interview is to inform the applicant about the job requirements and conditions, to verify information provided in application materials, and to collect additional information. In addition to helping determine eligibility for employment, the interview is intended to determine the fit between the applicant and the job, based on past experience and performance. Interview guidelines list relevant dimensions to consider, including past work settings and job content, conscientiousness, adaptability, cooperation, communication, and customer service. All selecting officials receive training in interview skills.

Generally, human resources staff manage the selection process and managers are involved in the interview process. Ultimately, senior human resources staff make the final selection decisions. For any one job, an applicant is picked from among the top three scorers on the relevant list (the "rule of three"). Applicants may be disqualified for something specific, such as a recent conviction or lying on the job application. Even without specific disqualifying factors, an applicant who is passed over three times is no longer considered qualified. Special rules governing preference-eligible veterans are described below.

Once hiring decisions have been made, USPS makes offers in writing to applicants. At this point, medical suitability is assessed. Like other public and private employers, USPS is legally prohibited from gathering medical information until a job offer has been made. Under current policy, potential employees fill out a medical assessment questionnaire. USPS occupational health nurses review the questionnaires and identify those that require an exam, to be carried out by a doctor under contract with USPS.

Once potential employees have passed the medical screening, they receive their appointments. At this time, the post-employment background check

(known as the special agency check) is initiated. USPS sends application materials and fingerprints to the federal Office of Personnel Management, which carries out the special agency check through a private subcontractor. The special agency check covers prior federal investigations, military records including court-martials and other adverse actions, out-of-state criminal records going back five years, and confirmation of previous employment and reasons for leaving. The results of the special agency check should be provided within 45 days, well within the 90-day probationary period for new employees. If the results show that an application included false information, the employee may be terminated. According to the national collective bargaining agreements, if an employee lies on an employment application, USPS may fire the employee even if the falsification is discovered after the probationary period. In such cases the termination would be subject to the grievance and arbitration process.

If an applicant was discharged from the military with anything other than an honorable discharge—for example, a discharge under honorable conditions or other less favorable terms—the special agency check investigates the reasons. These might include behavior that would likely affect USPS's hiring decision, such as insubordination, or behavior that might not affect USPS's hiring decision, such as homosexuality or adultery.

If the special agency check yields no derogatory information, the results are sent directly to human resources staff. If there is derogatory information, the results are sent to the Postal Inspection Service first. The Inspection Service reviews the results and shares appropriate information with human resources.

In 1998, 79 percent of special agency checks yielded no derogatory information. Six percent revealed an employment issue, and 15 percent revealed an issue involving legal or military history or previous federal employment. The majority of the information revealed would not have altered the hiring decision and does not lead to separation. Examples of such

information are minor infractions early in a long military career or convictions for civil disobedience or jaywalking. Examples of derogatory information that probably would lead to firing are having been incarcerated but not stating so on the employment application or convictions for theft or the sale of drugs. Decisions based on background information typically consider the recency and seriousness of behavior and its relevance to the job.

VETERANS' PREFERENCE

The Postal Reorganization Act of 1970 relieved USPS from most laws and regulations governing personnel matters in federal agencies, except for veterans' preference. In dealing with preference-eligible veterans, USPS is subject to the same laws and regulations as other federal agencies. In practice, veterans' preference is more salient in the Postal Service than in most other federal agencies because of the large number of people the Postal Service hires and the formal nature of the hiring process.

Rules governing eligibility for veterans' preference are set by statute and by regulations of the federal Office of Personnel Management. In general, veterans are considered preference-eligible if they served during a war or campaign (but not necessarily in combat) or if they have a service-connected disability. They must be discharged under honorable conditions. In some cases, preference extends to the spouse, widow, or mother of a veteran. Five points are added to an applicant's exam score if the applicant served in a war or campaign. Ten points are added if the applicant has a service-connected disability. In addition, 10-point veterans whose service-connected disability is compensable are placed ahead of all other applicants on the hiring register. A disability is compensable if the veteran is receiving compensation through a branch of the military or the Department of Veterans Affairs. Applicants who score less than 70 on the entrance exam (before any points are added) are not eligible for postal employment, regardless of veteran status.

If a preference-eligible veteran is passed over in the selection process, justification must be made in writing. In addition, a preference-eligible veteran with a compensable disability of 30 percent or more who is passed over is entitled to an automatic review by the Office of Personnel Management. In fiscal 1998, there were 39 such reviews. Eleven USPS decisions were reversed, eleven decisions were upheld, and 17 cases were discontinued.

IMPLEMENTATION

Reviews of hiring practices carried out by the Postal Inspection Service and the General Accounting Office from 1988 through 1997 found problems in implementing required background checks. For example, a 1992 Postal Inspection Service audit² found that local police checks were not conducted for 55 percent of the hires reviewed, state police checks were not conducted for 70 percent of the sample, and FBI records were not checked for more than half of the sample. National efforts to improve pre-hire screening have included the development of specific screening and selection requirements in 1990 and the restructuring of the hiring process in 1995. A 1997 Inspection Service audit found that, in general, hiring offices obtained the required local police check and drug screen and conducted an interview. However, this audit found that 30 percent of new hires did not have a special agency check requested by the hiring office.³ In addition, in interviews with Commission staff, some hiring officials commented that delays sometimes occur when the Inspection Service receives derogatory information from a background check and does not pass it on to human resources staff immediately.

USPS is currently working to improve the special agency check process, looking at compliance with the process, common errors in filling out forms, and quality of fingerprints:

- * **Compliance.** Officials believe compliance may be better than reported, and are working on improving record keeping.

- * **Errors in forms.** USPS is developing instructions for applicants to reduce common errors in filling out forms that can delay background checks.
- * **Fingerprinting.** USPS is testing new fingerprinting equipment that assesses the quality of fingerprints immediately, reducing delays from unclassifiable fingerprints.

The Commission's review of homicides by USPS employees revealed that several perpetrators—at least five out of 17—should never have been hired in the first place. The ongoing improvements in background checks should make such mistakes less likely. In addition, interviews with hiring officials in several performance clusters suggest that officials today are knowledgeable and alert regarding military and criminal history.

PERCEPTIONS

Many managers believe the hiring system has improved over the past few years. However, some craft employees and managers believe problems remain. One postmaster said that the Postal Service is "hiring the best of the worst" and that "hiring policies don't allow us to hire the best qualified."

Many believe that the entrance exams ensure that high-quality workers are hired. One mail handler said employees "have to pass an exam so USPS hires people who are smart for the postal system." On the other hand, some think that the selection process relies too heavily on test scores and not enough on experience. One human resources manager commented that selecting officials need more flexibility not to hire someone. "We need more flexibility not to hire someone without having to justify it—for example, based on a subjective reaction to an interview." Although policies permit skipping over a candidate based on the rule of three, many selecting officials do not feel that they have enough discretion. A postmaster said that the Postal Service "should hire more like the private industry and not with the rule of three because we're not getting the best people for the job." Additional

comments included "hiring is set up so that we hire people we know should not be hired" and "the hiring procedures force us to hire dangerous people."

Many managers feel that the Postal Service cannot be selective in hiring because it needs workers, especially in the current tight labor market. A human resources manager said that "because of the high need for employees, they often have to hire people that seem risky. With the tight labor market, we can't be as selective." Another manager agreed and said that the Postal Service "tends to bend the rules when we're in a crunch." A postal inspector commented, "Management calls and says that they need workers immediately, so hiring procedures are overlooked and people are hired without being screened. There's one guy who works nights who was convicted of attempted murder and he was hired."

Some supervisors feel that because non-career employees have already been screened and trained, they should be given special consideration in the hiring process for permanent positions. One supervisor said, "Casuals who do a good job should be given consideration for hiring. It makes our job harder, once a person is trained, to let them go."

There is a widely held perception among postal employees that veterans are responsible for many of the incidents of violence in the Postal Service. Many managers, supervisors, and craft employees are therefore critical of the preference given to veterans in hiring. Many feel that veterans have psychological problems. One mail handler commented, "One of my counterparts is a Vietnam vet—I walked up behind him and tapped him on the shoulder to let him know I was in back of him—when I did this I was hit in the jaw. He just responded because I touched him." One manager said that the Postal Service is "hiring poor applicants because of veterans' preference. We are hiring people who have mental illnesses and can't deal with stress, so they get PTSD [post-traumatic stress disorder], which leads to violence." A postmaster said he feels that "the Postal Service has the most deadly workforce because of veterans."

Apart from fears related to violence, some supervisors and craft employees simply feel that veterans' preference is unfair. One postmaster said, "I am a veteran and I think it's archaic, having to give preference to veterans." A facility manager reported that because veterans get extra points, the worthy applicants cannot be hired: "The best employees usually score in the 80s and we can't usually hire them because of the vets." One facility manager commented, "We barely screen vets, because we know we have no choice, and they have the most problems and they're impossible to fire."

Some hiring officials interviewed believed they could sustain a decision to pass over a veteran if the decision was based on legitimate reasons and was well documented. Some, however, felt that it was difficult to sustain such decisions. One commented that "from Office of Personnel Management's standpoint, they think you should hire everybody." This person also felt that postal medical officials were not always well trained in how to document medical concerns about applicants to OPM. Another official commented, "We can't get out of [hiring] the disabled veterans. It takes almost an act of God to pass over them."

Our analysis of homicides by USPS employees shows that veterans are not significantly more likely to commit homicide than other employees, once we account for the fact that men—who are almost nine times more likely than women to commit homicide generally—are the majority of veterans. However, hiring officials' comments suggest that in some cases they may make poor hiring decisions because they misunderstand or are intimidated by the requirements of veterans' preference. At least one homicide was committed by an employee who was hired for this reason.

Many of the interview and focus group participants feel that the hiring process takes too long. Interview and focus group participants commented that the background checks take too long. Several supervisors and managers reported that criminal records are often discovered after employees are hired and sometimes after the probationary period is

over, making it difficult to fire the employee. A postal inspector commented that "the local record checks are not done in a timely manner and the applicants are being hired anyway. There are two cases where we found out the employees were convicted criminals, but it was too late because they had already passed the 90-day probationary period."

We reviewed a case in which arbitration overturned the firing of an employee who failed to report a homicide conviction on his application. When the criminal record was discovered, USPS fired the employee for falsifying his application. The employee filed a grievance, and the termination was overturned in arbitration. The arbitrator based his decision in part on the fact that USPS managers did not act for several months after the conviction was discovered. The arbitrator reasoned that managers must not have considered the employee dangerous, because they did not act immediately. This example highlights both the importance of completing background checks on time and the importance of using the information that is uncovered.

NEW EMPLOYEE ORIENTATION

All new Postal Service employees receive a formal one-and-one-half day orientation. The program is intended to teach employees about benefits, leave rules, the zero tolerance policy, equal employment opportunity, diversity, sexual harassment, and other information. Typically, local union officials address craft employees during the orientation.

USPS is currently revising the new employee orientation process. Many other employers use the new employee orientation to indoctrinate new employees into the culture of the organization rather than focusing on the functions of the job. These employers cover the history and traditions of their organization, its values, and its business objectives. In addition, some organizations follow up with new employees after the orientation. USPS's orientation is shorter and more narrowly focused than that offered by some other large employers. Some focus group participants commented that the orientation

seemed inadequate and, as a result, they felt they started their USPS career on the wrong foot.

PROBATIONARY PERIOD

USPS employees tend to stay a long time. Postal employees are twice as likely as employees nationally to have worked for the same employer for more than ten years (59 vs. 29 percent).⁴ Moreover, USPS employees have many protections against firing, including the grievance and arbitration procedures and other appeal processes. For these reasons, a career job offer represents a significant commitment on the part of USPS. While many private employers do not use a formal probationary period at all, they typically have higher turnover and face fewer constraints on firing employees.

Supervisors are supposed to evaluate new craft employees three times during the 90-day probationary period, with reviews by the next level of management. These are the only performance evaluations craft employees ever receive. However, it appears that they do not always occur. According to one official, evaluations are often completed *pro forma*, "on day 89." A number of postal managers suggested lengthening the probationary period. According to one, "Anyone can get through three months. A year would help you detect attendance or performance problems."

Zero Tolerance for Violence

In February 1992, USPS management and most of the employee organizations issued a joint statement on violence and behavior in the workplace. All of the management associations and all of the unions except the American Postal Workers Union signed the statement. USPS has since issued a zero tolerance policy that echoes the joint statement. The policy states that

...each and every act or threat of violence, regardless of the initiator, will elicit an immediate and firm response, which could involve discipline up to and including removal.⁵

Each of the 85 performance clusters is responsible for creating a local zero tolerance policy. Postal policy also prohibits firearms in the workplace.

The 1992 joint statement was published in the *Postal Bulletin*, which is sent to all facilities and posted on bulletin boards. The zero tolerance policy is stated in the *Threat Assessment Team Guide* and is discussed in violence awareness training materials. It is also discussed during orientation for new employees and in a video on workplace environment viewed by all employees during FY2000.

The national zero tolerance policy does not define threats or violence or specify consequences for particular acts. Some local zero tolerance policies are more specific. USPS does not follow a set formula to determine discipline in general. A disciplinary database was established at one time, but it was used only sporadically. Training materials instruct supervisors to consider the following factors in determining appropriate discipline:

- * the seriousness of the offense,
- * the employee's awareness,
- * the employee's explanation,

- * the employee's previous disciplinary record, and
- * the degree of discipline issued to similarly situated employees.

PERCEPTIONS

Most employees—78 percent in our survey—are aware of the policy of zero tolerance for violence. Eighty-eight percent of employees believe they would be disciplined for threats and assaults, about the same as the proportion in the total national workforce (87 percent). But postal employees are three times as likely as the total national workforce to believe that it is hard to fire employees for threats or violence (38 vs. 13 percent). Sixty-one percent of all postal employees believe zero tolerance is effective, but assessments differ among employee groups. Seventy-seven percent of postmasters believe zero tolerance is effective, and 70 percent of other managers and rural carriers think so. Smaller proportions of mail handlers, city letter carriers, and employees represented by the APWU believe the policy is effective (55, 56, and 53 percent, respectively).

Postal employees also have concerns about how fairly zero tolerance is applied. Eighty-six percent of postmasters and 82 percent of rural carriers believe the policy is applied fairly. Sixty-five percent of other managers think so, as do 62 percent of city carriers and 57 percent of APWU employees. Only 44 percent of mail handlers believe zero tolerance is applied fairly.

In a 1997 USPS evaluation of workplace violence awareness training, participants felt that definitions for threats, responses, and consequences were poorly articulated.⁶ In particular, the policy of zero tolerance for violence was seen as poorly understood and unevenly applied.

In the Commission's focus groups with craft employees, laughter was a common reaction to questions about zero tolerance for violence. Some employees believe the policy is a "joke" and ineffective: "We don't have zero tolerance. We have 99 percent tolerance." While some employees think the policy has worked to reduce violence, others feel that it is unreasonable, not enforced, or too aggressive. Implementation of the policy is perceived as inconsistent and favorable to managers. Many employees believe that supervisors are given more latitude than craft employees. Some union representatives share this view, although some feel the policy is effective.

Some supervisors also reacted with laughter when asked about the policy of zero tolerance for violence. Many feel the policy is unreasonable and inconsistently applied. Some supervisors also believe that craft employees get away with violations and that terminations that result from violence are overturned during the arbitration process. Another common complaint is that there is no support from upper management when it comes to enforcing the policy.

Many senior managers interviewed think the policy is effective, that it has helped the USPS communicate standards for behavior, and that it has reduced incidents of aggressive behavior. One official said, "The bar is continually being raised for what constitutes acceptable behavior. More and more, employees speak up when they hear idle threats." Other managers believe the policy is being used and understood inconsistently. One senior manager perceives that the unions do not support zero tolerance and think it is a one-way street. Some managers also complain that disciplinary actions resulting from the policy are overturned in arbitration. Other criticisms are that supervisors do not use it properly, it is not enforced, and it is too reactive.

Perceptions about the zero tolerance policy mirror perceptions about discipline generally. In addition, some supervisors feel overwhelmed by administrative duties and believe they do not have enough time

to follow through on disciplinary actions. Other barriers to effective discipline include concerns about losing employees (and falling behind on operational goals) and fear of retaliation by employees. Some managers think supervisors have insufficient training or communication skills to discipline effectively. Many supervisors complain that there is no support from upper management when actions are taken to arbitration. "I've tried writing them up; nothing happens. Supervisors get frustrated, so they look the other way."

Violence Awareness Training

Compared with other organizations visited by Commission staff, the Postal Service has very comprehensive workplace violence awareness programs. Some organizations offer training only to their managers, and other organizations have no programs. The Postal Service has two national workplace violence awareness programs. Both introduce the problem of workplace violence to employees and provide them with tools to prevent it.

The first program is an eight-hour awareness course that has been offered to all postmasters, supervisors, managers, and local union leaders. It was initiated in 1996. More than 60,000 postmasters, supervisors, and managers (more than 71 percent of non-craft employees) participated in 2,773 classes. Some union officials also participated, although there is no documentation of the extent of union participation. Elements of the program have been incorporated into training for new supervisors and other management training programs. The second program is a one-hour presentation for craft employees and new employees. This program was introduced in the fall of 1999.

The awareness program for managers reviews warning signs of workplace violence, strategies to prevent it, anger management, crisis management planning, and resources such as the Postal Inspection Service and threat assessment teams. The awareness program for craft employees consists of seven parts, which can be presented in one session or separately at weekly safety talks by supervisors.

In FY2000, four hours of workplace environment training are required for all craft and management employees, including a national video message that counts for one hour. The remaining three hours are to be developed at the area and district level, including an hour (for craft) or two hours (for management) devoted to sexual harassment prevention training. The areas and districts may

choose to use the workplace violence awareness program to fulfill one hour of this requirement. The FY2000 mandatory workplace environment training is the only required training for craft employees in interpersonal skills.

USPS has consulted the unions in developing these programs, but they are not joint programs.

PERCEPTIONS

The Commission's survey shows that 44 percent of postmasters and 69 percent of other managers say they have participated in workplace violence training. Fifteen to 19 percent of craft employees say they have participated. The national program for craft employees was just being introduced at the time of our survey, so these craft employees presumably participated in locally developed programs. Among those participating, more than 80 percent rate the programs favorably. The positive ratings are similar across management and craft employee groups.

In 1997, USPS assessed the workplace violence awareness program for managers. Focus groups with participants showed that the program was regarded as useful and effective in elevating awareness of contributing factors, warning signs, and responses to potential and actual workplace violence. Participants saw a need to extend the program to craft employees and to provide follow-up or refresher courses.

Threat Assessment and Crisis Management

In 1997, USPS developed procedures for threat assessment and crisis management. Each of the 85 performance clusters is required to maintain a threat assessment team (TAT) and a crisis management team (CMT). A TAT has been established for headquarters, and a headquarters CMT is under development. The TAT's purpose is to assess threats and develop plans to reduce the risk of violence. The purpose of crisis management is to respond to violent incidents by caring for victims and their families and establishing an orderly return to normal operations. Some of the same staff participate in the two teams, such as medical staff, human resources staff, and employee workplace intervention analysts. The threat assessment handbook mentions employee representatives as *ad hoc* resources. The crisis management handbook does not mention a role for employee organizations. However, in at least one USPS district, unions participate in the crisis management and threat assessment teams.

THREAT ASSESSMENT

At a minimum, local TATs are supposed to meet once each quarter. All TAT members are supposed to attend a two-day orientation. The threat assessment process includes collecting information, assessing risk, and assisting management in developing plans to reduce the potential for violence.

The Office of Workplace Environment Improvement at headquarters provides guidance for TATs. Staff respond to questions from TATs and facilitate training. Monitoring of TATs occurs at the area level, and TAT data are stored at the local level. Activity is not tracked or monitored at the national level. There was discussion of creating a national system, but the idea was deemed cost-prohibitive and unnecessary.

Management's ability to defuse volatile situations by transferring employees is limited because most craft positions are filled through a strict seniority system governed by the national agreements. Employees transferring between facilities lose seniority and may have to switch to a less desirable shift or function. One employee wrote to the Commission explaining that the man who had sexually abused her when she was a child was a regular customer at her post office. She refused an offered transfer because it would mean a change in shift and a longer commute. An employee who chose to transfer wrote, "I used to work for the ...district, this is where I saw a numerous amount of violence. I have moved in the last year and transferred to the...district, they do treat employees like people. No violence here. The only stress is that when you transfer from one place to another you must become a PTF [part-time flexible] which means no set schedule—all crazy hours—and you must work six days a week. This creates a lot of stress on your home life."⁷

Threat Assessment Team Audits

The Office of Inspector General (OIG) is conducting a series of audits of violence prevention activities in 28 USPS performance clusters. Two audits were available as this report was submitted, covering the Milwaukee and Suncoast performance clusters.⁸ They noted that the performance clusters did not follow many of the violence prevention policies and procedures outlined in the *Threat Assessment Team Guide*. For example, in the Suncoast performance cluster, only two TAT members had received the TAT orientation training, the TAT did not meet quarterly, and all employees were not informed of the existence of the local TAT. Southeast Area management planned or implemented actions that OIG considered responsive to the specific issues identified in the report.

Perceptions

Some TAT members we interviewed were unclear about their roles or had never participated in TAT meetings. In some performance clusters, the TAT did not meet regularly. In some performance clusters, members consulted other members on an *ad hoc* basis only.

Some managers said they are not sure if threat assessment works. They feel that people are reluctant to report threats or individual names. On the other hand, some reported that they have done the TAT planning and it is working. Others believe that since the introduction of threat assessment, employees are less willing to ignore strange behavior and threats. They believe managers are now reporting threats more frequently.

However, survey results show that postal employees are less likely than employees in the national workforce to report victimization to someone in authority. More postal employees than employees in the national workforce reported physical assaults to no one (33 vs. 27 percent). Fewer postal employees than employees in the national workforce reported physical assaults to a supervisor or manager (42 vs. 48 percent), to Inspection Service or security personnel (5 vs. 8 percent), or to local police (3 vs. 8 percent). In contrast, postal employees were six times more likely than employees nationally to report physical assaults to a union official (18 vs. 3 percent).

Threat assessment teams were not well known among craft employees participating in focus groups. When asked what they would do if they felt threatened, some craft employees responded that they would not report the threat but would instead handle the situation themselves. Some employees laughed and scoffed at this question. Other employees said that if they were threatened, they would talk to their peers, go to their union, or call the police. Some craft employees expressed frustration about reporting threats to management. Some would not report a threat because they fear retaliation. Others believe that there is a lack of

response from management and the Postal Inspection Service when they report threats. Several craft employees said that they would have nowhere to go if the aggressor was a manager.

The comments included these:

- * "I reported a situation to personnel; it was a week and a half before they called me about it."
- * "You can't report it within the office in certain offices, because there is a clique between the supervisor and the postmaster. If you report to the supervisor, he will laugh."
- * "What options do we have to report something? There's no one that seems to be neutral that you can go to that's not going to cut your throat later. If you report something, you are going to get it later on."
- * "My supervisor was hollering at me and I went to his supervisor—he took care of the situation."
- * "Sometimes, when you tell a manager, they just dismiss the issue or tell you to follow instructions."
- * "My supervisor told me to 'just shut the hell up.' I told her manager; she laughed."

FITNESS-FOR-DUTY EXAMINATIONS TO ASSESS DANGEROUSNESS

One component of threat assessment may be a fitness-for-duty examination to assess dangerousness. While fitness-for-duty exams are most commonly used to assess physical capacity—for example, after an on-the-job injury—they may also be used to assess behavioral concerns. USPS uses fitness-for-duty (FFD) exams to assess dangerousness when there is a question of whether mental health conditions might make an employee dangerous to himself or others at work. Management may discipline an employee for refusing a fitness-for-duty exam. USPS appears to be unusual in having a systematic approach and national guidelines in this area.⁹

The USPS medical and nursing staff manage the fitness-for-duty exam process. The national medical director provides guidance and consultation. Postal management has developed new draft guidelines for fitness-for-duty exams, consolidating existing scattered materials to clarify and codify existing policy and practice.

The draft guidelines state that behavioral reasons for requesting an exam may include an increase in unscheduled absences or unexplained lavatory usage, changes in behavior or work performance after breaks, changes in behavior toward fellow employees, deterioration in personal hygiene and cleanliness of the work location, or inattention to duties and deterioration in concentration and memory. It is the responsibility of the supervisor to request a fitness-for-duty exam, with concurrence from the installation head. In most instances, before requesting a fitness-for-duty exam on the basis of an employee's behavior, the guidelines suggest the supervisor should first approach the employee for a private, confidential discussion, including an offer of services from the occupational health or employee assistance programs.

The occupational health nurse administrator and the labor relations specialist review the request in consultation with the human resources manager, and the nurse administrator arranges an appointment if appropriate. An emergency fitness-for-duty exam may be arranged immediately in cases of acute behavior such as substance abuse, direct threats, altercations, or argumentative behavior.

A manager who suspects that an employee is under the influence of alcohol or drugs may request an emergency fitness-for-duty exam. If the exam is approved, the employee is required to cooperate and may be disciplined for refusing to cooperate with the exam. However, according to USPS management, "the Postal Service has agreed with the postal unions that decisions about when to administer drug tests during fitness for duty examinations shall be the responsibility of medical personnel, not postal managers or supervisors."¹⁰

Physicians employed or selected by USPS carry out fitness-for-duty exams. All general fitness-for-duty exams are supposed to include a mental status evaluation. Typically a psychiatric exam is not requested without a prior general exam. If the initial exam suggests a psychiatric evaluation is necessary, a board-certified psychiatrist, in consultation with the senior area medical director, should carry out the exam. In some cases, the examiner may recommend a referral to a practitioner with experience evaluating potentially violent individuals. In assessing dangerousness, examiners should address questions such as:

- * Does the employee pose a threat?
- * What is the nature and severity of the potential harm?
- * What is the likelihood that the potential harm will occur?
- * What is the imminence of the potential harm?
- * What actions are required to contend with or relieve the problem?

It is not typical for the examiner to interview management or coworkers. If there are indications of a direct threat, the examiner should be asked to recommend appropriate actions to protect the employee and others. If the employee does not represent a clear and direct threat to an identifiable target, the examiner should be asked to recommend treatment or other actions to guard against deterioration of the condition. Management might require an employee to receive counseling or might require the employee to provide ongoing medical documentation to demonstrate compliance with treatment. If an employee is found not fit for duty as a result of drug or alcohol toxicity, the employee is re-tested before any return to duty.

The nursing and medical staff are responsible for interpreting the findings and recommendations to management and to the employee. According to the guidelines, the national medical director should be consulted in interpreting all psychiatric fitness-for-duty exams.

In some districts, the employee workplace intervention analyst (EWIA) and other staff develop a return-to-work plan and coach the supervisor when an employee is found fit for duty. This practice is not universal. The rationale for this practice is that the request for a dangerousness assessment suggests that there is some problem the supervisor does not know how to handle, even if the employee is found fit for duty. The experience of an FFD exam may be humiliating and difficult for the employee, aggravating a situation that is already problematic. The employee may feel victimized, the supervisor feels his efforts were futile, and neither one has any improved ability to deal with the problems that led to the request. A return-to-work plan can address the pre-existing issues and any difficulties created by the exam.

Currently training for fitness-for-duty exams is provided to all threat assessment teams, but the fitness-for-duty guidelines do not require coordination with the threat assessment teams. Guidance on how and when to request fitness-for-duty exams is not included in the Associate Supervisor Program or workplace violence awareness training.

No centralized records on fitness-for-duty exams are kept at the national level. Some performance cluster staff estimate that they request exams for mental health concerns a few times a month; others report that they see such requests only about once a year.

Perceptions

Some managers believe supervisors do not know how or when to request an FFD. One official commented, "Supervisors don't know what kind of information to provide in requesting an FFD. Often the requests are full of postal jargon, or more about performance than behavior."

Opinions vary about the adequacy of advice received from fitness-for-duty practitioners. While several medical staff interviewed feel the advice from outside practitioners is satisfactory, some EWIAAs have concerns. One medical officer said, "The level of expertise is excellent. They will reassess employees if necessary, they understand our

environment, they visit our sites to learn about it." On the other hand, an EWIA in a different location suggested that practitioners might not know enough about the postal work environment to make good assessments. Another EWIA commented, "The medical unit and I have different philosophies about providers. They think any board-certified psychiatrist can do it. I think FFD and dangerousness are very specialized; they need someone who understands the work environment. We need people with forensic practice, experience with dangerousness, experience with people who may not tell the truth."

Several field medical staff whom we interviewed appeared unaware of the requirement to consult with the national medical director on psychiatric FFDs.

Some managers commented that getting a fitness-for-duty exam is a very lengthy process. According to one manager, "If it goes to a third opinion, it can take a year. It may add stresses to the employee because it takes a long time."

CRISIS MANAGEMENT

The purpose of crisis management is to prepare employees to manage incidents of violence or natural disasters, to provide for the care and support of victims and their families, and to establish an orderly return to normal operations. At a minimum, USPS requires each of the 85 performance clusters to establish a crisis management team, develop and implement a local plan, and provide crisis management training. A team is also being developed for headquarters. USPS's approach to crisis management is more thorough than that of some other large organizations.

Performance cluster leadership is responsible for ensuring that local, customized plans are made available to each facility. Each facility is responsible for ensuring the availability of a crisis management plan in readiness for violent crises. Performance clusters have the responsibility for ensuring that supervisory or managerial employees are familiar with the plan and are prepared to respond when necessary. At the local level, postal inspectors are

asked to check with performance clusters each year to make sure their crisis management plans are in place and up-to-date. Inspectors are supposed to report their findings to the Inspection Service, but national data are sketchy. Reporting requirements and format were strengthened starting October 1, 1999.

Crisis management training includes initial training and simulations. Some knowledge is shared when staff participate in crisis simulations in other performance clusters. The area manager of human resources is responsible for ensuring that the simulations occur. Headquarters staff keep a record of the crisis simulations that are scheduled and conducted in the field. Seventy-four of 85 performance clusters conducted simulations during 1999.

Communications During a Crisis

Communications program specialists (CPSs) in the field are assigned to cover designated geographic areas. CPSs are members of the crisis management teams. Field staff typically handle local situations with guidance from headquarters.

A CPS immediately travels to the scene when notified of a violent incident. There should be a designee, typically a manager or human resources official, who can handle internal and external communication until the CPS arrives. The CPS sets up a command center, often located away from the scene in order to draw the media away from the incident. As soon as possible, the CPS briefs the press and may issue a press release. It is the goal of the communications team to maintain open communication and to provide a consistent message and information to the media. The CPS also keeps local employees and headquarters informed.

The level of effort depends on the severity of the incident. After a serious incident such as a homicide, the CPS might stay on site for several days to talk to the media and employees about the situation. Headquarters might also share information with employees nationwide.

Perceptions

Managers at all levels of USPS generally have positive perceptions about the crisis management plans and team preparedness. Most believe that crisis management team members know their roles and are well prepared. Most team members we interviewed understood their roles, had participated in a recent simulation and found it useful, and felt well prepared to respond to a crisis.

Systems for Monitoring Violence and Potential Violence

USPS has established the Office of Workplace Environment Improvement to lead efforts to monitor the work environment and to develop initiatives to improve it. Through a number of systems, USPS collects a great deal of information about violence and potential violence, considerably more than some other private and public organizations. Some of the information is integrated, but some is not. USPS does not integrate data on substance abuse problems, such as information from fitness-for-duty exams, data on use of employee assistance programs, and drug testing results.

WORKPLACE ENVIRONMENT INDICATORS

The Office of Workplace Environment Improvement collects and distributes information on a range of workplace environment indicators at the performance cluster level, including EEO complaint rates, grievance rates and win rates, employee survey results, diversity activities, and recognition dollars. The purpose of the workplace environment indicators is to focus organizational attention on these issues. Only employee survey results are currently available for units smaller than performance clusters.

TROUBLED WORK SITE IDENTIFICATION

In January 1998, USPS set up a procedure for identifying sites where violence might erupt. The Office of Workplace Environment Improvement and the National Workplace Environment Advisory Committee oversee this process. The committee includes representatives from postal management, the Postal Inspection Service, the Office of Inspector General, the management associations, and the unions.

The committee reviews lists of troubled sites submitted by the areas as well as sites identified by unions, management, or others. The Office of Workplace Environment Improvement reviews action plans developed by the field to ensure that they address workplace problems, follow an appropriate timeline, have measures of success, and have adequate follow-up. The committee and the Office of Workplace Environment Improvement provide consulting to aid the areas in carrying out their plans and in getting their sites off the troubled site list. It is the responsibility of the areas to carry out their action plans and to request that their sites come off the troubled site list. However, it is the committee's role to make the final decision to remove a site from the list.

As of April 2000 the list of troubled worksites included 61 locations out of 38,000 postal facilities. The troubled sites ranged from small post offices to large facilities. The committee was considering removing 20 sites from the list because area management had taken sufficient action to reduce risk.

In 1998, the OIG audited the process and recommended clarifying the criteria for troubled work sites.¹¹ A number of changes were made in response. The OIG plans to conduct a follow-up review.

SHARING LESSONS FROM LOCAL EXPERIENCE

A number of mechanisms exist for sharing lessons from local experience in violence prevention and related areas. The Office of Workplace Environment Improvement has established a "toolbox" on the USPS intranet that offers descriptions of local improvement initiatives as well as links to outside resources. Staff from that office also provide informal guidance and share information about local

initiatives at meetings of relevant staff. Training materials also describe local initiatives. In 1998, headquarters sponsored a national conference for employee workplace intervention analysts from around the country, but national conferences for staff engaged in violence prevention are not regularly scheduled. Some communication occurs at the area level as well. For example, in the Northeast Area, the nine local threat assessment teams meet together regularly. USPS also sponsored two national symposia on workplace violence in the mid-1990s.

NATIONAL ASSAULT AND THREAT REPORTING SYSTEM

Beginning in the early 1990s, the Postal Inspection Service created the Assault and Threat Reporting System (ATRS), an electronic database. In contrast, some other large employers do not maintain any centralized records of violent incidents. Data include:

- * incident type
- * description of participants
- * motivational factors
- * nexus to postal employment
- * location of incident
- * witness data
- * participant information such as demographic characteristics and criminal, military, and disciplinary history.

Inspectors share information from ATRS with their local threat assessment teams, and headquarters human resources staff use Inspection Service reports to monitor the effectiveness of violence prevention initiatives. ATRS data are not included in the workplace environment indicators.

EMPLOYEE ASSISTANCE PROGRAM INFORMATION SYSTEM

The Employee Assistance Program Information System (EAPIS) generates activity reports with aggregate information on the number of employee assistance program appointments and the types of problems reported by employees. This information is not included in the workplace environment indicators.

OFFICE OF INSPECTOR GENERAL

The Postal Service's Office of Inspector General (OIG) was made a separate entity in 1996 to conduct audits of Postal Service finances, operations, projects, policies, and procedures, some of which relate to violence and violence prevention. Before 1996, the Inspector General functions were the responsibility of the Postal Inspection Service. The OIG selects audit topics by conducting research and risk assessments, asking USPS management for suggestions, and reviewing requests from Congress.

The OIG maintains a 24-hour hotline for reports of fraud, waste, abuse, and mismanagement, and maintains a database of complaints received through the hotline and other avenues. In 1998, the OIG issued a review of the violence prevention program in the Milwaukee performance cluster. In the fall of 1999, the OIG began audits of the threat assessment process, with plans to complete audits in 28 performance clusters.

PERCEPTIONS

Field managers generally resent the troubled worksite identification process, although some believe it has promise. Despite efforts to clarify the process and the criteria, some managers in the field continue to have trouble understanding why certain places are named as troubled work sites and what can be done to resolve the problems. Union views are mixed. One union official said, "We are pleased with how the process has evolved.... We have learned to trust each other. In many instances we have been able to resolve, calm down, and correct

serious problems. I couldn't be more pleased." In contrast, another union official said the process "caused us a lot of problems because they just pulled names out of a hat."

Some managers believe it is hard to get people to focus on workplace environment indicators because they are accustomed to focusing on finances and service. Some managers believe the Postal Service should have a national system for tracking threat assessment team activity, showing the number of threats in each performance cluster, the number of team responses, risk abatement plans, and case management.

Security

The chief postal inspector is the security officer for the Postal Service. The Postal Inspection Service approves expenditures for security personnel or devices in excess of USPS standards. There are USPS security coordinators at the area level and security control officers (SCOs) at the facility level.

Most facilities employ some type of access control, ranging from controlling the issuance of keys at a facility to sophisticated computer access control systems, including access cards and associated hardware (mantraps, turnstiles, etc.). In selected facilities, clear plexiglass partitions form a physical barrier between front line post office personnel and the general public.

Additional security measures in some facilities include:

- * closed-circuit TV systems to view parking lots, building exteriors, post office box areas, and designated high-value locations, such as registry areas;
- * concealed lookout galleries that run throughout a workroom floor; and
- * alarms and sensors.

All employees are charged with the responsibility of preventing unauthorized individuals, including off-duty employees, from entering restricted areas. To ensure postal safety, employees are expected to report all unsafe building or working conditions to their supervisor or their local SCO. Employees are also expected to report any disturbances or improper conduct on the part of individuals while on postal premises.

The Postal Service has a proprietary security force of approximately 1,500 postal police officers at 56 postal facilities in major metropolitan areas. Their duties and responsibilities are limited to postal-controlled property. They have no authority to

pursue suspects beyond postal property. State and local police have the same jurisdictional rights on postal property as on any private property, if their activities do not unduly interfere with postal operations or violate federal laws. An exception is property designated as exclusive jurisdiction.

The Postal Inspection Service may authorize a contract security force at selected postal installations, consisting of unarmed, uniformed personnel assigned to provide perimeter security and access control. In an emergency, facility managers may obtain temporary contract security without prior approval but must notify the local inspector in charge as soon as possible. The Postal Inspection Service conducts background checks on contract security personnel, but vendors reportedly sometimes assign substitutes when guards prescreened by the Inspection Service are unavailable. The security firms are also required by contract to conduct background checks of their employees, including fingerprinting.

The Postal Service piloted a training program in 1992 for SCOs in the Chicago area. Since 1995, the Inspection Service has provided ongoing training for facility SCOs and their Inspection Service liaisons.

Letter carriers on delivery routes do not routinely carry cell phones or radios, but some postal districts have provided cell phones to carriers under a variety of arrangements. In several localities, local telephone companies have donated cell phones, sometimes programmed to dial only 911 or the local post office. In some localities, the carriers' use of cell phones is a cooperative arrangement with local law enforcement, with the twin goals of providing security for carriers and enhancing community safety, because carriers can call for help if they observe emergencies. Some localities provide cell phones to individual carriers if they have been threatened or assaulted.

SECURITY AUDIT

The Postal Inspection Service reviewed 21 major postal facilities during late 1997 and early 1998 to evaluate:

- * the implementation and effectiveness of the Security Control Officer program;
- * the budgeting process for security in major facilities; and
- * existing physical security at major facilities.¹²

The audit found that the SCO programs ranged from very active to nonexistent. There was no system for budgeting and tracking security-related equipment and projects, and the levels of facility security varied greatly, based on many factors, such as age of facility, location, and risk analysis. The Inspection Service recommended that a position (area security coordinator) be created in each area to coordinate security issues. These positions have been created and their responsibilities include coordinating the security budget of the area and ensuring that facilities are properly secured.

PERCEPTIONS

Many employee focus group participants and a few management interviewees believe plant security is inadequate because there are too many ways to gain access to the workroom floor. They cite poor security at back doors, unlocked doors, and strangers not being challenged. The general feeling is that virtually anyone can gain access to a facility because back doors typically are not locked. Managers cite the frequent loading and unloading of vehicles throughout the day and night as the primary reason for this practice.

One employee said, "They had an incident where some gang guys...were out shooting at each other and the guys actually ran through the back end of the facility shooting at each other." Another said, "That's a real safety issue that just anybody can just walk into your place of employment." On the other hand, in our survey, only 29 percent of postal employees say their workplace is open to the public,

compared with 49 percent of the national workforce, and rates of victimization by outsiders are lower in the Postal Service than among employees in the national workforce. Postal employees are less than half as likely as those in the national workforce to say that what they fear most at work is customers or other non-employees (6 vs. 12 percent).

Some focus group participants and managers suggest that letter carrier security could be enhanced by the use of some kind of mobile communications system. Comments from letter carriers included these three: "The most insecure place is out there in the vehicle. We need a communication system." "First of the month, when you've got all those checks..." "I had a flat tire and I had to wait until another carrier came by with a cell phone."

While on their delivery routes, carriers are alone, carrying valuable items, in contact with the public, exchanging money, and sometimes working in high-crime areas. These are all risk factors for violence by non-employees.¹³ In light of these risk factors, rates of victimization for carriers are surprisingly low. Fewer than one percent of city and rural carriers were physically assaulted by an outsider in the past year, compared with six percent of all service workers. On the other hand, since 1986, nine out of 14 victims in homicides of postal employees by non-employees were carriers.

Employee Assistance Program

The Employee Assistance Program (EAP) is a broad program that offers free, voluntary, confidential counseling to assist all postal employees and their families with personal, emotional, and work-related problems. The Postal Service has one of the largest employee assistance programs in the world. About four percent of Postal Service employees use EAP services each year. Postal employees may access services by calling a 24-hour toll-free number.

Among the most common concerns that EAP counselors address are emotional distress, job-related problems, family difficulties, and alcohol and other drug abuse problems. Employees may request counseling on their own, or others may refer them. Two thirds of users refer themselves.

Management is encouraged to make referrals to EAP. A supervisor, manager, or medical official who believes that an employee's problems may be contributing to unacceptable behaviors or work performance may consult with the EAP counselor before referring the employee to EAP. Managers may not discipline an employee who refuses to attend EAP counseling.

There are some limited exceptions to the confidentiality of EAP services. For example, when the law requires notifying authorities of imminent violence, then the counselor must notify authorities.

The program currently includes the equivalent of 210 full-time EAP counselors, located both at postal facilities and off-site. The program also has access to more than 5,000 affiliated counselors for referrals. Counselors must have at least a master's degree in a mental health field and three years of postgraduate, professional counseling experience, and preferably a current state license or certification as a mental health professional.

EAP counselors are trained by employee and workplace intervention analysts (EWIAs, see below)

to understand the culture and climate of the Postal Service. Counselors not only provide direct clinical services to employees but also act as consultants to Postal Service management and union officials. Counselors assist the analysts in developing and implementing a local marketing plan that is included in employee orientation, union briefings, supervisor training, and health and wellness seminars.

EAP grew out of the Program for Alcoholic Recovery, established in 1968. The program was originally staffed by postal employees who were recovering alcoholics. Over time, the program expanded to address a broad range of personal problems and began using staff other than recovering alcoholics. In 1993, USPS shifted to purchasing EAP services from outside contractors.

The usage rate of EAP has quadrupled over the pre-1993 rate. The USPS EAP has received a number of awards. In 1990, EAP received the Office of Personnel Management Director's Award for Outstanding Employee Health Services Programs. More recently, the program received the 1998 EAP Digest Quality Award, the 1999 National League of Postmasters Award, and the 1999 EMA Pinnacle National Service Award from the Society of Human Resource Management.

JOINT UNION-MANAGEMENT OVERSIGHT

At the national level, the American Postal Workers Union (APWU) and the National Association of Letter Carriers (NALC) participate with management in a national joint committee that provides direct program guidance for the EAP. Union representatives also participate in a national EAP advisory committee that provides general oversight. In addition, in five performance clusters there is joint local oversight of the program. In 1992, APWU and

NALC filed grievances when the Postal Service was planning to shift to contracted services. As a result of a settlement, pilot sites were established to determine the best model for the EAP in the Postal Service. Based on a national audit, five pilot sites (St. Louis; Philadelphia; Los Angeles; Springfield, Massachusetts; and Detroit) were able to continue to jointly manage their EAP. Of the five sites, two use internal counselors, one uses the national vendor, and one uses a combination of internal and external counselors.

The local joint committees typically consist of the human resource manager, union representatives from APWU and NALC, a representative of the National Association of Postal Supervisors, the EWIA, and the EAP counselor supervisor. Headquarters provides training for the committee members on how to jointly administer the program.

In interviews, committee members at all of the sites said they felt that the success of joint management of EAP had spilled over into other areas. Some of the committee members said they approach all labor relations issues with the same attitude they bring to the joint EAP committee. Union officials in these performance clusters feel that the joint oversight lessens craft employees' view of the program as an arm of management and increases their willingness to use it. They also believe union stewards are more likely to refer employees to the EAP because of the joint oversight.

EMPLOYEE WORKPLACE INTERVENTION ANALYST

The employee and workplace intervention analyst (EWIA) position was established in 1993 to help improve the workplace environment and to facilitate the local administration of the EAP counseling program. There is one EWIA in each of the 85 Postal Service performance clusters. These analysts have at least a master's degree in the behavioral sciences but do not provide direct clinical service or counseling to individual clients.

EWIAs identify systemic problems in the work environment and advise management on potential solutions. They also coordinate the activities of the EAP within their clusters. EWIAs provide most of the Postal Service's workplace violence awareness training. Typically they play a lead role in crisis management and threat assessment.

PERCEPTIONS

In our survey, 85 percent of employees had heard of the EAP, and 15 percent said they had used it within two years. Seventy-one percent of users rated the program as good or better. Postmasters are most likely to rate the program positively (83 percent), and mail handlers are least likely (62 percent). In USPS surveys, EAP consistently receives a 95 percent satisfaction rating from users. However, our survey shows that 16 percent of all USPS employees believe the program is used to punish employees. Nineteen percent of mail handlers and city letter carriers, and 15 percent of APWU employees, believe the program is used this way. Seven percent of postmasters, six percent of other managers, and nine percent of rural carriers believe the program is used to punish employees.

In focus groups, many participants commented that the counselors are very professional and the services are comprehensive. Most employees who had used EAP services said the services are very confidential. Several concerns were raised about EAP, though, including the confidentiality and accessibility of the services, counselors' lack of familiarity with the postal environment, and the lack of mandatory referrals.

No employees cited specific examples of the violation of confidentiality, but several employees said they would not use the EAP because they believe nothing is a secret in the Postal Service. For example, one rural carrier said, "I'm scared of it because I don't know about the security. I don't know who it comes back to, if they are required to report back to the USPS about the problem. The person who could be the problem is the type who would try to get you back." One mail handler said,

"I don't care that it is free—I don't want my job knowing my business."

Furthermore, some employees said EAP is "viewed as management, therefore the EAP staff cannot be trusted." Supervisors and managers said they are aware that employees think the services are not confidential. But supervisors and managers feel the services are very confidential because they receive no information about employees they refer to EAP.

Some employees, managers, supervisors, and union officials said they preferred the program when peers (postal employees) were the counselors. For example, several employees and supervisors agreed with the comment, "There used to be a feeling of camaraderie with the counselor. That feeling doesn't exist anymore." Several employees, managers, supervisors, and union officials also said that the EAP counselors do not seem to understand the Postal Service's culture.

A number of supervisors and managers criticized the policy prohibiting discipline if an employee refuses to attend EAP counseling. Because they cannot make someone go to EAP, the supervisors and managers said they are not sure what they can do to address suspected problems like drug or alcohol abuse by employees.

Some employees complained about limited hours, waiting times to get an appointment, or unavailability of counselors nearby. Some commented that they prefer off-site locations for EAP counselors, because other employees are less likely to see them coming or going. On the other hand, some employees complained that counselors are not available on-site at their facilities.

A number of managers had positive comments about the employee workplace intervention analysts, such as "wonderful," "helped a lot," "good at predicting who might be a problem employee." One manager said the analyst's "primary responsibility is to be our eyes and ears, the person who finds a safe haven for people who have problems."

Terminations

Being fired is a traumatic event that often leads to anger and may lead to violence. Several homicides by USPS employees occurred after the perpetrators were fired. In a national survey of employers, human resources executives estimated that firing was a motivator in about one in five violent workplace incidents.¹⁴ Employees' anger about being fired often focuses on the way they were fired.

TRAINING FOR MANAGERS

USPS has piloted a training program, "Separation: A Peaceful Parting" to teach managers to defuse the potential for violence when they must fire an employee. Pilot sites are Kansas City, New York City, Oakland, and Salt Lake City. These sites volunteered to try the program, and as we submitted this report USPS was reviewing its effectiveness.

The program provides training to employee and workplace intervention analysts, medical professionals, human resources and labor relations professionals, and senior operations managers. Training is currently limited to more senior managers rather than all line supervisors. If a supervisor must discharge an employee, it is expected that the supervisor will consult a senior manager who has been through this training to get support and guidance. The program's purpose is to teach techniques and observation skills to defuse the potential for violence when an employee must be fired.

The training reminds participants that the groundwork for safe separation begins with their daily interactions with employees. Program objectives are to help supervisors and managers:

- * recognize the warning signs often associated with violent acts;
- * identify and use internal resources during a separation process, such as the threat assessment

team, management organizations, EAP, employee workplace intervention analysts, and shop stewards; and

- * conduct a safe and effective meeting after the proposed notice of removal is provided to the employee.

ARBITRATION DECISIONS

An employee who files a grievance over a termination and loses is essentially losing his job for a second time. Two homicides by postal employees occurred immediately following arbitration decisions that upheld their firing. As the employees' representatives, the unions are responsible for notifying employees of arbitration decisions. The unions do not have standard practices for notifying employees of such decisions. Union officials say they would typically notify the employee by phone or in person as well as by letter. One arbitrator interviewed by the Commission commented that "It is very haphazard how information is relayed to the grievant. The letter sent to the union might be opened by a secretary, and she might tell the employee, who is usually calling in often to find out." The perpetrator in the multiple homicide at Royal Oak, Michigan, had been notified by a message left on his answering machine.

Management Skills

Management's desire for a new organization culture and better relationships between management and employees has been communicated in many USPS corporate publications. For example, in the December 1998 issue of the in-house magazine *Leadership*, the Postmaster General was quoted as focusing on four key values for USPS: fairness, safety, opportunity, and pride.

TRAINING

Ongoing national training initiatives to improve the interpersonal skills of managers include the Associate Supervisor Program for first-line supervisors, the Career Management Program for mid-level managers, the Postmaster Core Curriculum, the Advanced Leadership program for senior managers, and workplace violence awareness training for all employees. The USPS philosophy is that employee development is the responsibility of the individual, although the manager may be involved. Much of the training at the Postal Service is decentralized and is handled at the area and performance cluster level.

In 1992, training expenditures and hours were cut by 40 percent. This meant that many managers had no training at all for a significant period of time. However, training has increased since 1995, and efforts are under way to ensure training for all managers. Twenty hours of training per year is mandatory for employees in grades EAS 15 and above. Training for subordinates is included in executives' merit performance evaluations.

In 1997-98, the Postal Inspection Service completed an audit of executive development.¹⁵ The audit concluded that USPS did not have a comprehensive program for executive training and development; there was no measurement of the results of training and development programs; USPS lacked a defined career training track for its managers; and data on

training was lacking. Management's responses to the audit included some of the new training programs listed above.

COMMUNICATION

A number of areas, performance clusters, and individual facilities have initiated local efforts to improve communication. For example, the Allegheny area has implemented the STAR (Sharing for Team Allegheny Results) program, which includes daily five-minute two-way discussions for managers or supervisors and their work units. This program is featured in the national video that is part of the required four hours of work environment training in FY2000.

The weekly safety talk is a nationally mandated face-to-face meeting between supervisors and craft employees. Supervisors hold these talks on the workroom floor for each shift. Communication materials are provided in some areas to help supervisors prepare and deliver these talks. Typically, these talks include safety and security information, performance updates, and announcements. Information about the EAP and other employee services is sometimes provided during the safety talks. Violence prevention has been a topic in some locations.

ASSOCIATE SUPERVISOR PROGRAM

The Associate Supervisor Program (ASP) includes both selection and training components. Instead of the past practice of promoting employees primarily from the ranks of craft employees directly to first-line supervisor positions (often with no training), employees are now required to graduate from ASP before they apply for supervisor positions. As of February 2000, three years after ASP was

introduced, USPS had more than 7,000 ASP graduates among 60,000 managers and supervisors.

Most ASP participants are selected from craft employees, although selection from outside USPS is increasing. Examinations for selection into ASP are cognitive tests measuring math, reading, and analytical skills. There is also a structured interview for all applicants. All applicants are evaluated on human relations, leadership, and communication abilities. Scores from interviews and cognitive tests are totaled and ranked. Veterans' preference applies only for outside candidates. After a 16-week on-the-job and classroom training program, ASP graduates are available for acting supervisor assignments and are eligible to apply for first-level supervisor positions. Some districts provide support for ASP graduates, such as reunions, follow-up interviews, or support groups.

SUPERVISOR KNOWLEDGE OF UNION CONTRACTS

A 1998 survey of supervisors by the Office of Inspector General¹⁶ found that only 42 percent rated themselves as "extremely" or "very" knowledgeable of union contracts, and 83 percent considered themselves self-taught. A 1999 OIG report¹⁷ found that supervisors believed it was inappropriate for them to resolve many types of grievances or that they lacked authority to do so. Instead, they automatically denied all grievances or failed to meet with employees and union representatives. The grievances then moved on to the next, more formal stage in the process. In our interviews a number of managers made comments consistent with these findings. For example, one manager said, "Supervisors don't do enough to resolve things early at step one.... We need to try to communicate that they do have authority to resolve issues."

In FY1999, USPS provided a four-hour course on labor relations, aiming to reach 29,000 supervisors and managers. The course emphasized treating employees with dignity and respect, contract compliance, and communication.

PERCEPTIONS

We heard many positive comments about individual managers and supervisors. In addition, many top managers at headquarters and in the field are making concerted efforts to change the culture and the predominant management style. One field manager described his efforts to change the culture by saying, "The 'damn it do it' style has no place here." The Commission's survey results show that USPS employees' views of management are less positive than the views of employees nationally, but a majority of postal employees say that managers are fair, communicate about plans, and give credit and praise. In addition, the survey shows that postal managers' self-reported attitudes are no more autocratic than those of other managers. However, USPS employees are more likely to say that they have little freedom to decide how to work and that they do not have a lot to say about what happens on the job.

Observers have described a rigid management style at USPS for years. In 1968, the President's Commission on Postal Organization wrote that "supervision tends to be strongly authoritarian."¹⁸ A number of studies commissioned by USPS in the 1980s and 1990s yielded similar findings.¹⁹ More recently, reports by the General Accounting Office in 1994 and 1997²⁰ reached similar findings. Arbitrators, craft employees, supervisors and managers, and officials of unions and management associations made similar comments in interviews and focus groups with Commission staff, describing the prevalent management style as inflexible, uncommunicative, and unresponsive.

In interviews and focus groups, supervisors' and managers' behavior came up repeatedly as a focus when we asked about workplace violence. Thus, a complex picture emerges, of an organization in which management styles are changing but in which "old-style" management is still prevalent and highly salient in influencing the work climate and perceptions.

Comments from arbitrators included:

- * "Supervisors...don't have the proper training to manage so they become militaristic."
- * "Employees are regularly spoken down to—not privately, they do it publicly. The norm is the employee is embarrassed, ridiculed in the presence of other employees."
- * "When supervisors are testifying they often say they never knew how to handle people, never were trained in it."

Comments from craft employees included:

- * "The supervisors aren't people people.... 'I'm the man, I'm the head, you do what I tell you.'"
- * "A supervisor told me once: 'If you like me, I'm not doing my job.'"
- * "A lot of supervisors don't really talk to their people."
- * "A lot of supervisors are not trained to deal with people, to have people skills."
- * "If you go to your supervisor with a problem—you might as well get on the P.A. system and tell everyone—supervisors don't keep things confidential—once you tell them, it's out there."
- * "Supervisors don't have the experience and training to know how to supervise."

Comments from supervisors and managers included:

- * "There is a lack of interpersonal skills training for employees and management."
- * "Maybe 30 percent of managers are good communicators, 70 percent are still from the old school."
- * "We need to improve communication between frontline supervisors and employees. They need to treat employees with respect and dignity."
- * "We are trying to improve communication and leadership skills."
- * "We need to break the paradigm of what a leader is."

- * "Management does not respect employees.... We have a few people in key positions in management that have demonstrated that they do not respect the craft."

Comments from union and management association officials included:

- * "Some supervisors are abusive.... Abusive management styles, unsafe work conditions, and small spaces, these are the elements that lead to violence."
- * "Management is very autocratic. [Manager X] said this management style was over, but there's been no evidence of that. It's a power trip with the managers. I would say that about 50 percent of the managers are autocratic in their management style."
- * "People have a tendency to not respect others at all times.... Not knowing how to communicate effectively with someone."
- * "If we stopped breaking the contract, not caring about employees' dignity and respect, treating them like tools, not people, paying no attention to personal problems, there would be a big improvement."

Managers overwhelmingly believe that ASP has eliminated favoritism in the selection of supervisors. A district manager said that "before the ASP, supervisors were hired by the old boy network, but now it's more structured." One manager commented that "now craft employees do not think favoritism is the only way to get a management job." Some craft employees, however, feel that favoritism is still prevalent for the selection of ASP candidates. Interview and focus group participants expressed concerns that ASP graduates would not be able to maintain progressive management behaviors if they were assigned to old-style, autocratic managers. In addition, some expressed concerns that the program focused too heavily on "book" knowledge, producing supervisors with inadequate practical experience.

Many interview and focus group respondents identified first-level supervisory positions as the most difficult job at USPS, with many stresses and few rewards. Many also identified first-level supervisors as critical in establishing the work climate and setting the tone for work relationships. For example, one supervisor commented, "Supervisors are being asked to encourage employees, but who motivates us? We don't feel like we're recognized. We get a lot of bad feedback." A union official commented that the "supervisor is in the worst position; they aren't craft anymore; they aren't given any training; they are the buffer between craft and upper management." An official of the National Association of Postal Supervisors commented that "upper management puts so much pressure on the supervisors, who in turn put a lot of pressure on employees. So supervisors don't have time to treat employees with respect and dignity, because there is so much pressure on the supervisors."

Some people expressed concern that supervisor positions do not attract enough well-qualified candidates. Some attributed this problem to insufficient pay relative to craft positions. A postmaster said, "There's no benefit for employees to become management, so the cream of the crop aren't applying for ASP." A union representative commented that because the pay is often lower for a first-level supervisor than for a craft employee who can get overtime, more tenured postal employees have no reason to apply for supervisor positions. "ASP keeps older employees out because the pay is lower...for employees that have been in the Postal Service for a long time."

Interviewees suggest that some managers use the weekly safety talks effectively, while some do not. One local union official commented, "Some units can voice their opinions and concerns at the standup talks, some can't." He also commented that "the post office loves to post things—but they need to be discussed. You need more emphasis on verbal communication."

Substance Abuse

The link between substance abuse and violence is well documented by research (see Appendix E). In addition, the Commission's survey shows higher rates of victimization among employees who observe higher rates of substance use among people they work with. For example, the rate of physical assault by coworkers, supervisors, or subordinates is more than three times greater among postal workers who observe coworker substance abuse at least monthly than among those who observe it less than monthly (10 vs. 3 percent).

Postal Service policy prohibits the sale, possession, or use of illegal drugs and alcohol while on duty or on postal premises. Employees found to be engaged in these activities are subject to discipline, including termination and/or criminal prosecution where appropriate. Smoking is also prohibited. Most policies on substance abuse fall under the broader USPS policies on managing disability and providing employee support through the EAP.

Applicants must be drug-free to qualify for postal employment. During the structured interviewing process, interviewers ask questions to try to determine applicants' current drug use. The Postal Service performs pre-employment drug screens as part of the overall suitability determination.

As required by law, the Postal Service requires certain vehicle operators to submit to alcohol and drug tests as applicants, post-accident, for cause and reasonable suspicion, and at random. Postal Police and Postal Inspection Service employees carrying firearms also have to submit to drug and alcohol tests as applicants, for cause and reasonable suspicion, and at random.

EAP counselors, employee workplace intervention analysts, and postal medical officers at the national, area, and performance cluster level provide services including referral to treatment and education,

counseling, and training for supervisors and others in recognizing signs of substance abuse and what resources are available for assistance. While EAP counselors and postal medical staff do collaborate to provide prevention education, the confidentiality of EAP services prevents interaction between EAP and medical staff on the individual diagnosis and treatment of employees.

Since the early 1980s, the Inspection Service has conducted workplace drug investigations, detecting and investigating employees involved with drugs on postal premises and, where appropriate, developing evidence for prosecution. These investigations also provide postal management with information necessary to support administrative action, including removal of employees who engage in the illegal sale, distribution, possession, or use of drugs on postal premises.

Investigative effort relating to the use and sale of drugs on Postal Service premises has declined significantly since 1992. The Inspection Service arrested 448 people and used 139,935 work-hours on internal drug cases in FY1992. During FY1999, it arrested 28 people and used only 18,990 work-hours on internal drug cases. This decline reflects a shift in postal law enforcement attention away from possession and use to distribution and sales.

A 1998 OIG report²¹ found that supervisors were not trained to recognize drug-related symptoms. Currently, postal regulations do not mandate any specific response to a violation of the alcohol- and drug-free workplace policy. Typically, if management suspects that an employee is under the influence of drugs or alcohol while on the job, they may require a fitness-for-duty exam that can include testing for drug or alcohol use at the discretion of the medical provider. If the test comes back positive, management may require that the employee seek

counseling or treatment, may pursue disciplinary action, or both.

If the employee is found to be under the influence of drugs or alcohol while on the job a second time, management is more likely to terminate the employee. Postal policy on reinstatement is currently under revision.

PERCEPTIONS

Most focus group participants said they believe managers and supervisors tend to largely ignore drug and alcohol problems among employees. According to one employee, "People just let these problems go." One employee commented that his supervisors "have to smell it [alcohol] because I do, but they don't do anything—they just ignore it." Another said, "It's like it is not going to cause the management a big problem, so they let them go. But when it gets to be a big problem eventually, then they deal with it." Another said, "We had an employee who was on drugs and management knew it—sent him to EAP. They kept giving him more slack, waited too long, and he got terminated. They should have helped him sooner."

Some management interview participants agreed that there were some problems with drugs and alcohol but not as many as in past years. Many saw substance abuse as more of a factor in overall performance problems and attendance than a cause of violence. Comments included:

- * "I do not see physical violence related to drug or alcohol problems."
- * "Substance abuse in the workplace leads to lousy performance, surly people, and family problems spilling over into the workplace."
- * "In my experience, sometimes violence involves substance abuse, sometimes not."
- * "I don't think we attribute violent incidents to drug or alcohol use. It definitely contributes to safety issues and concerns. I saw someone who was intoxicated, and he started a verbal dispute

with another employee. So, being intoxicated can lead to violence."

- * "Usually, it is some other problem that leads to violence."

A number of supervisors felt frustration at having discipline or termination actions overturned. One supervisor complained, "I had an employee with an alcohol problem, I smelled alcohol every day. I sent him to EAP. I wrote him up. Customers complained. Nothing was done. Now I act like I do not smell it. The employee has to be impaired, where he's not doing his job. It is difficult because you can not prove it.... He's going to win; the union is going to get him off."

Dispute Resolution

Although USPS has many formal avenues for resolving conflicts—grievance procedures established in union contracts, the equal employment opportunity complaint process, the Merit Systems Protection Board appeal process, and internal complaint procedures—these processes are generally overloaded and slow, causing a great deal of frustration.

The large backlog of grievances at USPS is a long-standing, well-known, and intractable problem that has been the focus of attention from management, unions, and Congress. From management's perspective, it is difficult to discipline effectively because it may be months or years before a disciplinary action is upheld or overturned in arbitration. Employees are frustrated because they may be harmed—for example, suffering a financial loss from a suspension or termination—for a long time before they can make their case to an impartial arbitrator. The situation hinders the appropriate use of discipline, while allowing inappropriate discipline to go uncorrected. Some managers who feel undermined in their use of discipline have given up trying to apply discipline to behavioral problems. This is a risk factor for violence, because managers may overlook danger signs such as threatening or intimidating behavior. Employees with legitimate complaints about supervisors' behavior are understandably discouraged about seeking redress. The volume of grievances may also undermine the quality of decisions, as advocates on both sides have limited time to consider each case.

Similar issues arise from the large numbers of EEO complaints. Managers attribute the large number of EEO complaints and grievances in part to the fact that postal employees can pursue the same complaint through both avenues. Employees in other federal agencies are prohibited by law from such dual filing. Currently, only the rural carriers' national

agreement limits dual filing. The mail handlers' agreement states that the union will not encourage dual filing.

GRIEVANCE AND ARBITRATION

There is a large backlog of grievances, and it can take years for a grievance to reach arbitration. As of April 2000, USPS had more than 126,000 grievances awaiting arbitration. The American Postal Workers Union (APWU) generated 80 percent of the backlogged grievances.

- * The APWU accounts for more than 100,000 backlogged grievances—80 percent of the backlog—although it represents only 49 percent of career craft employees. Among the 344,000 APWU employees, there is almost one pending grievance for every three employees.
- * The National Association of Letter Carriers (NALC) has the next largest share of grievances, more than 20,000. This represents 16 percent of the backlog, while NALC represents 34 percent of career craft employees. Among the 240,000 NALC employees, there is approximately one pending grievance for every 12 employees.
- * The National Postal Mail Handlers Union (NPMHU) accounts for about 5,000 grievances. This represents four percent of the backlog, while NPMHU represents nine percent of career craft employees. Among the 61,000 NPMHU employees, there is approximately one pending grievance for every 12 employees.
- * The National Rural Letter Carriers' Association (NRLCA) has only 74 pending grievances, less than one percent of the backlog, although it represents eight percent of career craft employees. Among the 55,000 career NRLCA

employees, there is approximately one pending grievance for every 740 employees.

The annual cost of grievances has recently been estimated at \$217 million.²² A small industry of more than 300 arbitrators handles postal cases. Over 6,300 grievances were arbitrated in fiscal 1999. This level of grievance activity appears virtually unmatched in the public or private sectors. For example, in the auto industry virtually all grievances are resolved without arbitration. In the entire auto industry—with about 400,000 bargaining unit employees, less than two thirds the number at USPS—only eleven grievances reached arbitration in 1998. Similarly, several federal agencies contacted by the Commission reported only a few arbitrations each year.

Many grievances in the backlog are parallel issues grieved separately. The APWU filed 40,000 grievances related to a dispute over wash-up time in the New York district. According to the national agreements, the unions may designate a representative grievance when grievances involving similar issues reach step three of the process (see below). All of the similar grievances remain at step three pending resolution of the representative grievance.

Craft employees who have veterans' preference may also use an external grievance process offered by the Merit Systems Protection Board (MSPB). Most non-craft employees may follow an internal grievance process, or they may also use the MSPB process for certain issues.

USPS's procedures are similar to those of other organizations that do not have similar large numbers of complaints. The grievance and arbitration procedures are similar for all the unions. Craft employees may grieve an action related to wages, hours, and conditions of employment as outlined in the various collective bargaining agreements. Generally, grievances are categorized as covering either discipline or contract issues. As required by law, the unions represent both member and non-member craft employees.

The grievance process has multiple stages, beginning with a discussion between the employee and supervisor and then—if not resolved—advancing to progressively higher levels of management and union officials, and ultimately to a decision by an independent arbitrator, if necessary. Employees must first discuss the grievance with their immediate supervisor. The employee may be accompanied and represented by a union representative. This discussion is considered step one. At this step, the supervisor and the employee or union representative have the authority to settle the grievance. If it is not settled, the union may appeal the decision to step two.

At step two, the next level of management and union representatives have the authority to settle the grievance. After step two, under the current APWU and NPMHU agreements, several local test sites offer the option of appealing directly to arbitration at the district level. If this option is not chosen by both union and management or is not offered, the union may appeal the supervisor's decision and proceed to step three.

At step three, the union's regional representative or designee represents the employee. If a settlement is not reached, the grievance may be appealed to arbitration at the regional or district level. If either party believes that an interpretive issue is involved in the case, the issue may be appealed to step four, the national level. If a settlement is not reached at the national level, the union may appeal national interpretive issues to arbitration.

Arbitrators for each case are selected jointly by union and management. All decisions by the arbitrators are final and binding, as long as their decisions are within the terms and provisions of the collective bargaining agreements. Either the union or management may challenge an arbitrator's decision if they feel it is not within the agreement. Such appeals are rare—less than one a year.

In addition to the grievance and arbitration procedures outlined in the national agreements, a craft employee with veterans' preference may appeal to the MSPB. Employees who are not satisfied with the

MSPB administrative judge's decision can appeal to the full MSPB, and ultimately to the U.S. Circuit Court of Appeals.

Alternative Procedures and Efforts to Prevent Grievances

Management and the unions have developed several initiatives aimed at reducing the number of grievances, encouraging the resolution of grievances at the lowest level, and resolving grievances more quickly. The Federal Mediation and Conciliation Service (FMCS) has helped develop some of these initiatives. Among them are joint contract administration manuals, mediation, resolving similar issues in groups, joint fact-finding, and district-level arbitration.

The Postal Service and the NPMHU began testing a revised grievance-arbitration procedure in August 1999. This revised procedure eliminates step three from the process. If the parties are unable to resolve a grievance at step two, it may be appealed directly to arbitration. Sites testing this option have seen a 25 percent decline in appeals to arbitration.

The NALC and the Postal Service are developing local management and union dispute resolution teams (DRTs). These are full-time paid jobs in 20 performance clusters. DRTs work together at the first two steps of the grievance procedures to jointly review grievances and decide the next steps. Some DRTs have resolution rates as high as 98 percent. The DRTs also provide training to improve step one—the informal discussion. Some participating performance clusters have seen improved resolution rates at step one.

The Postal Service and the NRLCA are developing an alternative dispute resolution process using mediation. In addition, the Postal Service and the unions have agreed to settle similar grievances in groups, with the help of the FMCS. The FMCS helped the Postal Service and the NPMHU settle most of their grievance backlog.

The Postal Service and the APWU, the NALC and the NPMHU have agreed to develop joint contract

administration manuals. The intent of the manual is to minimize grievances resulting from disagreements at the local level despite agreement at the national level. The NALC and the USPS have developed a national joint contract administration manual, while the APWU, the NPMHU, and USPS have local manuals and are in the process of developing national manuals.

USPS has recently developed an improved grievance tracking system. The previous system included information only at step three of the grievance process and thereafter. In addition, it included very limited information on the nature of the grievances. The new system should improve USPS's capacity to use grievances as indicators of problems, such as complex areas of the contracts or sites where managers may need additional training in interpreting the contracts or using discipline.

Perceptions

Most employees, managers, supervisors, and union officials do not think the grievance and arbitration procedures are efficient. Many point to the backlog of grievances as an indicator that the process needs improvement. In addition, some employees, managers, and supervisors said the procedures are "too confrontational" and do not promote discussions of problems between employees and management to reach a resolution. Some managers and supervisors believe that some union officials are flooding the system with redundant grievances in an attempt to backlog the system and force USPS to settle grievances, or to create leverage for unrelated issues.

The length of time to resolve grievances frustrates both employees and managers. Employees say that managers can harm them by imposing discipline unfairly, knowing that the employees will suffer from loss of pay for a substantial time even if the discipline is eventually overturned. On the other hand, some managers feel discipline is ineffective because it is not final until arbitration.

Some employees, managers, supervisors, and union officials think the process is cumbersome, but that it

is effective if all the steps are followed. Still other employees, managers, supervisors, and union officials think the effectiveness of the process depends on whether the individuals involved in the grievance are willing to work together.

Managers argue that unions contribute to the problem by filing multiple redundant grievances, such as the 40,000 grievances filed by the American Postal Workers Union in a dispute over wash-up time in the New York district. Union officials argue that management contributes to the problem by violating the contract, disciplining inappropriately, and automatically denying grievances. Comments from managers included:

- * "It's lose-lose. Once you start the process, someone is mad. As long as it's up in the air, someone isn't being productive."
- * "It doesn't work. It's a huge problem, and there's a link with violence. It gives too much hope to employees and then they get upset when they lose....Takes too long....There needs to be a definite date when it'll be resolved so it can't go on endlessly."

Comments from employees included:

- * "They know they violate the contract and tell us to grieve it, because they know it will take a long time."
- * "It is pointless to kick it up, as it gets stuck and you never hear back."
- * "The grievance process doesn't go anywhere.... Makes me think, 'Why should I even bother?' Grievances take a long time."

Some supervisors and managers said the current system "provides too much protection for the employee." One supervisor commented, "When people are removed, then they come back with pay, that makes us look like fools. So what is the incentive to do it again?" Another said, "The only way it's to our advantage is if we settle it ourselves at step one. If it goes to step two or beyond, they can overturn everything we do."

Many employees think steps one and two of the process are unfair because management is the sole decision-making official. Conversely, supervisors feel the process is unfair because their managers do not support their decisions as the grievance moves through the steps. For example, several supervisors said the process favored the unions and that supervisors were "always seen as being wrong."

Many suggest that improving communication between employees and management is a good initial step. Comments included: "If we communicated better, more problems will subside and grievances can be avoided or settled at a lower level," and "[We] need a better relationship between craft and managers to decrease the number of grievances."

Many employees, managers, supervisors, and union officials are aware of the Postal Service's efforts to expedite the process and feel some improvements have been made. However, many think that both the unions and the Postal Service are "just settling" issues on paper to reduce backlogs without adequately resolving issues. For example, one manager said, "We agree to give-aways to reduce the volume, but we do not deal with the real problems."

EQUAL EMPLOYMENT OPPORTUNITY AND AFFIRMATIVE ACTION

The Postal Service's efforts to promote equal opportunity include affirmative employment programs, special emphasis programs, programs to prevent sexual harassment, and the equal employment opportunity (EEO) complaint process.

Compared with the national civilian labor force, postal employees are more likely to be male (63 vs. 54 percent). They are less likely to be White (65 vs. 78 percent), twice as likely to be Black (22 vs. 10 percent), about as likely to be Hispanic (7 vs. 8 percent), and more likely to be Asian or other races (7 vs. 3 percent).²³ White females, Hispanic females, and American Indians/Alaskan Natives are considered under-represented in the postal workforce across all job categories.

The postal workforce has become increasingly diverse. For example, in 1950, 90 percent of employees were male, compared with 60 percent today. In 1978, the career workforce was 78 percent White, compared with 65 percent today.

During FY1999, more than 12,000 formal EEO complaints were filed. As of April, 2000, there were more than 11,000 open cases. Postal workers represent about 31 percent of the federal workforce but account for about 50 percent of the complaints filed with the Equal Employment Opportunity Commission.²⁴ Postal Service staff attribute the higher rate of complaints in part to the fact the postal employees can pursue both grievances and EEO complaints about the same issue, while other federal employees cannot.

The Postal Service has a written sexual harassment policy that is supported through ongoing training, primarily for first-level supervisors. In FY2000, craft employees are required to receive one hour and EAS employees are required to receive two hours of sexual harassment prevention training.

Employees who believe that they are victims of discrimination must contact their local EEO compliance and appeals office within 45 days of the incident. The first step of the process is called the pre-complaint stage, at which the employee is offered a choice of counseling or mediation. If the employee chooses counseling, it is to be completed within 30 days, unless an extension is granted. The counselor advises the employee on the EEO complaint process and his or her right to file a formal complaint. In addition, the EEO counselors, who are postal employees, determine the basis of the complaint, conduct a limited search for information, and try to seek a resolution at the lowest possible level.

Mediation: The REDRESS Program

If the employee chooses mediation, it is usually scheduled within two weeks. The mediation program is called REDRESS, which stands for Resolve Employment Disputes Reach Equitable Solutions Swiftly. This program was designed in

1994 as a result of a class action lawsuit in Florida, and it has since been expanded nationally. REDRESS uses neutral, external mediators to mediate EEO disputes. REDRESS is entirely voluntary for employees. If an employee decides to participate, management is mandated to attend the mediation.

The mediation process starts with a joint session, facilitated by a mediator, between employee and supervisor. If a settlement is reached, it is binding on everyone and the EEO dispute is withdrawn. About 81 percent of the EEO disputes mediated are either settled or withdrawn without a formal complaint being filed. This rate is significantly higher than the rate of 44 percent for non-mediated cases. Although this difference may reflect in part a tendency for complainants to choose mediation if they are more amenable to settlement, overall the number of USPS EEO complaints reaching the formal complaint stage has fallen during the period REDRESS has been implemented, suggesting that the program has genuinely increased closures before the formal complaint stage.²⁵

REDRESS is designed to increase participants' satisfaction with the fairness of the process by providing them with an opportunity to be heard, control over the process, and respectful treatment by the other party and the neutral mediator. Exit interviews conducted by an independent contractor show that more than 87 percent of employees, management, and employee representatives are satisfied or highly satisfied with the REDRESS process. In addition, more than 65 percent of these participants reported being satisfied or highly satisfied with the outcome of the mediation.²⁶

In 1999, REDRESS won an award from the Office of Personnel Management, and in 2000 it won an award from the American College of Civil Trial Mediators. USPS is currently expanding the program to begin mediating EEO complaints at the formal complaint stage.

REDRESS was originally independent of the EEO office, but they are being merged. The REDRESS specialist position and the EEO counselor position

will become one position at the district level. The investigative function of the position will be moved up to the area level. EEO complaint staff believe the restructuring will expedite the process.

Formal Complaint

If a resolution is not reached in the pre-complaint stage through counseling or mediation, then the employee has the right to file a formal complaint. The formal complaint is sent to the area-level EEO staff, who decide if the complaint warrants an investigation by the local EEO staff. In the investigation the EEO staff collect evidence through affidavits and documents. Once the investigation is complete, the employee receives a copy of the report. The employee may decide to have the Postal Service make a decision on the record or to have a hearing. If a hearing is chosen, the Equal Employment Opportunity Commission assigns administrative judges to conduct a hearing and issue findings. The USPS may issue an order adopting the administrative judges' decision or may appeal the findings to the EEOC. The complainant also has a right to appeal to the EEOC and the courts. In 1999, the Supreme Court decided that the EEOC has the legal authority to require federal agencies to pay compensatory damages when they discriminate in violation of Title VII.

Implementation

In 1996, the Board of Governors commissioned an outside consultant to look at the diversity performance of the Postal Service.²⁷ The study concluded that the Postal Service stands out as a leader in meeting affirmative action goals and striving for a diverse workforce. However, the study recommended that the Postal Service link diversity efforts to business outcomes and hold all managers accountable for working effectively with all employees. Based on these recommendations, the Postal Service developed 23 initiatives, ranging from improving support for new employees during the probationary period, to increasing retention success, to mainstreaming the management of diversity under the umbrella of CustomerPerfect!, which is USPS's

management system (see the Variable Pay Program section below). By the summer of 1999, all the initiatives had been completed.

In contrast, reviews of the EEO complaint process by the Inspector General have found a failure by the Postal Service to adhere to regulatory time limits in resolving EEO complaints.²⁸ It can take more than 90 days for some employees to have an initial meeting with an EEO counselor, although it is supposed to take no more than 30 days. It can take years to resolve an EEO complaint, including steps at both the EEOC and the Postal Service. The EEOC is supposed to make a decision within 180 days of a request for a hearing. In 1997, more than 50 percent of all EEOC hearing requests had been in inventory longer than the 180-day time limit.

Perceptions

Both employees and management think the Postal Service has a diverse workforce. Many point to the increased number of women as an indicator of diversity. However, some supervisors, managers, and employees think there is favoritism at the Postal Service, including favoritism based on gender, racial, or ethnic biases.

Many supervisors and employees feel that the EEO complaint process is not effective. Both employees and supervisors think the process is too long and it does not lead to resolutions. Employees and supervisors express concern over problems being left unresolved for extended periods of time. Several employees and supervisors mention cases that have been open for several years.

Some craft employees, management, and union officials think the process is unfair. Comments include: "[It] needs to be privatized in order to be fair;" "There is a problem [with the process] when ex-supervisors are now EEO staff;" and "The EEO complaint process is just another mechanism to prevent employees from receiving appropriate disciplinary actions." According to one local union official, "The major complaint is that employees don't feel the EEO process is neutral like it is communicated. They feel it is tied to management

since the EEO person goes to the HR manager's meetings."

Many employees and managers believe that poor communication between employees and management leads to EEO complaints. Additionally, many think that the EEO process is being used as a "catchall" process. They believe many of the complaints being filed are not about discriminatory actions. Many supervisors and some employees suggest that postal workers should be educated about the purpose of the EEO complaint process.

There are many positive comments about the new REDRESS program. Comments range from "REDRESS is somewhere employees can express feelings" to "REDRESS...is a much better process because we [management and employees] talk to one another." Most supervisors and employees think the REDRESS program has the potential to resolve issues. Furthermore, mid-level managers feel the REDRESS program is very effective, based on the number of complaints that are resolved during REDRESS or withdrawn after a REDRESS session.

Some craft employees, supervisors, and union officials are not as supportive of the REDRESS program. For example, one union official says that "management uses REDRESS to avoid dealing with unions." Some supervisors do not think the REDRESS sessions are helpful in resolving issues. For example, one supervisor said that "all the REDRESS sessions I attended turned into formal complaints."

Both employees and management think the EEO process needs improvement. Many think the REDRESS program is a start in the right direction. However, there is some concern that the movement of REDRESS organizationally into the EEO department may influence its future effectiveness.

RELATIONS BETWEEN MANAGEMENT AND UNION OFFICIALS

Four major unions represent more than 700,000 postal employees. The American Postal Workers Union (APWU) represents more than 344,000 career employees, including clerks, maintenance workers, motor vehicle operators, and material support employees. The National Association of Letter Carriers (NALC) represents more than 240,000 city letter carriers. The National Rural Letter Carriers' Association (NRLCA) represents more than 55,000 career rural carriers and 57,000 substitute, associate, auxiliary, and relief carriers. The National Postal Mail Handlers Union (NPMHU) represents more than 61,000 mail handlers

Three management associations represent postmasters and most supervisors: the National League of Postmasters of the United States, the National Association of Postmasters of the United States, and the National Association of Postal Supervisors. These associations have statutory rights to consultation, but they cannot bargain over pay and benefits.

For decades, labor-management relations in the Postal Service have been characterized as adversarial by external observers and by craft employees, union officials, and management. Problematic relationships exist both day-to-day on the workroom floor and in official dealings between management and unions at the national, area, and district levels. On the other hand, constructive relationships can be found at some times and in some places. Unions and management have undertaken a number of initiatives aimed at improvement.

On March 18, 1970, more than 200,000 postal workers went on strike. Even though the strike only lasted about a week, it gained national attention and contributed to the movement for postal reorganization. A number of union officials involved in the 1970 strike are still in leadership positions today. The Postal Reorganization Act of 1970 authorized collective bargaining for wages, hours, and working

conditions and a negotiated grievance procedure, including binding arbitration to resolve labor and management disputes. However, like other federal employees, postal employees do not have the right to strike.

During reorganization, the Post Office was also criticized for lacking basic management practices. The President's Commission on Postal Organization wrote in 1968 that, "supervision tends to be strongly authoritarian,...and there are frequently bad relations between worker and boss."²⁹ In 1994, 26 years later, the General Accounting Office released a report summarized by its title, *U.S. Postal Service: Labor-Management Problems Persist on the Workroom Floor*.³⁰ This report found that "labor-management problems are long-standing and have multiple causes that are related to an autocratic management style, adversarial employee and union attitudes, and inappropriate and inadequate performance management systems."

In 1997, GAO released a second report, *U.S. Postal Service: Little Progress Made in Addressing Persistent Labor-Management Problems*. Both the 1994 and 1997 GAO reports highlighted a high rate and backlog of grievances, and the large number of grievances that remain unresolved and eventually reach arbitration. The GAO noted that these problems persist in part because the unions, management associations, and management cannot agree on their causes or strategies for solutions.

Management and the APWU and NALC have often resorted to arbitration to resolve negotiating impasses over national contracts. In 1998, the APWU and the Postal Service were able to negotiate a national contract, but the NALC contract was established through arbitration in 1999. Both the NPMHU and the NRLCA have historically been more likely to reach contracts through negotiation.

The General Accounting Office recommended in its 1994 report that the national leadership of USPS, the unions, and the management associations jointly "develop and sign a long-term (at least 10 years) framework agreement outlining overall objectives and approaches for demonstrating improvements in

the workroom climate." GAO recommended assistance from the Federal Mediation and Conciliation Service. In 1994, the Postmaster General invited the seven major employee organizations to participate in a summit meeting to discuss GAO's recommendations. Four organizations accepted the invitation, but the APWU, NALC, and Mail Handlers declined, citing ongoing contract negotiations as a barrier. USPS asked the FMCS to help set up the meeting, and in 1998 a series of meetings were initiated. These meetings have not yet led to a framework agreement such as GAO recommended.

The summits have included exploring various approaches to improving labor-management relations. Initiatives are under way that focus on reducing conflict in the workplace, on identifying and eliminating the root causes of labor disputes, on building knowledge of labor contracts to ensure compliance, and on improving the effectiveness of the grievance-arbitration procedures (see the section on grievance and arbitration, above).

According to the national labor agreements, each union is entitled to regular meetings with management at the national, regional, and local levels. Some districts hold regular meetings bringing together all the unions and management associations, but such local summit meetings are not a universal practice.

Perceptions

Overall, labor-management relations in the Postal Service are characterized as adversarial by union officials, managers, and craft employees. For example, one manager characterized the relations as "disappointing. Cooperation seems to depend on what they [unions] want." Another commented that "some [union] stewards like to keep trouble going." A union official characterized the relations as "very confrontational. Management does what they want when they want. Nothing is done to managers for violating the contract," and "supervisors are not providing forms to union stewards, dragging their feet so grievances cannot be filed. It turns into a shouting match. That turns into another grievance."

Some supervisors and managers think some unions are looking for ways to sabotage the Postal Service, instead of looking for ways to work together. One stated that "unions take stands sometimes to prove their worth to their members." A relationship with one union is described as "war." "Their tactic...[is that a] grievance will handle everything...There are 50 to 60 grievances filed a day, often on the same topic."

On the other hand, some union officials do not think management is willing to work on relations. One comment was that "management doesn't want to sit down with us." Another was that "local management has a 'gotcha' attitude." Several employees said, "The Postal Service is anti-union."

Many managers and supervisors also said it depends on the unions and what is happening at the national level. The statement that "union stewards have to follow their party line" summarizes some managers' view of local labor-management relations. But some employees, managers, supervisors and union officials said that at the local level it really depends on the individual managers and union officials. One manager commented, "The biggest problem now is that the union takes its orders from the national people, and although we have a good local relationship, we get caught because they have to answer to the national level. We also have to answer to HQ, so it is the same on both sides." Another manager said relations were "much better than a few years ago. The new district manager has set the tone and made a big difference." One union official said, "We communicate. We disagree a lot of times, but we also agree quite often."

A number of local union and management officials mentioned regular meetings and open lines of communication as effective in reducing tension. Some thought local summit meetings would be useful. One local union official said, "I never meet or dialogue with other unions. It is a good idea and it should happen." One management association official thinks local summit meetings would be valuable "because everyone is there, you can discuss anything."

Incentives for Managers: Variable Pay Program and Merit Performance Evaluation

Although the Postal Reorganization Act of 1970 freed USPS from most laws governing personnel management in the federal government, some constraints remain. The law requires that compensation and benefits for postal officers and employees be comparable to those in the private sector. However, postal salaries are also tied by law to the Executive Schedule for the rest of the federal government. Title 39 of the U.S. Code, section 1003, states,

It shall be the policy of the Postal Service to maintain compensation and benefits for all officers and employees on a standard of comparability to the compensation and benefits paid for comparable levels of work in the private sector of the economy. No officer or employee shall be paid compensation at a rate in excess of the rate for level I of the Executive Schedule under section 5312 of Title 5.

Level I of the Executive Schedule, covering cabinet secretaries and a few other positions, is currently set at \$157,000. Today the Postmaster General earns \$157,000 and may not receive salary or bonus beyond that amount. In contrast, in 1999 the chief executive officer of United Parcel Service earned \$1.5 million, and the chief executive officer of Federal Express earned \$2.1 million in salary and bonus, not including stock options, long-term compensation, and financial perquisites.³¹

Managers receive financial incentives for performance through the Variable Pay Program, based on national, area, and performance cluster performance, and through pay increases based on individual evaluations. USPS currently has no method in place nationwide for managers to get feedback from peers or subordinates. A "Leadership Behavior Model" is currently in place at two sites.

At these sites, managers assess their own leadership skills, and receive anonymous feedback from subordinates through an outside consultant.

VARIABLE PAY PROGRAM

CustomerPerfect! is the Postal Service's management system, developed in 1995 based on the Malcolm Baldrige award assessment criteria. The system is organized into three main areas: Voice of the Business, Voice of the Customer, and Voice of the Employee. In each area, goals, indicators, and targets are established and monitored. Selected indicators are linked to non-craft employees' compensation through the Variable Pay Program.

For FY2000, the Voice of the Customer corporate goal is "Earn our customers' business in a marketplace where they have choices by providing them with world-class quality at competitive prices." Indicators for the Voice of the Customer include timely delivery and ease-of-use measures. Targets for timely delivery of first-class and priority mail are compensable.

The FY2000 Voice of the Business corporate goal is "Generate financial performance that assures our commercial viability as a service provider in a changing competitive marketplace and generate cash flow to finance high yield investments for the future while providing competitively priced products and services." Indicators for the Voice of the Business include net income, capital investments, and productivity improvement. Net income and selected productivity measures are compensable.

The FY2000 Voice of the Employee corporate goal is "Foster an inclusive and welcoming workplace consistent with USPS' people values of fairness, opportunity, safety, and security; where everyone is

given the knowledge, tools, training, and encouragement to be successful; where everyone is recognized for and takes pride in their participation in our customers' and the Postal Service's success." Indicators for the Voice of the Employee include:

- * achieving required training hours for all employees, including four hours of workplace environment interpersonal skills training;
- * safety program evaluation;
- * lost workday injury rate;
- * accident rates;
- * REDRESS availability and use;
- * employee survey results; and
- * diversity indicators and activities.

Three of these indicators are linked to variable pay: the safety program evaluation, the lost workday injury rate, and the employee survey results. The inclusion of employee survey results as a compensable indicator is new in FY2000.

USPS initiated an employee opinion survey in 1992, and continued using it through 1995. At that point it was suspended following a disagreement between some of the unions and management over the use of survey results in contract negotiations. Management reinstituted the survey in 1998, with opposition from the APWU and support from the NALC. The other two major unions did not take positions.

The following items make up the compensable index:

- * I am satisfied with the recognition I receive for doing a good job.
- * People in my work unit are held accountable for doing their job well.
- * In the past 12 months, I have personally been sexually harassed by a postal employee.
- * I feel excluded from my work unit because of my race, ethnicity, gender, disability, or any other factor not related to work performance.

- * Rate your immediate supervisor on: treating me with dignity and respect.
- * Rate your immediate supervisor on: ability to communicate with employees.

The Postal Service introduced variable pay programs for non-craft employees in 1991. After several revisions to the initial program, an EVA-based variable pay program was put into place in 1996, and it remains in place today. EVA, or economic value added, equals net operating income minus a charge for capital used. EVA determines the funding available for the Variable Pay Program. Each employee's payment under the program is determined by national, area, and performance cluster performance on the compensable indicators under the three Voices. The Variable Pay Program attaches equal weight to each of the three Voices—that is, each of the three Voices determines one third of the total payout.

Variable pay awards are a percentage of salary. The percentage for non-exempt employees is half the percentage for exempt employees, and the percentage for exempt employees is half the percentage for executives. In FY1999 the potential awards (for a unit with perfect performance) were 3.8 percent of salary for non-exempt employees, 7.5 percent of salary for exempt employees, and 15.0 percent of salary for executives. Each year, part of the award is paid to the employee and part is placed in a reserve account for future payouts.

Including employee survey results in determining managers' variable pay has already generated some constructive responses. For example, one performance cluster has initiated twice-yearly informal performance reviews for all employees. The purpose of these reviews is to recognize employees for their positive performance and to identify needed improvements.

Perceptions

The Variable Pay Program is remarkably well known throughout the Postal Service, and employees at all levels have strong opinions. Craft employees believe

their supervisors pressure them to perform in order to get bonuses. Supervisors say their bonuses are too small to be worth the pressure, but they believe their managers pressure them in order to get their bonuses. One commented, "There are no incentives to be a supervisor; we should get the same bonus amount as managers." Mid-level managers say their bonuses are too small to be motivating, but they believe higher-level managers pressure them in order to get their bonuses. Many employees at all levels believe the program is demoralizing for craft employees, because they are not included. "EVA creates a barrier between employees and management; it demotivates employees."

A number of managers commented that the FY1999 Voice of the Employee indicators were weak, and that they represented management's view of employees' voice rather than truly capturing employees' views. A number of managers supported strengthening the Voice of the Employee by adding employee satisfaction measures as a compensable indicator. USPS has since done so, beginning in FY2000.

Employees at all levels commented that the system focused attention on the financial and customer-service goals, to the exclusion of employee concerns. One commented, "They don't care about people any longer....It's numbers, you have certain goals and they want those goals met." Another commented that "management concentrates on the product and not the producer, not the person, just the numbers." One senior manager noted, "Without an indicator...in front of their faces, people won't see something as a priority." One manager said, "We're pushing so hard to get the numbers, to reduce nonproductive time, we can't take the time to think about how to improve the work and involve people."

MERIT PERFORMANCE

The Merit Performance Evaluation process assesses individual performance of non-craft employees. Evaluations are linked to individual salary increases. Employees may receive one of three ratings: "Far

Exceeds Objectives," "Met Objectives," or "Unacceptable Performance." In FY1999, approximately ten percent of employees received the highest rating (in fact, there is a ten percent maximum quota for this rating), 90 percent received the middle rating, and under one percent received the lowest rating.

In FY1999 and FY2000, the highest rating was associated with a salary increase of 2 to 4.5 percent. The middle rating was associated with an increase of 1.5 to 3.5 percent. Employees who received the lowest rating received no salary increase.

Non-craft employees and their supervising managers are supposed to develop performance plans and indicators of success jointly. There is no requirement to include objectives related to people management or communication in managers' performance plans (except for higher-level managers, who are required to include goals related to diversity and minimum training hours). The OIG has recommended including compliance with grievance/arbitration procedures in supervisors' and managers' evaluations.³²

Perceptions

The overall perception is that the Merit Performance System is not as effective as it could be. Supervisors and managers complained that the goals change frequently and are not necessarily within their control; there is no conversation about establishing the goals; the dollar rewards are too small; and constructive feedback is not provided. One manager commented, "The managers just tell me what I'm going to do. No one sits down with us to talk about our goals."

Because there are only three rating levels and there is a quota on the highest level, the large majority of employees receive the middle rating. This system is perceived to demotivate good performers. One comment was, "'Outstanding' is almost like a restricted or limited club." Another was, "There are not enough categories to rate people, to give them something to shoot for."

Incentives for Craft Employees

USPS does not have a performance evaluation system for craft employees, except during the probationary period. Their pay is based on position and tenure, as specified by the national agreements. It typically takes an employee ten to twelve years to advance from the bottom to the top of the pay schedule. The NRLCA and NPMHU participated in a variable pay program in the early 1990s, but the APWU and NALC have consistently rejected the idea.

In contrast, some other large employers do have performance evaluation systems for their hourly employees, and some of these systems are tied to pay. Some unionized industries use performance-based compensation, such as profit-sharing. Eighty-nine percent of the Forbes 100 Best Companies offer incentive pay to hourly employees as well as managers.

The Postal Service has a recognition and awards program that is separate from the basic compensation package. All career employees are eligible.

There are some local efforts to improve recognition. In one facility visited by Commission staff, managers are required to provide recognition to at least ten percent of craft employees. As mentioned earlier, in one performance cluster, management has recently implemented twice-yearly informal performance reviews for all employees. These reviews are intended to break the habit of taking good performance for granted. They are informal one-on-one discussions with no paper record and no link to the disciplinary process.

PERCEPTIONS

When asked about the incentives that exist to do a good job at the Postal Service, craft employees responded with laughter and some derision. One employee said, "Managers reward you by giving you

more work to do. Therefore, poor performance is rewarded." Craft employees feel that the main incentives for working for the Postal Service are their paychecks and personal pride. Employees resent the Variable Pay Program for managers. Employees feel they are the ones who do the work, but supervisors and managers receive the bonuses. Comments included "Managers get money, craft get nothing," and, "Supervisors should share the bonuses with us.... We're the ones carrying the mail."

Employees indicated that incentives are given rarely or inconsistently. "Some incentives are given for the wrong reasons and are very hush-hush." "They are only given to those they like." "There are no incentives. There aren't any simple 'thankyous' or common courtesy." "Self-motivation is my incentive." "When we get anything...it's junk." "The #1 way to make up time is not to take a lunch break. Every time you skip a lunch break, you're donating 30 minutes to your supervisor's bonus."

Some supervisors felt that they do not give employees sufficient recognition. Many indicated that this was because of the amount of paperwork and time involved in the approval process. Others took pride in their efforts to reward employees: "I don't think we do this [recognition] enough; however, it's there if we need it." One supervisor reported, "I usually buy stuff out of my pocket to reward employees; I can't get managers to sign off on things." In contrast, a manager who was required by his manager to provide recognition to at least ten percent of the workforce objected, because he felt ten percent did not always deserve recognition.

WORKLOAD AND PERFORMANCE MEASUREMENT FOR CRAFT EMPLOYEES

Tools for measuring individual performance of craft employees are limited. Craft employees, union officials, managers, and management association officials in our interviews and focus groups said that conflicts over workload were a particular source of friction for city carriers. One local NALC official commented, "Most incidents have arisen from work assignments....For example, if a craft employee feels he needs assistance on his route one day and the supervisor doesn't agree, the supervisor will say 'do the route in eight hours,' without assessing the situation. The employee will try to explain rather than accepting the answer and sometimes will get into a heated discussion with the supervisor... There is no true way to assess the employee's workload." Another local NALC official estimated that "50 percent of confrontations could be solved by the union and the post office meeting and coming up with a new process for handling [requests for overtime]." Similarly, a senior manager commented "Every morning there are thousands of discussions about how long the route is. Mostly it's just opinion versus opinion."

In contrast with the rural carriers, who have greater independence and incentives to work efficiently, the city carriers are subject to close supervision and have incentives to work inefficiently. City carriers who believe their day's mail will require more than an eight-hour day to deliver must get approval from their supervisor for overtime. If they finish early, they are supposed to return to the office for additional assignments. Thus there is no reward for working efficiently and no penalty for working inefficiently. Limited tools for measuring workload exacerbate the problem. In contrast, rural carriers' salary is based on an annual evaluation of their route. If they finish early they can go home, and if they finish late they do not get extra pay for that day.

Currently, a redesigned system for city letter carriers is being piloted in about 25 sites. This system is intended to build in incentives for managers and carriers and to remove barriers that keep management and carriers from working together. Typically, if letter carriers meet all productivity and quality goals, they can manage themselves. For example, they can decide their own arrival and leaving times. If letter carriers are meeting most of the goals, supervisors coach them. Carriers who are not meeting most of the goals have a direct supervisor making all the decisions.

Although some managers believe tools for measuring individual workload and performance are adequate, many believe they are not. Managers' comments included: "If there is a problem in a plant, managers have little data, so they blame employees." "The tools are not good enough. We can only estimate daily mail volume." "Because there are no good performance measures now, managers are perceived as picking on little things." "We're getting better at, for example, daily volume recording, but not at the individual level. Employees know we can't measure at the individual level." On the other hand, one senior manager said, "There are adequate performance measures, but we need to communicate them better."

Endnotes

¹ An exception is that applicants under age 18 must have a high school education.

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³ *National Coordination Audit: USPS Hiring Practices*, January 1997, U.S. Postal Inspection Service, Case No. 034-1186646-PA(1). See also Postal Inspection Service, National Hiring Practices Review, November 1994; U.S. General Accounting Office, Employee Background Checks, September 1993 (GAO/GGD-93-62R); U.S. General Accounting Office, Postal Service: Screening Applicants for Employment, June 1988 (GAO/T-GGD-88-44).

⁴ Figures from Commission's survey.

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¹⁸ *Towards Postal Excellence, The Report of the President's Commission on Postal Organization*, Annex (Contractors' Reports), 1968, Vol. 1, p. 61.

¹⁹ *A Study of the Work Values and Commitment of United States Postal Service Employees*, prepared for the USPS Human Resources Employee Relations Department, October 1983, Yankelovich, Skelly and White, Inc.; *USPS Culture: Based on Data from the Duke University/USPS Executive Program*, Training and Development Department, USPS, 1987-1989; *USPS Values and Behaviors As Evidenced Through Managerial and Cultural Characteristics of Postal Service Managers*, based on data collected from the USPS/HRI Leadership Assessment Labs conducted from 1990 through 1997, Human Resources International, December 1997.

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²¹ USPS OIG, *Drug-Free Workplace Program*, June 2, 1998, Audit Report No. QR-MA-98-001.

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²⁴ U. S. General Accounting Office, *Briefing Report to Congressional Requesters: Equal Employment Opportunity: Rising Trends in EEO Complaint Caseloads in the Federal Sector*, July 1998, GAO/GGD-98-157BR.

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²⁶ Mary S. Elcano, *Overview of REDRESS Mediation Program*, Brown & Wood LLP, June 2000.

²⁷ *It's Good Business: A Study of Diversity in the United States Postal Service*, Aguirre International, undated.

²⁸ USPS Office of Inspector General, *San Antonio District Delays in Processing of Equal Employment Opportunity Complaints*, March 30, 1999, and USPS Office of Inspector General, *Equal Employment Opportunity (EEO) Complaint Processing*, November 9, 1998, LM-MA-99-001.

²⁹ *Towards Postal Excellence, The Report of the President's Commission on Postal Organization*, Annex (Contractors' Reports), 1968, Vol. 1, p. 61.

³⁰ U.S. General Accounting Office, *U.S. Postal Service: Labor-Management Problems Persist on the Workroom Floor*, September 1994, GAO/GGD-94-201A.

³¹ United Parcel Service: Definitive Proxy Statement DEFA14A, Filed 3/22/00, Table 2, www.FreeEdgar.com; Federal Express: Definitive Proxy Statement DEFA14A, Filed 8/16/99, Table 5, www.FreeEdgar.com.

³² USPS OIG, *Effectiveness of United States Postal Service (USPS) Grievance-Arbitration Procedures*, March 26, 1999, Management Advisory Report No. LM-MA-99-002.

Appendix B: Homicide Summaries

Homicides by Non-Employees	111
Chatsworth, California, 8/10/99.....	111
Ruby, Alaska, 6/20/96	112
Washington, DC, 6/11/96	113
Hartford, Connecticut, 1/30/96.....	114
Miami, Florida, 8/5/94.....	115
Bronx, New York, 1/21/93.....	116
Crockett, Virginia, 9/18/92.....	117
Paulina, Louisiana, 4/23/92.....	118
Andover, Massachusetts, 11/7/91.....	119
Dayton, Alabama, 5/24/91.....	120
Gainesboro, Tennessee, 2/27/90	121
Miami, Florida, 9/26/89.....	122
Pinetta, Florida, 6/20/88.....	123
Los Angeles, California, 4/26/86.....	124
 Homicides by Current or Former Employees.....	125
Dallas, Texas, 4/17/98.....	125
Milwaukee, Wisconsin, 12/19/97.....	126
Miami Beach, Florida, 9/2/97.....	129
Las Vegas, Nevada, 12/19/96.....	130
City of Industry, California, 7/9/95	132
Montclair, New Jersey, 3/21/95.....	133
Cedar Rapids, Iowa, 1/14/94.....	134
Dana Point, California, 5/6/93	135
Dearborn, Michigan, 5/6/93.....	138
Royal Oak, Michigan, 11/14/91	141
Ridgewood, New Jersey, 10/10/91.....	144
Atlanta, Georgia, 9/17/89	146
Escondido, California, 8/10/89.....	147
Chelsea, Massachusetts, 6/29/88	149
Edmond, Oklahoma, 8/20/86	151
 Gender, Race/Ethnicity, and Job Type of Postal Victims and Perpetrators.....	154
 Endnotes	155

Homicides by Non-Employees

Chatsworth, California, 8/10/99¹

SUMMARY

Buford O. Furrow has been charged with shooting and killing Joseph Santos Iletto, a part-time letter carrier, on August 10, 1999, in Chatsworth, California. He allegedly killed Iletto because he was not white and was a federal government employee. Furrow had recently been released from prison and placed on probation for threatening staff members at a psychiatric hospital where Furrow sought treatment. Furrow awaits trial.

DESCRIPTION OF INCIDENT

On August 10, 1999, Buford O. Furrow shot and killed Joseph Santos Iletto, a part-time letter carrier delivering his route in Chatsworth, California. Furrow spotted Iletto approximately one hour after firing rounds into a Jewish Community Center, wounding five people. Furrow claims that he saw Iletto and decided he was a good target because he was not white and was a federal government employee. Furrow approached Iletto and shot him nine times.

After killing Iletto, Furrow reports that he wandered around Hollywood and got a haircut, went shopping, drank a few beers, and then took an \$800 cab ride to Las Vegas. The next morning Furrow turned himself in to the Las Vegas Police Department and confessed to killing Iletto. Furrow was extradited to Los Angeles and has been charged with five counts of attempted murder, one count of murdering a federal employee, carjacking, and illegal possession of a firearm while on probation from a previous conviction.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Sometime in the year before the homicide, Furrow tried to admit himself to a psychiatric hospital, claiming he felt homicidal. While in the hospital, Furrow threatened staff members with a knife. Furrow served five months in jail for assault in the second degree. When he killed Iletto, Furrow was on probation for the incident in the psychiatric hospital.

Furrow is reported to abuse alcohol.

It is unknown how Furrow acquired the firearm.

EMPLOYMENT AND MILITARY HISTORY

Furrow was a veteran and was discharged honorably from the Army. His employment history is unknown.

Ruby, Alaska, 6/20/96

DESCRIPTION OF INCIDENT

On June 20, 1996, Abram Paul Walter robbed and killed Postmaster Agnes Marie Wright in the Ruby, Alaska, Post Office. Walter beat and shot her. Walter confessed to killing Wright during an interview with postal inspectors about a different post office robbery. Walter was convicted of the robbery and killing of Postmaster Wright.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Walter did not have a history of substance abuse, mental health problems, or domestic violence. He was arrested once in Seattle for shoplifting and the charges were dismissed. He is also believed to be responsible for numerous burglaries in Alaska. Walter was not under the influence of drugs or alcohol at the time of the homicide.

One of the two guns used during the incident was stolen during a burglary. The other gun is also believed to have been stolen.

EMPLOYMENT AND MILITARY HISTORY

Walter is not a veteran. His employment history is unknown.

Washington, D.C., 6/11/96

DESCRIPTION OF INCIDENT

On June 11, 1996, three juveniles robbed and killed letter carrier Mun Hon Kim on his route in Washington, DC. The youth approached Kim sitting in his postal vehicle as he spoke with a postal customer. The youth ordered Kim and his customer to get on the ground and shot Kim. Members of the community recognized the perpetrators and turned them in to law enforcement. All three perpetrators were convicted of robbing and killing Kim.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

It is unknown whether any of the perpetrators had a history of substance abuse, mental health problems, or violence. It is also unknown whether any of the perpetrators were under the influence of drugs at the time of homicide. All three perpetrators were juveniles, and thus their criminal history records are sealed.

It is unknown how or where the juveniles acquired the gun used in the homicide of letter carrier Kim.

EMPLOYMENT AND MILITARY HISTORY

None of the killers were veterans, and their employment history is unknown.

Hartford, Connecticut, 1/30/96

SUMMARY

On January 30, 1996, Garfield Joseph Patterson shot and killed letter carrier Robert A. Budusky while Budusky delivered his route in Hartford, Connecticut. Patterson shot the letter carrier because he was angry that a check he was expecting had not been delivered. Patterson had a history of violence and a mental illness. Several witnesses to the killing identified Patterson. Patterson was convicted of killing Budusky.

DESCRIPTION OF THE INCIDENT

A juvenile eyewitness to the homicide said that she saw Patterson walk up to Budusky, pull out a handgun, and shoot him once. Other eyewitnesses provided descriptions of the gunman that matched the description of Patterson. Patterson was apprehended quickly. The investigation revealed that Patterson was waiting for a U.S. Treasury check he considered late, and he shot Budusky because he hadn't yet received the check.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

The investigation revealed that Patterson had a history of mental illness dating back to his childhood. Before his trial, he was diagnosed with schizophrenia and "psychotic disorder not otherwise specified." Patterson was not under the influence of drugs or alcohol at the time of the incident, although he had a history of heavy marijuana use.

The investigation revealed that the perpetrator had a history of domestic violence. Patterson threatened his sister with a knife, for which he was arrested.

The homicide weapon originally belonged to a retired Pennsylvania state trooper. When the trooper died, his daughter inherited the gun. In 1995, the gun was stolen from her home by her boyfriend's cousin. The cousin then sold the gun to a drug dealer in Hartford, Connecticut. Patterson somehow acquired the gun from the drug dealer.

EMPLOYMENT AND MILITARY HISTORY

Patterson was unemployed and was not a veteran.

Miami, Florida, 8/5/94

SUMMARY

On August 5, 1994, Jerrie MacDonald-Baist shot and killed her ex-husband, letter carrier Barry Baist. Jerrie MacDonald-Baist was convicted of killing Barry Baist.

DESCRIPTION OF INCIDENT

On August 5, 1994, while talking to a postal customer on his route, Barry Baist was shot and killed by his ex-wife, Jerrie MacDonald-Baist. The customer went inside to call 911. While inside, the customer saw Jerrie MacDonald-Baist kneel and pray until the police arrived.

According to the investigation, the perpetrator and the victim had recently been divorced and Barry Baist had been granted primary custody of their son.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Jerrie MacDonald-Baist acknowledged a history of using illicit drugs.

She had no criminal history, and her mental health history is unknown.

EMPLOYMENT AND MILITARY HISTORY

Jerrie MacDonald-Baist was unemployed at the time of the incident. She was not a veteran.

Bronx, New York, 1/21/93

SUMMARY

On January 21, 1993, Alfredo Gallego shot and killed motor vehicle operator Guillermo Gonzalez during an armed robbery. Five other people—Alfred White, Giovanni Rosado, Steven Martinez, George Gallego, and Gregory Cintron—participated in the crime, driving vehicles or providing equipment. White was a postal employee and Rosado was on the rolls pending removal. Alfredo Gallego and Steven Martinez were convicted of robbing and killing Gonzalez. George Gallego was convicted of conspiring to kill Gonzalez. Cintron was convicted of perjury. White and Rosado were convicted of robbery and related charges.

DESCRIPTION OF INCIDENT

On January 21, 1993, Alfredo Gallego shot and killed motor vehicle operator Guillermo Gonzalez during an armed robbery. One accomplice blocked Gonzalez's postal vehicle by driving a vehicle in front of it in a narrow street. Two other accomplices pulled cars up behind Gonzalez's vehicle. While the postal vehicle was blocked in, Gallego shot and killed Gonzalez; he then drove the postal vehicle to New Jersey. While attempting to drive the vehicle onto a narrow path, he struck a hydrant. Nearby residents called police.

The victim had observed suspicious individuals near stations on his run shortly before the homicide. He reported these observations to the Postal Police. The Postal Police escorted the victim on several occasions following these reports, but they did not observe any suspicious activity, and did not escort him on the day of the homicide.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

None of the perpetrators had a history of mental health problems.

All perpetrators admitted regularly using cocaine and marijuana. Martinez and Rosado admitted they were drinking before the homicide.

Cintron had a history of armed robbery, and Alfred Gallego had a history of armed assault. Martinez had a history of domestic violence. Martinez and George Gallego were involved in a robbery in which the victim was shot several times. White was involved in two prior robberies of the Parkchester Post Office.

It is unknown how or where Gallego acquired the gun used in the homicide of Guillermo Gonzalez.

EMPLOYMENT AND MILITARY HISTORY

Alfredo Gallego was the only veteran. He was honorably discharged from the Navy.

White was a current postal employee and Rosado was officially on the USPS rolls pending final removal. Cintron was a sales representative for a communications company. Martinez was a production representative for an automatic data processing company. Alfredo and George Gallego's employment status at the time of the incident is unknown.

Crockett, Virginia, 9/18/92

SUMMARY

On September 18, 1992, Jimmy Lawrence Nance killed Postmaster Donna Stevenson of the Crockett, Virginia, Post Office. According to the investigation, the motive for the homicide was robbery of Stevenson's personal assets. No Postal Service property or money was taken during the incident. Nance was convicted of the homicide and robbery.

DESCRIPTION OF INCIDENT

On the day of the incident, Stevenson told a co-worker that an acquaintance from whom she had once purchased furniture was hanging around the Post Office. Stevenson told her coworker that the man, Nance, had been asking for money and that his presence was making her nervous.

Stevenson was found dead with her throat slashed. Her purse was not found. According to Stevenson's husband, he had given her \$5,000 in cash the day before the homicide to place in a personal safe at the post office. During the investigation, the money was not found in the safe.

Later that day, the police located Nance. He was arrested and convicted of killing and robbing Stevenson.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

When the police caught the perpetrator, he was driving his aunt's car, which she had reported stolen. The investigation also found that the perpetrator fit the description of a suspect in a previous convenience store hold-up. Additionally, the perpetrator had a criminal record involving substance abuse.

Nance had no known history of mental health problems.

EMPLOYMENT AND MILITARY HISTORY

Nance was not a veteran. He sold furniture for a living.

Paulina, Louisiana, 4/23/92

SUMMARY

On April 23, 1992, Kenneth Wayne Jackson robbed and killed Postmaster Aljorie Clark Goodman in the Paulina, Louisiana, Post Office. Jackson was a career criminal with a history of violent felonies. Jackson was convicted of killing Postmaster Goodman.

DESCRIPTION OF THE INCIDENT

Goodman was robbed of cash and eight USPS money orders and was shot two times in the workroom area of the post office. Investigation of the incident found that on the day of the homicide, several postal customers reported hearing a loud male voice coming from the workroom area of the post office, with no sign of the postmaster. One customer said he felt that something may have been wrong inside the post office, and he took note of a black Chevy Beretta with tinted windows parked outside. Several Beretta owners in the area were interviewed, and one owner volunteered that on the day of the homicide, her boyfriend, Kenneth Jackson, took her car to be washed. Jackson was a suspect in several armed robberies in the region and was eventually arrested for one of them. Shortly after his arrest, the stolen money orders were located. The orders were made payable to Jackson and two relatives. Jackson was charged with the USPS robbery and homicide of Goodman. Jackson was convicted in federal court on May 26, 1993, and sentenced to mandatory life in prison.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Jackson used marijuana. It is unknown whether he was under the influence of drugs or alcohol at the time of the incident.

There is no evidence that Jackson had a mental health problem. After a psychological evaluation, he was found mentally competent to stand trial for this homicide.

Jackson had an extensive criminal history. Before the homicide, he was incarcerated in Louisiana State Penitentiary for 17 years for armed robbery. Three months after his release, he killed Postmaster Goodman.

Jackson had a history of previous violence in addition to armed robbery. During the course of Jackson's trial, a witness whom Jackson dated for a short period of time testified that he had raped her at gunpoint.

Jackson stole the gun used to kill Goodman from his mother.

EMPLOYMENT AND MILITARY HISTORY

Jackson was not a veteran. At the time of the homicide, he was employed with a disposal service.

Andover, Massachusetts, 11/7/91

DESCRIPTION OF INCIDENT

On November 7, 1991, James Nelson shot and killed letter carrier David Bradner while Bradner was delivering his route in Andover, Massachusetts. According to the investigation, Bradner owed Nelson money for carpentry work that Nelson had done for him. Approximately two weeks before the shooting, Nelson went to Bradner's house and demanded payment for his work. The two fought when Bradner refused to pay.

Two weeks after their initial struggle, Nelson hid and waited for Bradner to make his regular delivery. According to witnesses, he shot Bradner and fled the scene. Several days after the shooting, a hunter found Nelson's dead body in his car. The police concluded that Nelson shot himself. No suicide note was found.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Nelson was arrested for threatening Bradner several weeks before shooting him.

Nelson had no history of substance abuse or mental health problems.

It is unknown how Nelson acquired the gun used in Bradner's homicide.

EMPLOYMENT AND MILITARY HISTORY

Nelson was employed as a carpenter at the time of the homicide. Nelson was not a veteran.

Dayton, Alabama, 5/24/91

DESCRIPTION OF THE INCIDENT

On May 24, 1991, Jerry Lee Dansby robbed and attacked Postmaster Olive Prowell of the Dayton, Alabama, Post Office. A postal carrier found Prowell with her throat slashed. Prowell was taken to a local hospital, where she later died. Dansby's brother came forward, implicating his brother in the robbery and homicide. Dansby had a history of criminal activity and substance abuse. Dansby was arrested and found guilty of the crimes.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Dansby had a criminal history going back nine years before Prowell's homicide. Dansby was released from a two-year prison sentence only three months before the homicide. Dansby's juvenile record was sealed, so the details of his criminal history are unavailable.

Dansby had no known history of violence or of mental health problems. Dansby admitted to using alcohol and marijuana.

EMPLOYMENT AND MILITARY HISTORY

Dansby was not a veteran. He worked for a lumber company at the time of the homicide.

Gainesboro, Tennessee, 2/27/90

DESCRIPTION OF INCIDENT

On February 27, 1990, James Blaske shot and killed rural carrier Roy Wayne Grimes while Grimes was delivering his route in Gainesboro, Tennessee. The police never found a motive for the shooting. After the incident, postal inspectors learned that Blaske was paranoid and had planned to shoot the telephone man the previous day. When Blaske's house was searched after the incident, the inspectors found mirrors all over the house and two pipe bombs. Blaske was arrested in Florida two days after the incident. He was found not guilty of the charge by reason of insanity and was committed to the custody of the U.S. Attorney General.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

According to the investigation, Blaske's criminal history included arrests for conspiracy and threats against the President of the United States.

Blaske was found not guilty by reason of insanity.

It is not known how Blaske acquired the weapon used in killing Grimes.

EMPLOYMENT AND MILITARY HISTORY

Blaske was unemployed at the time of the homicide. He had served in the Army for two years. It appears that he was discharged honorably, under conditions, with a service-connected disability rated at 100 percent. Blaske also received Social Security disability.

Miami, Florida, 9/26/89

SUMMARY

On September 26, 1989, Lucious Delagel shot and killed his ex-girlfriend, letter carrier Regina Washington, in the parking lot of the South Miami Post Office. After killing Washington, Delagel shot and killed himself. According to the investigation, the shooting was related to the personal relationship between Delagel and Washington.

DESCRIPTION OF INCIDENT

On September 26, 1989, Lucious Delagel shot and killed his ex-girlfriend, letter carrier Regina Washington, in the parking lot of the post office. Delagel shot and killed himself immediately after killing Washington. According to witnesses, the shootings followed a heated argument between Washington and Delagel.

The investigation found that Delagel and Washington had dated for more than a year and Delagel was the father of Washington's child. Washington had recently broken off the relationship with Delagel. Soon after the breakup, Delagel kicked in the front door of Washington's house, threatened to kill Washington, and severely beat Washington's friend, who was also a postal employee. After this incident, Washington obtained a restraining order against Delagel.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

According to Delagel's father, his son was always in trouble as a youth and had been in and out of juvenile prisons. Delagel did not have a criminal history as an adult.

His father said that Lucious Delagel was very depressed about the breakup and upset that he could not see his son as often as he would like.

It is unknown whether Delagel had a history of substance abuse.

EMPLOYMENT AND MILITARY HISTORY

Delagel's employment status at the time of the incident is unknown. His military history is unknown.

Pinetta, Florida, 6/20/88

SUMMARY

On June 20, 1988, Joe Williams killed rural carrier relief Immogene Rogers by strangulation while she was delivering her route. Inspectors speculated that robbery was the motive for the killing, although nothing appeared missing from the mail truck or from Rogers' personal items. Williams was convicted of killing Immogene Rogers.

DESCRIPTION OF INCIDENT

On June 20, 1988, a postal customer called the postmaster to report that Rogers was late delivering the mail. The postmaster closed the post office to search for Rogers. When the postmaster could not locate her, the postmaster called postal inspectors and the police. The police found Rogers strangled to death alongside her vehicle.

Williams was arrested after his palm print was found on a magazine inside Rogers' vehicle. According to the investigation, Williams was one of Rogers' postal customers. There is no evidence that Williams had previously threatened or assaulted Rogers.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

It is unknown whether Williams had a mental health, substance abuse, or criminal history.

EMPLOYMENT AND MILITARY HISTORY

Williams' employment and military history are unknown.

Los Angeles, California, 4/26/86

SUMMARY

On April 26, 1986, Kerry Lynn Brown shot and killed letter carrier Dale J. Hooker while she was delivering mail on the porch of the home of Brown's parents. There was no apparent motive for the shooting. Brown was convicted of killing Hooker.

EMPLOYMENT AND MILITARY HISTORY

Brown was a salesman. His military history is unknown.

DESCRIPTION OF INCIDENT

On April 26, 1986, while letter carrier Dale J. Hooker stood on her postal customer's porch, she was killed by shotgun blasts from inside the house. The police arrived and tried for more than an hour to persuade Brown to leave the house. Finally, Brown's father persuaded him to come out. When Brown left the house, he said that Hooker had been killed in a drive-by shooting and that he had been too scared to leave the house and check on the carrier.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

According to Brown's parents, three weeks before the shooting, Brown had been shot in the face by an unknown assailant. Brown's jaw had been wired shut since this incident. His parents reported that Brown had been very depressed and nervous since the incident and had tried to kill himself.

Brown's criminal history included an incident in 1979 in which he was convicted of involuntary manslaughter. He was also arrested in 1983 for possession of a controlled substance and was known to use PCP, a hallucinogen.

Homicides by Current or Former Employees

Dallas, Texas, 4/17/98

SUMMARY

On April 17, 1998, letter carrier Maceo Yarbough returned from his route, entered the lunchroom of Northhaven Station, Dallas, Texas, and shot box clerk Lavinia Kelly Shaw. Yarbough killed Shaw because he feared that she was planning to kill him and his family. Yarbough thought that Shaw directed her boyfriend and postal inspectors to follow him. Found mentally incompetent to stand trial, he was committed to a maximum-security mental hospital.

DESCRIPTION OF THE INCIDENT

Yarbough returned from his carrier route and entered the lunchroom, where several employees were eating. He walked directly to Shaw, made a statement to the effect of "this will teach you," and shot her seven times. As the other employees fled the lunchroom, one sustained minor injuries. Shaw died at the scene. Yarbough walked out of the lunchroom and told an employee to call 911. He surrendered his mail pouch with gun inside to another employee and left the station. Dallas police stopped him 15 miles south of the station.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Yarbough had no known history of drug or alcohol abuse or previous violence. There is no evidence that Yarbough was on drugs or alcohol at the time of the incident.

A psychological evaluation before his trial found that he was paranoid schizophrenic and probably had been for years. Three doctors determined that Yarbough suffered from auditory hallucinations and visions of Shaw killing his family. He was found mentally incompetent to stand trial and was committed indefinitely to the maximum security unit at a state mental hospital for treatment.

A receipt found on Yarbough at the police station indicated that he had bought the Taurus .45 caliber pistol used to kill Shaw at a local gun shop in March 1998.

EMPLOYMENT AND MILITARY HISTORY

Yarbough worked for United Parcel Service before joining USPS in June 1997. According to the incident's investigating inspector, Yarbough provided USPS with good employment references, despite the fact that he had never worked for a company more than one year.

Yarbough had no recent discipline before the incident. He was not a veteran.

Milwaukee, Wisconsin, 12/19/97

SUMMARY

On December 19, 1997, postal clerk Anthony James Deculit shot and killed postal clerk Russell Daniel Smith at the Milwaukee Post Office and wounded his supervisor and another employee before killing himself. While employed by the Postal Service, Deculit received several letters of warning, was suspended, and underwent an emergency fitness-for-duty exam. Deculit also openly told his therapist that he was under a lot of stress and if it continued he would kill his supervisor and station manager. Some of Deculit's coworkers believe that the shootings may have resulted from Deculit's frustration toward his supervisor as well as a love interest Deculit had in a coworker. Deculit took Prozac and smoked marijuana.

DESCRIPTION OF INCIDENT

On December 19, 1997, Deculit began work as usual at the Milwaukee Post Office. A couple of hours later, with no apparent provocation, Deculit shot and wounded his supervisor. He then shot and killed postal clerk Russell Daniel Smith and wounded a mail handler who was fleeing. A local police officer who was nearby entered the scene and told Deculit to drop his weapon. Deculit then shot and killed himself.

While working at the Milwaukee Post Office, Deculit wrote several love letters to a fellow postal worker. One week before the shootings, Deculit wrote to her, "In the recent weeks, I have been a bit out of sorts, and I don't have the focus to get things done. I'm not sure what is causing this but I am working on it."

Some coworkers and witnesses felt that Deculit's feelings for his coworker might have contributed to his motive for shooting Smith. Smith's friendship

with the coworker's ex-fiancé, another postal worker, apparently angered Deculit. Deculit wrote to the coworker several times, describing how Smith was annoying him. Additionally, Deculit blamed Smith for spying on him and reporting that he was sleeping on the job. Deculit told another coworker, "Don't ever get me mad, because I do get back at people."

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Sixteen months before the shootings, while working at the Dr. Martin Luther King Post Office, Deculit told his therapist that he was under a lot of stress and that if it continued he would kill his supervisor and station manager. He also told the therapist that he had a gun. The therapist told the USPS threat assessment team that she did not believe Deculit's threat signaled imminent action. Nevertheless, the threat assessment team sent Deculit for an emergency fitness-for-duty examination. Deculit's examining physician concluded that Deculit did not pose an acute danger to anyone and was fit for duty. The physician did recommend that Deculit continue therapy and suggested that Deculit's conflicts with authority would probably continue.

Deculit told the fitness-for-duty examiner that he bought his gun from a coworker in New Mexico to use with his wife for target practice.

Two coworkers reported that Deculit told them he was taking Prozac. One also said that Deculit smoked marijuana. The autopsy report showed only traces of acetaminophen (Tylenol) in Deculit's system at the time of the shootings.

Deculit did not have a criminal background.

EMPLOYMENT AND MILITARY HISTORY

Military History

In 1978, Deculit enlisted in the Marine Corps and stayed for five years. During his service, Deculit received a letter of appreciation and a good conduct medal. He was told that he was not recommended for promotion to sergeant because he lacked the required professional qualities. In 1983, he was recommended for reenlistment but he left the Marine Corps.

USPS

In 1983, Deculit joined the Postal Service. He worked for the Postal Service on and off for 14 years. Over the 14-year period, Deculit changed jobs 13 times, including leaving or transferring jobs within the Postal Service approximately six times. The reasons he gave for leaving or transferring within the Postal Service were that the jobs were not fulfilling or that he wanted to "pursue better things in life." The physician who evaluated Deculit's fitness for duty believed he changed jobs to avoid dealing with his problems with authority.

During his tenure at the Postal Service, Deculit filed approximately six grievances, most in response to discipline.

In 1996, while at the Dr. Martin Luther King Post Office, Deculit received a letter of warning for opening all the windows and doors of the postal facility when the outside temperature was below freezing. He said that a coworker's perfume made him sick. Deculit also received a seven-day suspension for failing to follow instructions.

In August 1996, Deculit transferred to the Milwaukee Post Office. After his transfer, Deculit was placed on non-duty pay status for threatening to kill his former supervisor and station manager. He was later returned to duty following the fitness-for-duty examination.

In October 1997, Deculit received a letter of warning from his supervisor for sleeping on the job. According to some of his coworkers, this may have been a motive for Deculit's attack against his supervisor. Deculit was attempting to transfer out of the Milwaukee Post Office and was worried that the letter of warning from his supervisor would impede his transfer.

WORKPLACE CLIMATE AND SUPERVISORY STYLE

After the shootings by Deculit, employees were interviewed about their views of the supervisory methods at the Milwaukee Post Office. Several employees described Deculit's supervisor as strict and said there was tension between her and Deculit as well as other employees. One employee had even warned the supervisor that if she did not back off someone would come and shoot her. Another said that if something were not done to correct the management style, it would probably happen again.

The Office of Inspector General (OIG) conducted a study to determine whether the Milwaukee District threat assessment team complied with USPS violence prevention policies and to see if any deviations from these policies contributed to the incident on December 19, 1997. The OIG determined that there were three areas in which the Milwaukee threat assessment team did not comply with USPS violence prevention procedures:

1. A healthy workroom environment had not been created and maintained.
2. Case management or risk abatement plans for individuals identified as potential threats to the workforce had not been created and maintained.

3. Violence prevention training was not mandatory.

The OIG report states: "Although we are unable to determine whether following the policies and procedures would have prevented the December tragedy from happening, compliance with them might have provided management with an indication of the mental state of the offender, as well as the existing work climate of the office. This information

could have been used to assess actions needed to prevent the outbreak of violence."²

Miami Beach, Florida, 9/2/97³

SUMMARY

On September 2, 1997, Jesus Antonio Tamayo, a postal clerk, shot his ex-wife and her friend, Mirna Mendoza, while they were standing in line at the Miami Beach Post Office. After shooting the two women, Tamayo went into the parking lot and shot and killed himself. Tamayo's ex-wife survived, but Mendoza died four months after the shooting from complications related to the gunshot wound.

DESCRIPTION OF INCIDENT

On September 2, 1997, Tamayo was serving postal customers at his window position in the Miami Beach Post Office when he saw his ex-wife and her friend in line. Tamayo reached into his drawer, took out a fanny pack, and walked out of the post office by the employee exit. A few minutes later Tamayo walked into the lobby of the post office, removed a gun from the fanny pack, and shot his ex-wife and Mirna Mendoza. Tamayo then left the post office and shot and killed himself.

Tamayo and his ex-wife had been divorced four years before the shooting.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

It is unknown whether Tamayo had any mental health problems or a substance abuse history.

Tamayo had previously been accused of stalking, criminal mischief, and mail-tampering.

Two months before the shooting, Tamayo was granted a concealed weapons permit.

EMPLOYMENT AND MILITARY HISTORY

Tamayo worked for the Postal Service for 21 years. He was a veteran.

Las Vegas, Nevada, 12/19/96

SUMMARY

On December 19, 1996, former mail handler Charles Edward Jennings shot and killed labor relations specialist James C. Brown in the parking lot of the Las Vegas Post Office. During his tenure at the Postal Service, Jennings was recognized several times for excellent performance, yet he also amassed a number of suspensions and letters of warning. He was ultimately fired for falsification of records and fraud. Before the homicide, he had threatened to kill specific people if he were fired. These threats were never reported to postal or other authorities. Jennings was on cocaine at the time of the incident and had a long history of substance abuse. Jennings confessed and was convicted of killing James Brown. In May 2000, the Nevada Supreme Court overturned the conviction on procedural grounds and returned the case to District Court.

DESCRIPTION OF THE INCIDENT

On December 17, 1996, Jennings' wife called Jennings' union representative and told him that Jennings had not been home. The union official called Jennings' manager and told him that Jennings was upset that an arbitrator had upheld his dismissal from the Postal Service and that he was acting in a rage about the decision. The message was passed on to another manager, who spoke to labor relations specialist James Brown about the situation. The manager asked Brown whether the postal inspectors should be notified. Brown responded, "What do you suppose they could do?"

According to the investigation, on December 16, Jennings checked into a motel with a woman who had purchased rock cocaine for him. Jennings told the woman that he had been unjustly fired from the Postal Service and was going to kill three of his bosses. The following day he bragged to the woman

that she would see him on television after he had killed his bosses. Jennings spent the next few days smoking cocaine in the motel. Jennings arrived at the post office the morning of December 19 with the intention of killing specific people he thought were responsible for his removal. Jennings told investigators that as he was parking his car in the post office lot, Brown pulled alongside him. Jennings noticed that Brown saw Jennings' gun on the front seat of the car, and Jennings took the gun from the seat and put it to his own head, threatening suicide. According to Jennings, when Brown tried to grab the gun, Jennings shot him twice. Jennings then left a message on his wife's answering machine saying that he "got them (expletive) from my job." Jennings then found a police officer and told the officer that he had just killed a man at the post office.

Jennings was convicted of killing Brown, but in May 2000 the Nevada Supreme Court overturned the conviction on procedural grounds and returned the case to District Court.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

The investigation found that Jennings had an ongoing problem with substance abuse. He resigned from the Postal Service in 1989 because of a problem with rock cocaine, and was reinstated in 1992 after he felt it was "under control." For several days leading up to the homicide, Jennings smoked rock cocaine with a woman in a motel room. According to this woman, Jennings said he was going to kill his three bosses at the Postal Service because they fired him.

The investigation revealed that Jennings may have been suicidal for weeks leading up to the homicide.

A coworker and a friend reported that Jennings threatened suicide on several occasions before the incident. The friend recalled how Jennings came to her apartment one evening with a handgun, threatening to kill himself. The coworker told investigators that Jennings' wife told him that if Jennings lost his arbitration, he said he would kill himself. These threats of suicide were not reported to postal authorities. In his confession, Jennings said he was depressed after losing his job and that he went to the post office with a gun intending to kill himself in front of his bosses.

The gun used in the homicide was registered in California to Jennings' wife.

EMPLOYMENT AND MILITARY HISTORY

The investigative record provides no information on Jennings' non-postal employment. Jennings was not a veteran.

Jennings joined the Postal Service in 1974 as a city carrier and was terminated during his probation for performance reasons. He received an appointment as a mail handler in 1978. He received a commendation in 1979 for exemplary performance, an award for work performance in 1984, an award for hours worked at the post office in 1985, and a promotion, also in 1985. However, during this period he was suspended five times for excessive absenteeism. In 1989, Jennings resigned from the Postal Service and sought drug treatment. He was reinstated in 1992. After about four unremarkable years, he was issued a notice of removal for time card falsification.

A supervisor of Jennings reported seeing him in the cafeteria area of the processing and distribution center on several occasions after his termination and reported this to the Postal Inspection Service. No action was taken.

City of Industry, California, 7/9/95

SUMMARY

On July 9, 1995, distribution clerk Bruce William Clark shot and killed postal supervisor James Whooper III at the City of Industry, California, Processing and Distribution Center. The motive is unclear. Clark did not have a history of prior threats or violence. His 25-year tenure with the Postal Service was unremarkable. Clark was convicted of killing Whooper.

DESCRIPTION OF INCIDENT

Clark first attacked Whooper with his fists on the workroom floor. Whooper reported the assault to the facility supervisor, who went to the scene of the assault. The supervisor was speaking with Whooper when Clark returned to the floor with a revolver and shot Whooper. Employees wrestled the gun from Clark and held him until Los Angeles sheriffs arrived.

Although a concrete motive for the homicide is unknown, investigators learned that Clark had hired a private investigator to locate Whooper's home, and a hand-drawn map of Whooper's neighborhood was found in Clark's residence.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Clark had no history of substance abuse, mental health problems, or domestic violence. He was not under the influence of drugs or alcohol at the time of the incident. His criminal history reflected a drunk driving arrest in 1973.

It is unknown how or where Clark acquired the gun used in the homicide.

EMPLOYMENT AND MILITARY HISTORY

Clark served in the Marine Corps from 1966 to 1970. He was honorably discharged.

Clark joined the Postal Service immediately after leaving the military in 1970. He worked as a clerk in the Anaheim, California, Post Office until 1976. He left the Postal Service and taught math at Compton College for three years. He returned to the Postal Service as a distribution clerk at the City of Industry, California, Processing and Distribution Center in 1979. The investigation revealed no evidence of problems in his employment history with USPS or with Compton College.

Montclair, New Jersey, 3/21/95

SUMMARY

On March 21, 1995, former postal employee Christopher Thomas Green robbed the Montclair, New Jersey, Post Office at gunpoint, then shot two clerks and three customers. One customer survived. The other four victims died. Although Green knew both employee victims, there was no evidence that Green had a dispute with either of them. Green confessed to the theft of \$5,729.38, and to the homicides. Green was convicted of robbing and killing the postal workers and customers.

DESCRIPTION OF THE INCIDENT

Investigators learned from the surviving victim that Green entered the post office, forced the two clerks and three customers to the rear of the facility, and ordered them to lie down on the floor. Each of the victims was shot in the head. A friend of Green's who knew of his plans to rob the post office contacted police in the mistaken belief that there was a hostage situation at the post office. The friend wanted to help Green surrender to authorities. When the police explained the true situation, the friend provided Green's address as well as names of family and known associates. Postal inspectors and Montclair police set up surveillance at several locations and arrested Green the next day near his residence. The police obtained a confession almost immediately.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Green had no prior criminal record. There is no evidence that he had mental health problems or had a history of violence. Green was a cocaine abuser.

There is no evidence that he was under the influence of either drugs or alcohol during the incident.

It is unknown where or how Green acquired the handgun used in the homicides.

EMPLOYMENT AND MILITARY HISTORY

Green was a former postal employee and was employed with the Montclair Department of Public Works in the Traffic Department. He was not a veteran.

Cedar Rapids, Iowa, 1/14/94

SUMMARY

On January 14, 1994, former letter carrier Ronald Wendell Downs, Sr., ambushed letter carrier Gloria Heising while she delivered her route. He hid in a house on her route, confronted her, and shot her to death. Downs was Heising's former boyfriend and had been fired from the Postal Service for repeatedly threatening to kill her. Years before the homicide, Downs had been arrested for threatening Heising with a pistol and had received a suspended sentence. Postal managers had offered Heising a transfer to a postal position outside the state of Iowa, but she declined. Downs confessed to police that he killed Heising; he said she ruined his life and caused him to lose his job. Downs was convicted of killing Heising.

DESCRIPTION OF THE INCIDENT

Investigation of the incident revealed that Downs had carefully planned the homicide. Downs's son lived on Heising's route. Downs secretly made a copy of the key to his son's home to provide a place to wait for Heising. He addressed a certified letter to the residence to ensure that Heising would call at the front door. Downs shot Heising with a shotgun as she approached the front door of the residence to deliver the letter. Downs then reentered the residence, returned with a handgun, and shot Heising three more times.

Investigators discovered rope and blankets in a van that Downs had rented. Apparently, Downs had also considered abducting Heising.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Downs had no known history of substance abuse or mental health problems. He was not under the influence of alcohol or drugs at the time of the homicide.

Downs threatened Heising's life on numerous occasions. On one occasion, Downs fired two shots from a pistol close to Heising's head. Because of this incident, Downs was fired from the Postal Service and was charged with harassment. He was sentenced to one year in jail (suspended) and placed on two years' probation. The court also ordered Downs to have psychological counseling and to attend a batterers education program.

There is no information available on where or how Downs acquired the shotgun and handgun he used to kill Heising.

EMPLOYMENT AND MILITARY HISTORY

Downs was honorably discharged from the Navy.

After Downs's termination from USPS, his employment consisted of low-paying minimum-skill jobs.

Dana Point, California, 5/6/93

SUMMARY

On May 6, 1993, Mark Hilbun, a former Dana Point, California, postal letter carrier, killed his mother and a fellow letter carrier, Thomas Barbagallo, and wounded a letter carrier and four non-postal employees. The incidents occurred on and off postal property. The motive for the shootings was related to Hilbun's interest in a female coworker. During Hilbun's five years of employment with the Postal Service, he had been given several letters of warning, received a psychiatric fitness-for-duty examination, and was placed on emergency non-duty status. Hilbun had a long history of substance abuse and mental health problems. Hilbun was convicted of killing his mother and his coworker.

DESCRIPTION OF INCIDENT

On May 6, 1993, Hilbun entered his mother's house, slit the family dog's throat, and stabbed his sleeping mother. Hilbun then drove to the Dana Point Post Office, entering through the back dock area. Hilbun walked through the facility, shooting and killing carrier Thomas Barbagallo and wounding another carrier. Hilbun also fired at the postmaster but did not wound him. Hilbun then looked around for Ms. X, a fellow postal carrier whom Hilbun had previously harassed. Not finding her, he left the premises. Ms. X was there but was hiding from Hilbun.

During the next several days, Hilbun had several confrontations in which he shot and wounded four non-postal employees. Hilbun also broke into a residence and drank alcoholic beverages. The police found Hilbun in a local bar.

During the police interrogation, Hilbun said that he had gone to the post office on May 6 to find Ms. X. Hilbun said he believed that the world was coming

to an end and he wanted to save her. He also said he believed they were chosen to be husband and wife of the human race. Hilbun believed that Ms. X and he were two halves that were complete together. He claimed that he had killed his mother so she would not suffer the catastrophe that was to come from the world coming to an end. When asked why he tried to shoot the postmaster, Hilbun responded that the postmaster was trying to keep him and Ms. X apart.

On the day of the shootings, Ms. X had come to the Dana Point Post Office to pick up her last paycheck before she transferred to another postal facility because of Hilbun's harassment. The postmaster and another postal employee had brought personal handguns to the post office that day in order to protect themselves from Hilbun.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Criminal and Substance Abuse History

Hilbun had a long history of alcohol, marijuana, and cocaine abuse and never received any treatment for his drug problems.

In June 1992, Hilbun was arrested for drunk driving. Hilbun resisted arrest and tried to run over the arresting police officer.

In September 1992, Hilbun was arrested for continuing to contact Ms. X after agreeing to leave her alone.

It is unknown how Hilbun acquired the gun used in the homicides.

Mental Health

As an adolescent, as well as in the Air Force, Hilbun was treated for suicidal thoughts. While Hilbun served in the Air Force he was diagnosed with schizoid personality with depressive features. Hilbun saw a psychologist on four occasions but terminated his treatment because he felt he no longer needed it. The treating doctor felt that Hilbun needed long-term therapy.

In September 1992, Hilbun was placed on emergency non-duty work status and was referred for a psychiatric fitness-for-duty examination because of his continued harassment of his coworker, Ms. X. The next day, Hilbun was arrested for harassing Ms. X. An employee assistance program counselor arranged to have Hilbun committed for observation for 14 days in a local hospital. The observing psychiatrist disagreed with the military's diagnosis of schizoid personality and also ruled out paranoid delusional disorder. Instead, Hilbun was diagnosed with substance abuse disorder, as well as bipolar disease. The psychiatrist indicated that Hilbun was taking Lithium for bipolar disease and that his condition was in remission. There is conflicting advice from the examining physicians regarding Hilbun's treatment and mental status.

Hilbun said he had not taken any illegal or prescription drugs, including the Lithium, for several weeks before the shootings.

In April, 1993 Hilbun underwent the fitness-for-duty examination and was found unfit for duty.

EMPLOYMENT AND MILITARY HISTORY

Military

Hilbun joined the Air Force in December 1976 and served for six years. During a medical evaluation, Hilbun was diagnosed with a schizoid personality with depressive features, and he was honorably discharged in October 1982.

USPS

In June 1988, Hilbun was hired by the Postal Service as a letter carrier. He worked for USPS for approximately five years. Hilbun's inappropriate behavior in the Postal Service began in January 1992 and continued until he was terminated.

In January 1992, a carrier, Ms. X, reported to her supervisor that Hilbun was making advances toward her and was leaving inappropriate telephone messages at her residence. In July 1992, Hilbun left his key and a note at Ms. X's home. She told her supervisor, who counseled Hilbun on the matter. Hilbun said he felt that Ms. X had led him on but he agreed to leave her alone. The supervisor referred Hilbun to the employee assistance program.

In September 1992, Hilbun reported for work and began playing the radio loudly. He was singing and dancing with underwear on his head. Hilbun was told to leave the premises. On the same day, Ms. X reported that Hilbun had resumed his contacts with her. Hilbun was subsequently placed on emergency non-duty status, and his supervisor requested a fitness-for-duty examination for him.

The following day Hilbun returned to the postal premises. He was escorted off the premises. Postal employees found two dead rabbits on the postal premises, which were believed to have been left by Hilbun. Nervous about Hilbun's actions, the supervisor contacted the local police and an

employee assistance program counselor. During this time, Ms. X reported that Hilbun had left more lewd messages on her answering machine. The police arrested Hilbun for his continued harassment of Ms. X. After the arrest, Hilbun was committed to a local hospital for observation.

In November 1992, Hilbun was confronted with discrepancies on his postal employment application concerning his arrest record and medical history. Hilbun failed to clarify the discrepancies. In December 1992, management prepared a letter of removal, accusing Hilbun of falsifying his employment application, unacceptable conduct, and creating a hostile environment. Also in December 1992, Hilbun was placed on probation as a result of his previous drunk driving charges.

It is unclear whether Hilbun returned to work after the letter of removal was issued.

In January 1993, the hospital psychiatrist advised that Hilbun not be allowed return to work until his Veterans Administration records were released and reviewed. Hilbun's union representative refused to agree to the release of the records.

In February 1993, Ms. X agreed not to pursue harassment charges against Hilbun because Hilbun had promised to refrain from contacting her.

In April 1993, a settlement was reached that Hilbun was to have a fitness-for-duty examination. If Hilbun were found fit he would return to work. Hilbun was found unfit for duty.

After all administrative appeals were exhausted, Hilbun was placed in a nonpay status.

In late April 1993, Hilbun began to harass Ms. X again. The postmaster told Ms. X to contact the police, placed her on administrative leave for her protection, and made arrangements to have her transferred to another post office. The postmaster also gave a stand-up talk to the employees to

instruct them on how to secure the facility. They were advised to keep the doors locked and to notify the postmaster if anyone saw Hilbun near the facility.

Dearborn, Michigan, 5/6/93

SUMMARY

On May 6, 1993, postal vehicle maintenance employee Lawrence Jasion shot and killed postal mechanic Gary Montes at the Vehicle Maintenance Facility in Dearborn, Michigan; wounded two other postal employees; and then shot and killed himself. Jasion worked for the Postal Service on and off for 27 years in a variety of positions. During his employment with the Postal Service, Jasion had received several letters of warning and had been suspended. He had made a number of threats dating back to 1986. Investigators believe that the motive for the shootings was related to two issues that Jasion had with the Postal Service.

DESCRIPTION OF INCIDENT

On May 6, 1993, approximately ten minutes before his scheduled shift, Jasion entered the Vehicle Maintenance Facility with a donut box concealing several guns and began shooting. Jasion shot and killed Gary Montes and wounded his supervisor and an administrative clerk. When the police searched the facility, they found Jasion dead from a self-inflicted gunshot wound.

During a search of Jasion's home, the police found three canisters of gunpowder, 12,000 rounds of ammunition, gun parts, and 16 firearms. The police also found information pertaining to the administrative clerk: her Social Security number, vehicle number, USPS employment application, address and phone number, and the name of her grandfather. According to the investigation, Jasion hired private investigators to collect this information.

Jasion also had information on other postal employees. The police discovered a videotape of a television program on employees who shot their

supervisors and 184 books and magazines related to weapons and killing.

The transfer of a friend and a disagreement over radio music the day before the shooting upset Jasion and apparently motivated him to shoot Montes. It is believed that Jasion's motive to kill his supervisor and the administrative clerk concerned an EEO complaint that Jasion had filed.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Jasion had no known criminal record. It is unknown how Jasion acquired the three guns used in the incident. According to the investigation, Jasion had a fascination with firearms. A search of his home discovered 16 handguns and rifles, seven of which were registered with the police.

Jasion had been referred to the employee assistance program on two occasions but there is no record of his having any mental health or substance abuse problems.

EMPLOYMENT AND MILITARY HISTORY

Military

In 1967, Jasion joined the Army and served for two years. While in the Army, Jasion was demoted twice for disobeying orders from his superiors. Jasion also received the National Defense Service Medal for serving during the period of the Vietnam War. He was discharged honorably from the Army but was barred from reenlisting.

USPS

Jasion was hired by the Postal Service in December 1966. He worked on and off for the Postal Service for 27 years.

From 1984 to 1987, Jasion received three letters of warning and a suspension for problems in performance and failure to follow instruction. He was also referred to the employee assistance program (EAP) during this period but refused treatment. Over the next few years, Jasion received several letters of commendation for good attendance and accident-free workdays.

Jasion's threatening behavior was first reported in June 1986. Jasion allegedly threatened his manager and said that he would enjoy killing him. When the Postal Inspection Service investigated the charges, both of Jasion's supervisors said that Jasion had threatened them. The results of the investigation were brought to the attention of management who decided not to take administrative or disciplinary action against Jasion at that time.

In March 1990, Jasion was referred to the EAP because of problems he had working with others. Jasion was interviewed by an EAP specialist but refused treatment.

In January 1992, Jasion filed an EEO complaint concerning a position that was given to another employee, the administrative clerk. Jasion felt that he had been discriminated against by his supervisor and felt that he deserved the position.

In April 1992, the administrative clerk filed an EEO complaint against Jasion alleging that he was making inappropriate remarks to others about her because of her sex. The administrative clerk withdrew her complaint and discussed her concerns with her supervisor.

In January 1993, Jasion complained to a manager that other employees were harassing him. Jasion's

managers held a meeting and told his coworkers that all harassment must stop.

In March 1993, the administrative clerk told the Inspection Service that she had concerns about Jasion. The administrative clerk was concerned for her safety as a result of Jasion's EEO complaint concerning her. She also told the inspectors that Jasion liked to wear camouflage and owned weapons. Later that month, the administrative clerk wrote a detailed letter to the postmaster, reiterating her concerns about Jasion. She wrote, "I can't express to you how concerned I am. I believe he is a time bomb just waiting to go off." The same day, Jasion's supervisor had a meeting with him to discuss coworkers' concerns about his behavior. Apparently Jasion's coworkers were concerned that if his EEO complaint were denied, Jasion might react violently. Jasion denied any intention to act violently. Jasion was also reminded of USPS policy prohibiting firearms on postal premises. Immediately following the talk, the postal inspector filed a report notifying the police of the situation.

Also in March 1993, Jasion's supervisor wanted to send Jasion for a fitness-for-duty examination but believed he lacked a basis for doing so. Jasion's supervisor described Jasion as lazy, a woman hater, and a loner who painted over the windows of his residence to avoid contact with his neighbors.

Later in March 1993, Jasion was informed that his appeal concerning the job position was denied. In April 1993, Jasion filed several complaints alleging that he had been harassed by coworkers and was forced to work overtime.

On May 5, 1993, Jasion learned that a friend was transferring to another postal facility. Also on that day his work group held a vote on playing the radio at the facility. Jasion claimed he was sensitive to the noise and voted against having the radio, but he lost the vote. These two incidents apparently upset Jasion. After the vote, Montes gave Jasion an instruction to deliver vehicle parts to the mechanics.

Jasion refused because the radio was playing. When Jasion left that evening he was visibly upset.

On May 6, 1993, Jasion entered the postal facility and opened fire.

COMMENTS ON MANAGEMENT STYLE

The postmaster of the Dearborn postal facility commented that Jasion's supervisor was autocratic in his management style. When asked why the supervisor received "outstanding" on his evaluations, the postmaster stated that managers' evaluations are made on the "numbers," not on management style.

Royal Oak, Michigan, 11/14/91

SUMMARY

On November 14, 1991, at the Royal Oak, Michigan, Post Office, former letter carrier Thomas McIlvane shot and killed four postal employees and injured four postal employees, the day after an arbitration hearing upheld his firing from the Postal Service. McIlvane had a long history of threatening and verbally abusing his coworkers, supervisors, and customers. He had been suspended several times for poor performance and threats. He was eventually fired for profane threats and insubordination. While awaiting the arbitration decision on his firing, McIlvane continued to threaten his supervisors and made repeated statements that he would kill people in the Royal Oak Post Office if he lost his arbitration. As a result of the incident, Congress and the USPS critically reviewed USPS culture and practices to learn what might have contributed to this violence. Labor, management, and operations problems at the Royal Oak Post Office had come to the attention of Congress well before the homicides.

DESCRIPTION OF THE INCIDENT

Thomas McIlvane walked into the Royal Oak Post Office from the rear dock door, carrying an automatic rifle concealed by a raincoat. McIlvane walked through the building looking for specific people, all the while shooting other employees randomly. McIlvane shot and killed two supervisors and two managers and wounded four others. As police were arriving at the scene, McIlvane put the rifle to his head and killed himself.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

McIlvane's military medical documents indicated that he received a psychological evaluation for threatening and violent behavior. While with the Postal Service, McIlvane received employee assistance program counseling for drug and alcohol abuse. A doctor's note submitted to the Postal Service in 1988 indicated that McIlvane "has no history of emotional disorder" and that "there is no reason to believe he's emotionally unstable." However, in 1990 McIlvane underwent a fitness-for-duty exam that found that he had "borderline personality disorder, a history of cocaine abuse, and severe disastrous early childhood experiences."

His criminal history reflects that in 1991 McIlvane was arrested for threatening several of his postal supervisors but was acquitted of the charges. While in the Marines, McIlvane was found guilty and convicted for disrespecting an officer and disobeying a direct order.

McIlvane was not on drugs or alcohol at the time of the homicides.

In 1989, McIlvane received a permit to carry a concealed weapon. The permit was suspended and revoked in 1990 when the Oakland County Concealed Weapons Board learned of his repeated threats against his supervisors.

EMPLOYMENT AND MILITARY HISTORY

Military

McIlvane enlisted in the Marine Corps directly after he graduated from high school in 1979. While in the military, McIlvane was disciplined several times for misconduct. In 1980 and 1981, he was disciplined for using disrespectful language to an officer. In 1981, he was convicted by court-martial of two counts of using disrespectful language to an officer, two counts of disobeying a direct order, and one count of failing to comply with a general order, and was sentenced to three months' incarceration at Camp Pendleton, a monetary fine, and a demotion from lance corporal to private. In 1983, McIlvane was disciplined for driving an M-60 tank over an automobile.

McIlvane's Marine Corps discharge was "general under honorable conditions," and he was barred from reenlistment because of his performance record. He appealed the RE-4 reenlistment code, but lost.

USPS

McIlvane applied for a city carrier position in 1983. His employment application stated that he had been convicted for disrespecting a superior officer in the Marines and had been sentenced to three months' confinement and hard labor. His application also stated that he received a less than honorable discharge from the military. However, paperwork apparently filled out by USPS officials showed his discharge as honorable. McIlvane was initially found medically unsuitable for the position because of a knee injury. McIlvane won the appeal to this decision and became a casual distribution clerk. He received a career appointment in 1985. His probationary period was uneventful.

From 1985 to 1989, McIlvane received several letters of warning for poor attendance and for misdeliveries. In 1988, he was suspended for cursing at the director of field operations. In 1989, he received a letter of warning for route deviation, and he was suspended for seven days for an altercation with a postal customer. In 1989, he wrote "F* off" on another letter of warning in the presence of a supervisor. He was suspended again in 1989 for 14 days for work performance and safety violations. In early 1990, McIlvane was placed in "emergency off-duty" status because two supervisors observed him driving in an unsafe manner while on his route. When they stopped McIlvane to discuss his driving, McIlvane attempted to run them over with his vehicle. A month later, he phoned a supervisor and verbally abused her. A removal notice was issued to McIlvane for his attempt to run over his supervisors. The notice was settled to a 30-day suspension and later reduced to a 14-day suspension with six days' back pay.

By the summer of 1990, McIlvane had been reprimanded several times by his supervisors for his loud, threatening, and disruptive behavior. In August 1990, McIlvane was issued a removal notice regarding "profane threats and insubordination" against three of his supervisors during a telephone conversation. That summer, McIlvane filed an EEO complaint alleging harassment and sex discrimination by the Postal Service. He spoke with a staff member of his U.S. Senator's office about his complaints, and the conversation was followed up by written correspondence. While awaiting the arbitration decision on his firing, McIlvane threatened at least seven supervisors or coworkers. He made statements to many different people saying that if he lost his arbitration, he would kill people in the Royal Oak Post Office. Some of McIlvane's coworkers were planning escape routes in the event McIlvane showed up at the post office. McIlvane told his local union president, "If I lose the arbitration it will make Edmond, Oklahoma, look like a tea party." The congressional investigation found that some calls to

the Postal Inspection Service for fortified security were not returned.

On November 13, 1991, McIlvane was notified by a message on his telephone answering machine that he had lost his arbitration.

USPS created a task force to look in depth at the events leading up to the homicides, and the consequences of the incident for the Postal Service and its employees. Congress also investigated the incident. Fallout from the incident included criticism of the Inspection Service for being unresponsive to multiple requests for protection at the Royal Oak Post Office and criticism of the very long arbitration process. The congressional report showed that McIlvane's union representatives were aware of McIlvane's threats of reprisal, but they believed that there was "almost an attorney/client relationship" between the union and its members that prevented them from discussing the threats with postal management.

Ridgewood, New Jersey, 10/10/91

SUMMARY

On October 10, 1991, Joseph M. Harris, a former Ridgewood, New Jersey, USPS clerk, shot and killed his former supervisor, Carol Ott; two mail handlers, Donald McNaught and Johannes Vanderpauw; and a non-USPS employee, Cornelius Kasten, Jr. The killings occurred both on and off postal property. During his eight years at the Postal Service, Harris received several letters of warning, was suspended, and was eventually terminated from the Postal Service on May 8, 1990. The homicides occurred more than one year after Harris's removal from the Postal Service. Harris was convicted of the killings.

DESCRIPTION OF INCIDENT

Some time during 1991, Harris began stalking his former supervisor, Carol Ott. Unknown to Ott, Harris followed her from work to her home and made several visits to her neighborhood.

On October 10, 1991, Harris entered Ott's home. He shot and killed Ott's fiancé, Cornelius Kasten, who was sleeping in a chair. Harris then proceeded to Ott's bedroom and killed her with a Ninja sword.

Harris then drove to the Ridgewood Post Office. He entered through a rear platform, confronted Johannes Vanderpauw and Donald McNaught, and herded them to a restroom. Apparently startled by a sudden movement, Harris shot and killed them both. Harris then went to the basement of the facility to wait for other employees to arrive. An employee discovered Harris and alerted the police. The police quickly arrived and apprehended Harris. He was carrying firearms, swords, knives, and several explosive devices.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

After the incident, the police investigation noted the similarities of the case to an unsolved, non-postal case from 1988. Harris was later convicted of homicide and sexual assault in the earlier case.

It is unknown whether Harris had a history of substance abuse or mental health problems.

It is unknown how Harris acquired the gun used in the homicides.

EMPLOYMENT AND MILITARY HISTORY

Military

After high school Harris enlisted in the Navy for a four-year period. While in the Navy, Harris was disciplined on three occasions, for absence from his duty station, the use of provoking words to a superior petty officer, and disobedience of a lawful order. Harris was also tried by special court martial for unauthorized absences. Harris's performance evaluations reported that he had a lack of respect for his superiors, refused to accept counseling from his supervisor, and expressed a "total mistrust of all people in the squadron and feels that he has been singled out to receive abuse from those in authority from the Commanding Officer down." After 23 months of service, Harris's commanding officer recommended that Harris be discharged for reasons of unsuitability and/or misconduct. When Harris was notified that he was being considered for administrative discharge, possibly not under honorable conditions, Harris agreed to a "general under honorable conditions" discharge.

USPS

Harris worked for the Postal Service for approximately eight years as a clerk. During this time, Harris received five letters of warning for failing to follow instructions, refusing orders, and using vulgar language. Harris was also given two suspensions for offensive behavior, failing to follow instructions, and threatening his supervisor and Postmaster. Harris said to Ott, "If I go, I'm taking you with me, baby! You're really asking for it now, aren't you?" In March 1990, when Harris refused to submit to a fitness-for-duty examination, Ott requested that Harris be removed from the Postal Service. Harris was officially terminated from the Postal Service on May 8, 1990.

Atlanta, Georgia, 9/17/89

SUMMARY

On September 17, 1989, in Atlanta, Georgia, Joyce Davenport, a postal distribution clerk, shot and killed postal transfer clerk Tim McCoy. The motive was related to a personal relationship between the two postal employees.

DESCRIPTION OF INCIDENT

On September 17, 1989, in Atlanta, Georgia, Joyce Davenport, a postal distribution clerk, shot and killed postal transfer clerk Tim McCoy. The motive for the shooting was related to a personal relationship between Davenport and McCoy.

While working at the *Atlanta Journal-Constitution* newspaper facility, under postal jurisdiction, McCoy was told by a coworker that a female was crouched by his car. According to the investigation, McCoy knew who was there before he went outside. When McCoy went outside, he was shot. McCoy was taken to the hospital but died shortly afterward. Before he died, McCoy identified his ex-girlfriend, Joyce Davenport, as the assailant.

Several hours later, Davenport turned herself in to the Atlanta Police. Davenport was convicted of killing McCoy.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Davenport had no known criminal history, mental health problems, violent history, or substance abuse problems.

It is unknown how Davenport acquired the gun used in the homicide.

EMPLOYMENT AND MILITARY HISTORY

Davenport did not serve in the military.

In 1967, Davenport was hired by the Postal Service. She worked for 21 years as a distribution clerk.

Escondido, California, 8/10/89

SUMMARY

In Escondido, California, on August 10, 1989, John Merlin Taylor, a USPS carrier, shot and killed his wife and two postal carriers, Richard Berni and Ronald Williams; wounded a USPS clerk; and shot himself. According to the investigation, Taylor believed that postal management was out to get him.

DESCRIPTION OF INCIDENT

On the day of the incident, John Merlin Taylor shot and killed his wife while she was asleep in their bedroom. Taylor then drove to the Escondido Post Office where he worked. Taylor approached postal carriers Richard Berni and Ronald Williams, with whom he regularly drank his morning coffee. He shot and killed them both while they sat outside the postal facility. Taylor then entered the facility and looked toward the area where the manager's office was located. He fired several rounds and wounded a postal clerk. After wounding the clerk, Taylor smoked a cigarette and then shot himself. Taylor was transported to the hospital where he was declared brain dead. After several days, Taylor's life support was disconnected.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

During the investigation, a suicide note was found in Taylor's family residence. Taylor wrote, "I'm hurting a lot for my age anyway and only have pain to look forward too [*sic*]. I'm really ready to go and these a***** have given me a reason. I'm not crazy, just old fashioned. If you have any questions see [Mr. X], he'll explain. Don't let this destroy your lives. I love you all. Love, old Dad."

Mr. X was a personal friend of both Taylor and his wife, but he did not understand why Taylor named him in the suicide note. He said that Taylor appeared to be a good-natured person and happily married. However, Mr. X felt that Taylor was trying to resolve deep personal conflicts. He said that Taylor had been increasingly paranoid, felt that postal management was out to get him, and felt that he might not make it to retirement.

A local union official said that Taylor was exhibiting signs of a degenerative mental state. The union official said that Taylor was totally paranoid and felt that postal management and inspectors were out to get him. For example, when postage due money was left for his collection from his customers, Taylor believed it was "test money" placed by postal management or postal inspectors. According to the union official, Taylor also believed his coworkers and his wife were conspiring to get him fired. When the phone rang at the post office Taylor was sure it was his wife calling postal management. Taylor also thought people were watching him at work.

During the investigation after the homicide, the union official said he felt that Taylor knew he had a mental condition. However, he felt Taylor was reluctant to seek help from the employee assistance program because of his mistrust of postal management. The union official said Taylor never mentioned killing himself or others. The union official had not believed that Taylor was dangerous.

The investigation found no evidence to indicate that Taylor had a substance abuse problem. Taylor had no criminal or violent history.

It is unknown how Taylor acquired the gun used in the homicides.

EMPLOYMENT AND MILITARY HISTORY

USPS

According to the investigative report, conditions within the postal facility may have added to Taylor's agitated mental state. Taylor was a heavy smoker and may have been affected when his postal facility introduced a no-smoking policy. In addition, USPS policy forbade carriers from coming in early from their routes and sorting their next day's mail. This policy seemed to frustrate Taylor because it prevented him from being the first one out on his route, which he preferred.

Military

Taylor was a veteran of the military. He was discharged under honorable conditions.

Chelsea, Massachusetts, 6/29/88

SUMMARY

On June 29, 1988, postal clerk Domenic Lupoli shot and killed postal clerk Lisa M. Bruni at the Chelsea, Massachusetts, Incoming Mail Center. Later the same night, he shot and killed himself. Lupoli was under the influence of alcohol at the time of the incident. The day before the shooting, Bruni gave her supervisor a formal letter alleging that Lupoli was harassing and threatening her. Lupoli also had harassed and threatened coworkers at a previous job.

DESCRIPTION OF INCIDENT

On July 29, 1998, at 10:00 p.m., gunshots were heard outside the Chelsea Incoming Mail Center. In the parking lot, Lisa M. Bruni was found dead.

The police arrived quickly. After speaking with several of the victim's coworkers, they identified Lupoli as a suspect. Lupoli had been seen in the parking lot just before the shooting, but had not reported to work. The day before the shooting, Bruni had requested permission from her supervisor to speak to her union steward about a problem she was having with Lupoli. The union steward assisted Bruni in preparing a letter claiming that Lupoli was harassing and threatening her. Later the same day, Bruni gave her supervisor the letter. After including a cover memo, the supervisor placed the letter in the manager's in-box. When the manager received the letter, he discussed the situation with his management staff and decided to visit the Incoming Mail Center the following day to discuss the matter with the involved parties. The shooting took place before the manager arrived. The letter was not given to the Postal Inspection Service until after the homicide.

Approximately two hours after the shooting, a police officer noticed a man fitting Lupoli's

description sitting in a car with a shotgun under his chin. When he approached the car, Lupoli shot himself.

The following items were recovered from Lupoli's car and locker: handcuffs, adhesive tape, shotgun shells, a chain, a hunting knife, Nunchucks, rope, and a fictional book about a violent homicide of a young woman. Investigators believe that Lupoli was planning to kidnap Bruni and shot her when she resisted.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

An autopsy revealed that Lupoli was under the influence of alcohol at the time of his suicide. There is no documentation of a history of substance abuse.

A criminal record check disclosed that in October 1977 Lupoli was convicted of unlawful possession of a firearm and was sentenced to one year's probation. This information was not included on Lupoli's USPS employment application.

It is unknown how Lupoli acquired the gun used in the homicide.

The investigation revealed that Lupoli had threatened two non-postal coworkers before he worked for the Postal Service.

There is no evidence that Lupoli had a history of mental health problems.

EMPLOYMENT AND MILITARY HISTORY

Lupoli worked at a hospital from 1973 until 1977. A former coworker told postal inspectors that she remembered Lupoli because he was discharged for numerous problems including poor attendance. After Lupoli's termination from the hospital, two former coworkers received threatening letters. One of the letters was signed by Lupoli and contained veiled threats. The other letter was unsigned and described explicit acts of violence that were intended for the recipients of the letter. The matter was apparently investigated by the FBI.

From 1978 to 1986, Lupoli worked for a bakery. The owner of the bakery said that Lupoli was quiet and a good, dependable worker.

Lupoli began working for the Postal Service in January 1986 and worked there for two years. In December 1987, Bruni asked management and her union to help her because she objected to advances from Lupoli. Managers and a union steward met with each of them and advised them on USPS's sexual harassment policy. Lupoli admitted that he liked Bruni but denied that he was harassing her. Bruni did not want to file any charges at that time. The supervisors did not hear anything of the matter again until the day before the shooting.

Lupoli was not a veteran.

Edmond, Oklahoma, 8/20/86

SUMMARY

On August 20, 1986, USPS letter carrier Patrick Henry Sherrill shot and killed 14 coworkers and wounded six other postal employees at the Edmond, Oklahoma, Post Office. Sherrill then shot and killed himself. Sherrill was considered a poor employee and was formally disciplined. He was hired despite a poor federal employment history. Apparently, USPS management in Oklahoma City did not check job and personal references that would have excluded Sherrill from employment. Sherrill told friends and coworkers that he was unhappy with treatment by his supervisors and made vague threats that he would harm people at work. These threats were not reported to Postal Service management.

DESCRIPTION OF INCIDENT

On August 20, 1986, Sherrill went to work as usual. He soon left his workspace and shot his supervisor and a city carrier. He then walked through the facility and continued to fire shots, killing 13 coworkers. He then followed fleeing employees outside to the parking lot where he fired on them, killing one. He returned to the interior of the post office and shot and killed himself. In addition to killing 14 coworkers, Sherrill wounded six employees.

The day before the shooting, Sherrill had a discussion with his supervisors about his poor performance on the job. There is evidence that the shootings were premeditated and were motivated by his frustrations with his job. This evidence includes notes in his handwriting itemizing instances of unfair treatment at work and reports from his friends that he felt he was being treated unfairly at work.

MENTAL HEALTH, SUBSTANCE ABUSE, CRIMINAL AND VIOLENT HISTORY

Investigators found a large number of guns and ammunition in Sherrill's home. He did not have a civilian or military criminal record. Sherrill grew up in Oklahoma City and was an average student and athlete. His childhood friends considered him quiet, shy, and introspective and said he associated with only a few people. As an adult, neighbors described him as strange and solitary. Neighbors reported that he had a reputation as a peeping tom, was cruel to animals, and was nicknamed "Crazy Pat" in the neighborhood.

Sherrill was in good physical health. He did not smoke or use alcohol or drugs. The investigation found no evidence that he ever sought or received psychological or psychiatric care, although he did receive pastoral counseling in the fall of 1982. He sought this counseling while in the Marines because he wanted to pursue a romantic relationship with a woman but felt that he was unable to interact well socially. While in the Marines, Sherrill threatened a supervisor with a gun. A high school friend of Sherrill's said he had conversations with him about Sherrill's father's mental state and Sherrill's fear that he would inherit the disease. Sherrill's family members denied any mental illness in the family history.

EMPLOYMENT AND MILITARY HISTORY

Military

Sherrill was in the Marines for three years and a college student for about five years. He was employed by the federal government seven times

for a total of less than three years. He was employed in the private sector for a total of about four years. He served in reserve status for 20 years with the Marine Corps Reserve, Air Force Reserve, and Oklahoma Air National Guard. Investigators characterized the jobs Sherrill held before he joined the Postal Service as "unskilled, temporary or part-time positions" and said his private-sector employment was "generally unremarkable."

Sherrill served in the Marines in Vietnam and received an honorable discharge.

In the public sector, Sherrill worked for the Federal Aviation Administration, where female workers complained that he made sexual innuendoes. In addition, a female employee complained that Sherrill had blocked her from leaving an elevator. Sherrill offered to resign rather than be fired. While he was employed by a Veterans Administration hospital, his work performance was described as poor. Sherrill's supervisor fired him, but rescinded the firing because of his veteran status. Sherrill resigned in lieu of termination. His final personnel action VA Form 4650 listed the reason for his resignation as "personal difficulties that could not be reconciled."

USPS

Sherrill passed several USPS exams and was placed on seven separate hiring registers from 1979 to 1986. In 1982, he was accepted for the position of distribution clerk. However, Sherrill was unable to pass a scheme exam during the probationary period and he resigned rather than face termination. His personnel action form was coded to reflect that he resigned while charges were being prepared against him. Sherrill's supervisor indicated in his official personnel folder that his productivity and work were poor. After his resignation, Sherrill continued to seek Postal Service employment and took additional exams. He was considered for a city letter carrier position and was

ultimately rejected because of his poor work history with the Postal Service, only to be offered employment after the supervisor of employment placement at Oklahoma City decided he could not be passed over without "significant justification" because he was a veteran. There is no record of the Postal Service contacting any of Sherrill's employment or character references during the pre-employment screening process. A request for Sherrill's records of previous federal employment was made, but these records were not received or reviewed by the Postal Service before it hired Sherrill. Investigation into Sherrill's hiring concluded that "it appears that this decision (to not hire Sherrill) was overruled because sufficient justification did not exist when, in fact, no effort had been made to determine if sufficient justification existed."

During his probationary period, Sherrill was found deficient or not meeting expectations in several areas. His supervisors agreed that poor performance was sufficient for termination, but a manager in Oklahoma City said that additional justification was needed because Sherrill was a veteran. Sherrill's poor performance continued after his probationary period. He was suspended in 1985 for abandonment of mail at an apartment complex. In 1986, he was suspended for failure to discharge his duties effectively and was issued a letter of warning for failure to follow instructions for authorized use of overtime. There were numerous other instances when he was informally warned about his poor performance, including the day before the shooting.

In the summer of 1986, Sherrill complained to friends and family about aspects of his job as a carrier. None of these complaints were reported to postal management before the incident. Specifically, he complained to a fellow employee about his boss and said that he would like to "get back at his boss." The same employee reported that Sherrill said to him that "the only good thing about Vietnam was that you could kill."

A postal customer told investigators that Sherrill told him that "one of these days I'm going to kill every one of them" in a conversation about Sherrill's troubles at work. A distribution clerk described an incident in 1986 in which Sherrill, in reference to a dispute he was having with a supervisor, said, "I'm going to get even and everybody's going to know."

Gender, Race/Ethnicity, and Job Type of Postal Victims and Perpetrators

We analyzed workplace homicides involving postal employees as victims or perpetrators for any statistical patterns by gender, race/ethnicity, or job type. We calculated annual rates per 100,000 workers for employee subgroups, as shown in Chart B.1. The only statistically significant results were the following:

- ? Managers were more likely than average to be victims of homicide by employees, and to be victims of homicide overall.
- ? Men were more likely than women to commit homicide.

**Chart B.1: Postal Victims and Perpetrators of Workplace Homicide, 1986-1999:
Gender, Race/Ethnicity, Job Type**

	Victims of non-employees		Victims of former/current employees		All victims		Perpetrators	
	N	Annual rate per 100,000 workers	N	Annual rate per 100,000 workers	N	Annual rate per 100,000 workers	N	Annual rate per 100,000 workers
Total	14	0.12	34	0.28	48	0.40	15	0.13
Male	7	0.09	21	0.28	28	0.37	14	0.19 **
Female	7	0.16	13	0.29	20	0.45	1	0.02 **
White	6	0.07	14	0.17	20	0.25	7	0.09
Black	4	0.16	5	0.20	9	0.36	7	0.28
Hispanic	1	0.14	1	0.14	2	0.27	1	0.14
Other	3	0.50	-	-	3	0.50	0	-
Missing			14		14			
HQ/Area/Regional Staff	0	-	0	-	0	-	0	-
Managers/Professionals	4	0.37	9	0.84 *	13	1.21 *	0	-
Clerks/MV Operators/Maintenance	1	0.02	14	0.30	15	0.32	7	0.15
Mail Handlers	0	-	2	0.26	2	0.26	1	0.13
City Letter Carriers	7	0.21	5	0.15	12	0.36	5	0.15
Rural Carriers	1	0.16	4	0.64	5	0.80	0	-
Noncareer	1	0.07	0	-	1	0.07	2	0.14

* Rate is significantly different from total rate (p<0.01)

** Rates for males and females differ significantly (p<0.01)

Endnotes

¹ This description is based on newspaper articles.

² USPS Office of Inspector General, *Violence Prevention Policies and Procedures, Milwaukee District Compliance*, September 30, 1998, LM-AR-98-002.

³ This description is based on newspaper articles.

Appendix C: Survey Data

Table C.1: Survey Data Frequencies..... 159

Table C.2: Victimization In Past Year By Employee And Facility Characteristics.... 199

Table C.3: Co-Worker Victimization In Past Year
By Selected Facility Characteristics 208

Table C.4: Summary Indices Of Attitudes And Psychological Measures..... 209

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q1 How many jobs for pay do you currently have?										
		1	87.1							
		2	11.3							
		3 or more	1.5							
		TOTAL	100.0							
Q1 How long have you worked at the Postal Service?										
National questionnaire only: If you currently have more than one job, please answer the following questions with regard to your PRIMARY job, that is the job at which you work the most hours per week.										
Q2 How long have you worked for your primary employer?										
		Less than 1 month	1.9	0.1	0.1	0.1	0.0	0.2	0.3	
		1 to 12 months	17.2	6.0	6.0	5.4	11.1	5.7	6.1	0.6
		1 to 3 years	25.0	13.8	11.3	15.2	20.7	16.9	9.6	2.2
		4 to 5 years	10.4	9.0	8.8	9.1	13.3	10.6	5.7	2.8
		6 to 10 years	16.2	12.0	11.5	11.1	17.6	15.2	12.5	6.3
		11 to 20 years	17.5	36.7	40.0	37.4	27.0	36.6	30.3	40.4
		21 to 30 years	9.5	17.0	16.7	16.8	8.5	9.3	27.0	36.4
		31 or more years	2.3	5.4	5.5	5.1	1.8	5.5	8.4	11.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q2 Q3 How many people work at your primary indoor work location?										
		10 or less	21.8	16.6	2.7	15.2	37.1	10.1	84.3	9.1
		11 to 25	14.8	15.6	12.0	15.3	26.0	21.5	7.3	12.3
		26 to 50	13.5	17.1	27.0	13.2	17.3	13.0	3.3	13.8
		51 to 75	7.5	11.3	20.0	8.8	8.9	5.1	1.3	8.7
		76 to 100	6.7	10.9	20.0	8.3	5.8	6.0	1.1	9.5
		101 to 500	19.1	18.5	17.2	23.7	4.8	20.5	2.0	24.3
		501 or more	15.7	9.4	0.6	14.4	0.0	22.7	0.4	21.8
		Don't work indoors	0.9	0.6	0.4	0.9	0.0	1.1	0.2	0.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q3 How many hours do you work in an average week?										
Q4 How many hours do you work for that employer in an average week?										
		20 hours or less	4.8	7.3	0.7	4.0	32.3	0.6	34.9	
		21 to 30 hours	7.0	4.1	1.9	5.2	10.0	0.8	2.9	0.2
		31 to 40 hours	41.5	41.1	28.5	55.1	25.0	52.9	32.5	28.7
		41 to 50 hours	37.7	43.0	63.6	32.7	31.2	36.8	26.5	60.0
		51 hours or more	9.0	4.5	5.2	3.0	1.5	8.9	3.2	11.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES						
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q5 Do you usually work...											
		Nights	7.0								
		Days	82.1								
		Other	2.1								
		My schedule changes often	8.9								
		TOTAL	100.0								
Q4 Do you usually work...											
		Tour 1 (about 11 PM to 7:30 AM)		11.8	0.7	21.3	0.2	29.3	0.5	7.8	
		Tour 2 (about 7:30 AM to 4 PM)		68.0	94.1	46.6	94.7	28.5	88.5	75.4	
		Tour 3 (about 3 PM to 11:30 PM)		13.6	0.9	23.5	0.1	40.0	0.0	8.1	
		My schedule changes often		6.6	4.4	8.6	5.0	2.2	10.9	8.7	
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q5 Q6 Please indicate whether you agree with each of the following statements.											
a	a	My job requires that I learn new things									
		Strongly agree	54.6	37.6	33.5	34.1	39.2	14.9	80.0	69.9	
		Somewhat agree	36.1	39.9	45.8	38.5	48.3	37.2	18.6	25.3	
		Neither	4.9	7.6	7.7	8.4	5.9	14.7	0.6	1.9	
		Somewhat disagree	2.6	8.0	7.0	10.1	4.7	15.2	0.6	1.8	
		Strongly disagree	1.8	7.0	6.0	8.9	1.9	18.0	0.2	1.0	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q5 Q6 Please indicate whether you agree with each of the following statements.											
b	b	My job involves a lot of repetitive work									
		Strongly agree	38.7	68.8	76.6	67.9	76.9	73.4	54.9	32.9	
		Somewhat agree	37.3	23.9	19.8	23.9	20.2	20.1	36.6	42.6	
		Neither	9.3	3.3	1.8	3.8	1.5	2.3	4.5	9.7	
		Somewhat disagree	8.8	2.6	0.8	3.1	1.0	2.3	2.6	9.8	
		Strongly disagree	5.9	1.4	1.0	1.3	0.4	1.9	1.3	5.0	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q5 Q6 Please indicate whether you agree with each of the following statements.											
c	c	On my job, I have very little freedom to decide how I do my work									
		Strongly agree	7.4	19.6	28.6	20.2	8.7	18.7	7.9	7.4	
		Somewhat agree	16.0	28.2	33.5	26.9	28.6	25.7	26.1	18.1	
		Neither	9.0	13.4	12.0	14.2	16.7	13.5	14.0	7.9	
		Somewhat disagree	32.1	25.9	20.0	25.8	33.0	25.7	31.6	33.8	
		Strongly disagree	35.5	12.9	5.9	12.8	13.1	16.4	20.4	32.8	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q5	Q6	Please indicate whether you agree with each of the following statements.								
d	d	I get to do a variety of different things on my job								
		Strongly agree	49.1	25.2	15.2	27.6	18.3	22.4	57.5	46.2
		Somewhat agree	36.3	34.0	29.1	35.2	39.4	33.8	34.1	37.1
		Neither	5.6	11.0	16.2	8.3	14.7	9.8	3.9	6.2
		Somewhat disagree	6.0	14.8	20.1	13.2	17.2	14.9	3.2	6.9
		Strongly disagree	3.0	14.8	19.5	15.6	10.4	19.1	1.3	3.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q5	Q6	Please indicate whether you agree with each of the following statements.								
e	e	I have a lot to say about what happens on my job								
		Strongly agree	26.1	9.1	6.0	8.7	5.9	9.1	19.0	23.4
		Somewhat agree	36.6	23.3	19.2	20.6	28.5	19.9	38.1	41.6
		Neither	14.0	16.6	14.7	17.3	23.1	14.6	17.1	9.7
		Somewhat disagree	13.9	22.5	25.9	21.9	24.9	20.2	15.2	14.4
		Strongly disagree	9.4	28.5	34.2	31.4	17.7	36.2	10.6	10.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q5	Q6	Please indicate whether you agree with each of the following statements.								
f	f	I am not asked to do an excessive amount of work								
		Strongly agree	16.0	12.1	6.3	13.5	17.2	11.1	24.0	10.7
		Somewhat agree	30.1	27.3	20.2	31.1	33.9	23.6	29.3	24.1
		Neither	16.0	16.7	14.1	17.7	19.9	16.0	15.6	16.0
		Somewhat disagree	23.8	24.2	29.6	22.3	18.9	23.3	18.6	27.3
		Strongly disagree	14.2	19.8	29.8	15.3	10.0	25.9	12.4	21.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q5	Q6	Please indicate whether you agree with each of the following statements.								
g	g	I have enough time to get the job done								
		Strongly agree	26.5	19.3	7.7	22.8	32.6	22.2	28.5	12.6
		Somewhat agree	36.9	34.3	29.5	35.6	40.8	36.5	34.4	31.0
		Neither	9.5	10.3	9.3	11.8	8.0	12.3	5.2	9.5
		Somewhat disagree	19.1	22.6	32.2	19.5	13.4	17.3	20.1	26.8
		Strongly disagree	8.0	13.5	21.3	10.2	5.3	11.7	11.7	20.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q5	Q6	Please indicate whether you agree with each of the following statements.								
h	h	I am responsible for counseling my subordinates or helping them solve their problems								
		Strongly agree	24.3	9.2	5.9	5.9	3.5	5.5	32.6	42.1
		Somewhat agree	25.5	13.0	8.2	13.2	11.7	9.9	25.5	28.7
		Neither	27.0	34.5	37.1	33.9	43.8	32.6	28.3	18.1
		Somewhat disagree	8.6	9.0	11.2	8.6	10.3	8.4	3.3	4.2
		Strongly disagree	14.5	34.2	37.6	38.4	30.7	43.6	10.3	6.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES						
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q5	Q6	Please indicate whether you agree with each of the following statements.									
i	i	My responsibilities in my job are more for tasks than for people									
		Strongly agree	17.9	27.1	26.1	32.0	17.3	38.7	10.0	16.8	
		Somewhat agree	22.0	26.9	26.9	27.9	25.2	27.8	22.0	26.0	
		Neither	17.2	18.5	20.0	17.5	20.3	16.3	20.6	16.5	
		Somewhat disagree	20.0	15.9	15.4	13.3	20.8	8.7	27.7	25.8	
		Strongly disagree	22.9	11.6	11.6	9.2	16.4	8.5	19.7	14.9	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q5	Q6	Please indicate whether you agree with each of the following statements.									
j	j	I can always rely on my co-workers for support when things get rough at work									
		Strongly agree	29.4	17.6	12.6	15.3	29.1	14.4	41.8	19.6	
		Somewhat agree	41.8	37.0	37.1	36.4	39.3	32.3	32.3	44.1	
		Neither	10.9	12.8	15.0	12.5	10.9	11.0	15.1	10.3	
		Somewhat disagree	11.1	17.2	18.3	18.6	12.7	19.6	7.1	16.5	
		Strongly disagree	6.8	15.4	17.0	17.2	8.1	22.7	3.7	9.5	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q5	Q6	Please indicate whether you agree with each of the following statements.									
k	k	Job security is very important to me									
		Strongly agree	68.6	81.0	80.9	82.2	78.5	84.7	76.8	77.1	
		Somewhat agree	21.3	14.2	14.5	13.2	16.1	11.1	16.4	17.3	
		Neither	5.7	3.3	3.2	3.2	3.8	2.5	4.9	3.4	
		Somewhat disagree	2.7	0.9	0.6	1.0	1.1	0.6	1.1	1.2	
		Strongly disagree	1.7	0.7	0.7	0.5	0.5	1.1	0.8	1.0	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q6	Q7	Please indicate whether you agree with each of the following statements.									
a	a	Management does everything possible to prevent accidents in our work									
		Strongly agree	43.6	26.9	18.4	22.8	43.9	14.2	67.4	43.0	
		Somewhat agree	35.1	35.7	38.7	35.0	36.5	29.5	25.3	39.8	
		Neither	8.2	7.7	8.5	8.6	5.6	8.2	3.2	5.4	
		Somewhat disagree	9.1	17.0	20.6	19.0	9.3	20.8	2.5	8.3	
		Strongly disagree	3.9	12.8	13.8	14.5	4.8	27.4	1.7	3.5	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q6	Q7	Please indicate whether you agree with each of the following statements.									
b	b	Management is doing its best to give us good working conditions									
		Strongly agree	39.4	21.5	13.6	16.3	39.6	11.9	58.6	38.8	
		Somewhat agree	37.6	33.6	33.8	33.4	34.6	27.9	29.6	40.1	
		Neither	8.5	10.1	12.1	10.9	7.3	8.9	4.1	6.3	
		Somewhat disagree	10.1	19.6	23.1	22.0	12.4	23.1	4.8	10.0	
		Strongly disagree	4.5	15.3	17.4	17.3	6.1	28.2	3.0	4.9	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q6	Q7	Please indicate whether you agree with each of the following statements.								
c	c	My boss gives us credit and praise for work well done								
		Strongly agree	32.8	19.4	13.1	16.6	32.6	14.2	42.3	29.2
		Somewhat agree	35.6	31.2	30.3	31.8	32.2	28.5	29.5	33.9
		Neither	10.0	11.6	12.2	12.0	10.5	11.2	11.1	9.6
		Somewhat disagree	12.4	15.9	18.9	16.1	11.6	16.3	9.6	13.7
		Strongly disagree	9.2	21.9	25.5	23.5	13.2	29.9	7.5	13.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q6	Q7	Please indicate whether you agree with each of the following statements.								
d	d	If I have a complaint to make, I feel free to talk to someone up the line								
		Strongly agree	41.7	24.0	21.5	20.2	36.2	18.8	39.1	31.1
		Somewhat agree	34.2	35.2	35.7	36.2	34.8	31.8	31.9	33.9
		Neither	6.8	8.3	8.0	8.7	7.2	10.0	9.2	7.2
		Somewhat disagree	10.6	15.9	17.1	16.7	12.3	17.2	10.9	14.6
		Strongly disagree	6.8	16.6	17.8	18.3	9.6	22.2	8.9	13.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q6	Q7	Please indicate whether you agree with each of the following statements.								
e	e	Management tells employees about company plans and developments								
		Strongly agree	27.3	19.1	16.6	14.4	30.4	13.2	42.7	30.1
		Somewhat agree	38.7	38.0	42.6	34.3	37.9	33.2	40.5	45.7
		Neither	11.2	11.5	11.0	13.2	11.3	10.8	7.8	7.1
		Somewhat disagree	13.3	16.3	17.1	18.5	12.4	17.8	5.9	11.0
		Strongly disagree	9.4	15.0	12.7	19.6	8.0	25.0	3.1	6.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q6	Q7	Please indicate whether you agree with each of the following statements.								
f	f	My boss has always been fair in dealing with me								
		Strongly agree	43.5	30.0	22.1	28.0	44.8	25.5	52.8	37.6
		Somewhat agree	31.4	32.5	34.3	33.1	29.0	31.8	28.1	31.3
		Neither	8.3	9.1	9.9	9.2	7.8	10.6	7.1	7.5
		Somewhat disagree	11.1	13.7	15.0	14.4	10.7	14.1	7.2	12.8
		Strongly disagree	5.7	14.7	18.6	15.2	7.7	18.0	4.8	10.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q6	Q7	Please indicate whether you agree with each of the following statements.								
g	g	I have confidence in the fairness and honesty of management								
		Strongly agree	27.2	12.3	8.4	8.6	26.2	7.1	35.5	16.9
		Somewhat agree	33.2	25.1	23.6	23.5	31.9	17.7	32.2	32.5
		Neither	12.9	13.0	12.6	13.8	12.5	11.7	11.1	13.8
		Somewhat disagree	15.9	19.9	21.7	20.7	15.0	22.0	12.8	18.1
		Strongly disagree	10.8	29.7	33.7	33.4	14.4	41.5	8.4	18.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES						
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q7		If you were offered a job with another employer for the same wages, retirement and fringe benefits that you have at USPS, would you accept the offer?									
Q8		If you were offered a job with another employer for the same wages, retirement and fringe benefits that you have in your primary job, would you accept the offer?									
		Definitely accept	9.1	24.8	28.3	26.2	13.6	31.4	12.7	21.7	
		Probably accept	13.5	20.7	21.3	23.4	14.0	19.6	13.6	19.9	
		Don't know	29.0	30.2	29.4	28.2	40.0	27.8	34.1	28.8	
		Probably not accept	28.7	15.5	14.0	14.1	21.0	12.7	22.9	19.0	
		Definitely not accept	19.7	8.8	6.9	8.1	11.3	8.5	16.7	10.7	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q8	Q9	Please indicate whether you agree with each of the following statements about people generally.									
a	a	Most people don't want to work									
		Strongly agree	9.1	9.2	8.0	10.8	6.4	14.6	7.1	3.9	
		Somewhat agree	28.3	26.8	23.7	29.3	29.4	29.7	24.6	17.9	
		Neither	10.9	11.2	11.9	10.7	13.0	10.5	11.6	8.6	
		Somewhat disagree	36.2	33.8	34.8	32.0	35.0	29.5	36.4	41.8	
		Strongly disagree	15.5	19.0	21.5	17.1	16.2	15.7	20.3	27.8	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q8	Q9	Please indicate whether you agree with each of the following statements about people generally.									
b	b	You can generally trust people to do a good job									
		Strongly agree	6.2	9.4	10.5	8.1	9.4	9.4	12.7	10.9	
		Somewhat agree	54.2	56.5	57.2	53.8	61.9	47.7	66.2	63.4	
		Neither	13.7	12.1	12.8	12.3	11.8	14.4	8.1	8.7	
		Somewhat disagree	22.2	18.2	17.2	20.7	14.3	21.2	11.4	14.9	
		Strongly disagree	3.8	3.8	2.2	5.1	2.6	7.3	1.6	2.1	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q8	Q9	Please indicate whether you agree with each of the following statements about people generally.									
c	c	Personal problems cannot be allowed to interfere with getting the job done									
		Strongly agree	40.4	40.8	33.1	44.4	45.6	47.7	47.2	30.0	
		Somewhat agree	36.9	34.8	36.5	32.6	38.4	28.6	36.3	40.6	
		Neither	9.3	9.2	9.6	9.6	7.4	8.9	6.2	10.2	
		Somewhat disagree	11.5	11.9	16.2	10.1	7.3	11.0	8.6	15.8	
		Strongly disagree	1.9	3.3	4.6	3.2	1.3	3.9	1.6	3.4	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q8	Q9	Please indicate whether you agree with each of the following statements about people generally.									
d	d	Everyone wants to have a sense of accomplishment from work									
		Strongly agree	54.8	48.8	49.0	46.3	55.8	39.7	61.3	52.1	
		Somewhat agree	34.0	36.4	37.6	35.8	35.8	37.0	32.0	37.9	
		Neither	4.6	5.8	6.3	6.6	3.2	8.4	2.6	3.1	
		Somewhat disagree	5.4	6.5	4.9	8.2	4.1	10.1	2.9	5.1	
		Strongly disagree	1.2	2.6	2.1	3.2	1.1	4.8	1.2	1.7	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q8	Q9	Please indicate whether you agree with each of the following statements about people generally.								
e	e	People generally need close supervision to make sure the work is done properly								
		Strongly agree	6.3	6.0	4.5	7.9	2.5	10.6	3.4	3.8
		Somewhat agree	28.1	19.8	15.8	21.6	17.7	21.1	26.4	23.7
		Neither	14.6	9.9	9.6	9.4	10.7	9.2	13.1	12.1
		Somewhat disagree	37.0	39.1	38.7	37.2	46.0	31.6	43.0	45.6
		Strongly disagree	14.0	25.1	31.4	23.9	23.2	27.5	14.2	14.8
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q8	Q9	Please indicate whether you agree with each of the following statements about people generally.								
f	f	It's best for people to follow instructions without raising too many questions								
		Strongly agree	5.4	6.6	6.7	7.1	5.2	10.1	4.8	3.2
		Somewhat agree	20.7	22.0	19.2	23.5	25.0	22.1	24.4	17.4
		Neither	12.8	12.8	13.3	12.5	13.1	13.1	13.2	12.6
		Somewhat disagree	40.7	36.7	36.4	34.5	40.1	32.2	43.0	45.6
		Strongly disagree	20.4	21.9	24.4	22.4	16.6	22.6	14.7	21.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q9	Q10	During the past 12 months have you personally been discriminated against because of your...								
		(Mark all that apply.)								
		Race or ethnicity	4.1	9.3	8.9	10.6	2.4	15.2	2.4	12.6
		Gender	5.0	9.3	8.7	10.2	5.8	11.9	4.1	12.3
		Physical health problem or disability	2.3	8.8	12.5	9.0	2.6	12.3	1.5	3.7
		Mental health problem or disability	0.8	1.2	1.6	1.1	0.4	2.3	0.4	1.2
		None of these	88.0	79.0	77.0	76.7	91.5	70.6	93.4	78.9
Q10	Q11	Which of the following causes you the MOST fear for your safety at work?								
		Customers	7.1	4.1	3.9	5.1	1.5	0.5	11.7	2.6
		Other non-employees	5.0	1.8	1.4	2.0	1.0	1.8	2.4	3.2
		Supervisors or managers	2.2	7.0	9.6	7.3	2.8	9.2	1.1	3.1
		People who report to you	0.5	0.7	0.3	0.2	0.2	0.3	2.2	5.9
		Other employees	4.1	11.9	8.0	16.4	3.9	19.8	1.8	11.9
		Vehicle accidents	7.4	11.5	17.6	3.1	39.8	4.5	1.6	3.3
		Equipment accidents	12.1	11.9	3.7	19.2	2.3	31.0	0.9	2.8
		Dogs	0.7	9.6	26.9	0.8	15.5		0.3	0.3
		Other	7.2	3.2	3.5	3.6	1.6	3.5	3.4	2.4
		I don't fear for my safety at work	53.8	38.3	25.2	42.1	31.4	29.4	74.6	64.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q11	Q12	Is the place you work open to the general public? That is, can anyone who wants to come into your work area?								
		Yes	49.1	29.3	35.5	29.5	18.9	24.3	27.0	28.1
		No	50.9	70.7	64.5	70.5	81.1	75.7	73.0	71.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q12	Q13	What kind of security is in place where you work? (Mark all that apply.)								
		Receptionist or guard who checks people as they come in	39.6	11.6	3.5	14.9	1.4	26.7	1.2	32.1
		Burglar alarm system	25.1	17.4	22.7	16.2	19.5	4.9	10.5	17.9
		Guard dogs	0.8	0.0				0.3		0.1
		Surveillance cameras	26.0	25.7	19.9	32.1	9.3	44.3	2.9	33.4
		Police or guards for protection	14.6	7.5	1.7	10.9	0.1	19.5	0.1	14.9
		An entryway or gate that is kept locked during working hours	17.1	29.1	19.7	31.0	39.3	29.8	36.8	31.2
		A required pass or ID to enter	25.1	34.5	13.5	48.7	8.4	68.5	13.2	54.2
		None of these	31.8	30.6	46.2	21.0	40.0	14.9	47.9	16.1

Q13 Q14 How often does your job require you to handle money or valuables?

Daily	29.5	48.9	63.0	36.7	76.2	19.4	91.3	23.3
Weekly	7.2	9.2	16.0	5.2	13.9	4.2	4.4	5.8
Monthly	3.4	2.8	4.7	2.2	2.2	1.0	0.3	3.3
Less than once a month	11.2	7.0	8.3	6.1	3.8	7.1	1.5	15.1
Never	48.8	32.2	8.0	49.8	4.0	68.3	2.4	52.5
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Q14 Q15 Please indicate whether you agree that your job exposes you to...**a a Air pollution from dust, smoke, gas, fumes, fibers, or other things.**

Strongly agree	25.0	45.4	47.3	50.7	35.2	65.9	11.2	22.8
Somewhat agree	22.8	26.3	28.3	25.2	30.2	23.2	18.9	25.9
Neither	10.9	7.9	8.6	6.1	11.5	3.7	15.4	10.2
Somewhat disagree	10.3	7.3	7.1	6.5	7.8	2.9	12.6	12.7
Strongly disagree	31.0	13.2	8.8	11.5	15.4	4.2	41.9	28.4
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Q14 Q15 Please indicate whether you agree that your job exposes you to...**b b Things placed or stored dangerously.**

Strongly agree	6.1	10.1	10.0	12.0	4.0	20.9	1.2	3.7
Somewhat agree	12.9	16.1	18.4	17.7	10.0	22.7	3.4	10.2
Neither	18.9	22.9	25.8	22.6	24.0	22.5	15.7	16.7
Somewhat disagree	18.0	19.4	20.7	19.8	18.6	16.7	12.9	20.4
Strongly disagree	44.0	31.4	25.1	27.9	43.4	17.2	66.8	49.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Q14 Q15 Please indicate whether you agree that your job exposes you to...**c c Dangerous tools, machinery or equipment.**

Strongly agree	10.8	9.6	5.6	13.9	2.2	23.3	0.6	3.8
Somewhat agree	15.9	16.5	16.2	20.2	7.9	26.2	1.9	10.1
Neither	15.4	20.9	25.3	18.8	23.2	20.6	15.6	15.0
Somewhat disagree	12.2	17.8	21.2	17.0	17.9	14.4	9.9	17.0
Strongly disagree	45.7	35.2	31.6	30.1	48.8	15.5	71.9	54.0
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q14	Q15	Please indicate whether you agree that your job exposes you to...								
d	d	Excessive noise.								
		Strongly agree	14.8	21.5	13.4	31.0	5.3	48.2	0.9	9.5
		Somewhat agree	18.3	22.1	24.2	24.6	12.8	29.4	3.0	19.5
		Neither	14.6	16.0	22.4	12.0	20.8	8.6	15.7	13.6
		Somewhat disagree	13.7	15.0	19.7	12.1	19.1	7.7	11.2	16.9
		Strongly disagree	38.5	25.4	20.2	20.3	42.0	6.1	69.2	40.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q14	Q15	Please indicate whether you agree that your job exposes you to...								
e	e	Cramped or unsafe workspace (workspace is too small to do my job safely).								
		Strongly agree	5.3	18.3	20.6	19.4	12.7	28.8	6.8	8.7
		Somewhat agree	9.3	18.7	20.0	19.7	16.7	22.9	9.7	12.5
		Neither	18.0	17.2	18.0	17.8	15.7	17.9	13.2	14.1
		Somewhat disagree	16.0	17.4	19.0	17.3	18.0	15.0	11.4	16.7
		Strongly disagree	51.3	28.4	22.3	25.8	36.9	15.5	59.0	48.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q14	Q15	Please indicate whether you agree that your job exposes you to...								
f	f	Dangerous neighborhoods where I work.								
		Strongly agree	4.6	5.8	8.8	5.4	1.3	8.2	0.7	4.9
		Somewhat agree	9.0	11.8	20.1	9.3	6.6	9.9	2.2	11.4
		Neither	15.4	21.1	19.1	23.3	18.8	29.0	14.5	15.4
		Somewhat disagree	10.9	16.1	19.5	15.3	18.8	11.5	8.2	13.0
		Strongly disagree	60.0	45.1	32.4	46.8	54.5	41.4	74.4	55.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q14	Q15	Please indicate whether you agree that your job exposes you to...								
g	g	Dangerous neighborhoods when I travel to work.								
		Strongly agree	4.1	4.0	3.9	4.6	0.7	8.3	0.6	4.0
		Somewhat agree	7.8	7.8	7.8	9.6	1.3	11.2	1.0	9.9
		Neither	16.5	22.2	24.1	22.4	19.0	29.5	14.0	16.2
		Somewhat disagree	11.2	16.4	21.1	15.6	16.3	12.6	7.7	12.6
		Strongly disagree	60.4	49.6	43.2	47.8	62.7	38.5	76.8	57.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q14	Q15	Please indicate whether you agree that your job exposes you to...								
h	h	Work outside in the dark.								
		Strongly agree	4.3	4.6	10.9	2.6	1.4	2.9	0.2	2.1
		Somewhat agree	6.4	9.0	21.2	4.0	6.6	3.4	1.0	5.0
		Neither	16.4	21.9	19.3	24.2	18.6	32.8	15.8	16.8
		Somewhat disagree	6.7	11.0	16.1	8.9	12.6	7.8	4.8	7.5
		Strongly disagree	66.2	53.4	32.5	60.3	60.7	53.1	78.3	68.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q14 Q15 Please indicate whether you agree that your job exposes you to...										
i	i	Work outside in bad weather.								
		Strongly agree	7.8	26.8	63.7	5.5	48.1	6.3	1.4	3.6
		Somewhat agree	11.0	15.6	23.4	8.0	35.2	7.5	3.9	9.5
		Neither	15.0	15.5	3.3	23.6	6.5	29.8	17.0	16.2
		Somewhat disagree	7.0	5.9	4.3	7.0	3.7	7.3	6.2	8.1
		Strongly disagree	59.3	36.3	5.3	55.9	6.5	49.1	71.5	62.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q14 Q15 Please indicate whether you agree that your job exposes you to...										
j	j	Unsafe practices of co-workers.								
		Strongly agree	3.9	7.6	6.6	9.1	2.6	18.9	0.6	2.8
		Somewhat agree	9.7	19.3	17.8	24.0	8.1	33.2	2.6	13.2
		Neither	18.1	23.1	30.2	20.7	24.3	18.0	15.3	17.2
		Somewhat disagree	13.4	17.5	21.7	16.5	17.9	12.5	8.7	16.6
		Strongly disagree	54.9	32.5	23.7	29.7	47.1	17.4	72.8	50.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q15 Q16 In the last year, about how often did you see someone at your work doing each of the following?										
a	a	Verbal abuse such as shouting, swearing or trying to provoke an argument; calling someone a name or putting them down in front of others; making intimidating or threatening gestures; etc.								
		Daily	9.7	12.8	17.1	13.3	5.0	20.4	0.8	5.9
		Weekly	11.8	13.9	16.7	14.3	9.5	17.6	2.2	11.4
		Monthly	11.4	10.2	10.5	11.3	7.1	11.7	3.0	11.2
		Once or twice a month	23.9	19.9	20.0	21.2	15.5	22.5	6.8	24.1
		Never	43.2	43.2	35.7	39.9	63.0	27.8	87.2	47.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q15 Q16 In the last year, about how often did you see someone at your work doing each of the following?										
b	b	Physical abuse such as throwing something at someone; pushing, shoving, slapping, hitting, kicking or biting someone; hitting someone with an object; beating someone up; etc.								
		Daily	1.5	0.8	0.8	1.0	0.1	1.4	0.0	0.2
		Weekly	2.0	1.2	1.5	1.3	0.3	2.0		0.8
		Monthly	3.7	2.7	2.6	3.0	1.5	4.8	0.6	2.1
		Once or twice a month	8.6	4.6	5.3	4.9	1.5	9.4	0.6	3.4
		Never	84.2	90.7	89.8	89.8	96.6	82.5	98.8	93.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q15 Q16 In the last year, about how often did you see someone at your work doing each of the following?										
c	c	Violence such as using or threatening to use a gun, knife or other weapon on someone.								
		Daily	0.7	0.3	0.2	0.5	0.1	0.5		0.1
		Weekly	0.4	0.3	0.3	0.3	0.0	0.7	0.1	0.3
		Monthly	1.9	1.3	0.8	1.7	1.0	2.3	0.5	1.0
		Once or twice a month	4.7	2.0	2.1	2.1	0.5	4.6	0.3	2.1
		Never	92.4	96.0	96.6	95.3	98.2	91.9	99.1	96.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q15	Q16	In the last year, about how often did you see someone at your work doing each of the following?								
d	d	<u>Sexual harassment</u> such as telling stories about their sexual attributes or behavior; repeated unwanted requests for someone to go out "socially" or on dates; trying to kiss, fondle or touch someone in a sexual way when not encouraged; etc.								
		Daily	3.5	4.7	5.2	5.1	1.3	10.6	0.2	2.2
		Weekly	4.8	5.6	6.6	6.1	2.6	8.0	0.3	4.8
		Monthly	6.3	5.2	5.1	6.3	2.9	6.6	1.4	4.1
		Once or twice a month	11.8	10.6	11.7	11.4	5.4	13.9	2.8	12.3
		Never	73.6	73.8	71.4	71.0	87.8	60.9	95.3	76.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q15	Q16	In the last year, about how often did you see someone at your work doing each of the following?								
e	e	<u>Carrying a gun</u> or other weapon to work.								
		Daily	2.5	0.8	0.6	0.6	0.1	1.4		3.3
		Weekly	0.7	0.2	0.1	0.2	0.0	0.6	0.0	0.1
		Monthly	1.5	1.0	0.7	1.4	0.8	1.2	0.3	0.7
		Once or twice a month	3.3	1.0	0.7	1.5	0.0	2.0	0.2	0.7
		Never	92.1	97.0	98.0	96.3	99.1	94.7	99.4	95.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16	Q17	Please indicate whether you agree with each of the following statements.								
a	a	The people where I work are generally polite and respectful of each other.								
		Strongly agree	44.0	28.2	23.6	22.2	47.7	18.3	71.3	32.0
		Somewhat agree	43.3	47.3	51.1	49.7	37.4	48.8	21.9	50.1
		Neither	4.0	6.0	6.9	6.7	3.4	6.3	2.5	5.5
		Somewhat disagree	6.2	12.9	13.4	14.7	8.8	17.0	2.9	9.3
		Strongly disagree	2.5	5.5	5.0	6.8	2.6	9.6	1.5	3.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16	Please indicate whether you agree with each of the following statements.									
b	The Employee Assistance Program is used by managers and supervisors to punish employees.									
		Strongly agree		5.5	7.2	5.2	2.8	8.1	3.7	2.6
		Somewhat agree		9.5	12.1	10.3	5.9	10.9	3.4	3.1
		Neither		41.0	44.3	41.8	49.3	40.2	28.0	17.1
		Somewhat disagree		12.9	13.3	13.5	10.1	15.2	8.2	13.2
		Strongly disagree		31.1	23.0	29.1	31.9	25.7	56.7	64.1
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q16	Q17	Please indicate whether you agree with each of the following statements.								
c	The USPS takes action to protect employees against violence by non-employees (such as customers, robbers, etc.)									
b	My employer takes action to protect employees against violence by non-employees (such as customers, robbers, etc.)									
		Strongly agree	38.8	19.3	15.4	18.2	22.7	16.9	33.3	29.5
		Somewhat agree	31.4	33.0	33.4	32.1	32.3	31.7	33.6	39.0
		Neither	19.3	23.2	21.9	24.1	28.3	26.3	16.8	15.3
		Somewhat disagree	6.6	14.5	18.0	14.5	10.8	13.1	10.2	10.5
		Strongly disagree	3.9	10.0	11.3	11.0	5.9	12.0	6.2	5.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16	Q17	Please indicate whether you agree with each of the following statements.								
d	USPS policies make it difficult for employees to protect themselves.									
c	My employer's policies make it difficult for employees to protect themselves.									
		Strongly agree	4.7	10.6	11.6	11.0	7.9	15.0	6.0	6.4
		Somewhat agree	8.7	23.7	27.9	23.4	20.8	24.6	17.2	16.1
		Neither	22.3	29.5	31.2	29.4	32.8	27.8	23.2	22.7
		Somewhat disagree	20.8	20.5	19.7	20.6	19.8	19.1	22.4	24.5
		Strongly disagree	43.6	15.8	9.6	15.5	18.7	13.5	31.2	30.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16	Q17	Please indicate whether you agree with each of the following statements.								
e	Many USPS managers and supervisors try to provoke employees to act violently.									
d	Many managers and supervisors at my work try to provoke employees to act violently.									
		Strongly agree	2.4	9.8	13.1	10.5	3.8	14.8	2.4	2.6
		Somewhat agree	3.1	17.1	20.1	18.9	9.7	23.8	5.0	7.7
		Neither	8.8	16.7	17.1	17.2	17.4	18.5	14.6	9.4
		Somewhat disagree	7.5	17.9	18.4	18.8	16.8	16.8	12.6	16.0
		Strongly disagree	78.2	38.5	31.2	34.5	52.3	26.2	65.4	64.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16	Q17	Please indicate whether you agree with each of the following statements.								
f	e	The use of threats or violence is an effective way to get things done in the workplace.								
		Strongly agree	0.9	3.3	4.2	3.4	1.7	4.7	0.9	2.1
		Somewhat agree	1.5	4.3	6.1	4.3	2.1	4.9	0.9	2.3
		Neither	5.7	6.6	7.5	6.5	5.5	8.6	5.2	3.6
		Somewhat disagree	4.9	8.2	9.0	8.8	6.6	9.3	4.3	5.6
		Strongly disagree	87.0	77.6	73.2	76.9	84.2	72.6	88.7	86.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q16 Q17 Please indicate whether you agree with each of the following statements.										
g f		Employees I work with should not be working here because of their mental or emotional problems.								
		Strongly agree	3.9	8.1	7.3	9.6	4.5	12.4	3.2	7.3
		Somewhat agree	8.6	17.3	15.8	21.0	9.4	21.2	5.9	18.6
		Neither	12.4	21.1	24.1	21.5	16.6	22.9	15.0	16.0
		Somewhat disagree	11.6	14.9	17.2	15.0	12.3	15.9	6.4	13.3
		Strongly disagree	63.4	38.6	35.6	32.9	57.2	27.6	69.6	44.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16 Q17 Please indicate whether you agree with each of the following statements.										
h		It's hard for the USPS to fire people for threats or violence.								
g		It's hard for my employer to fire people for threats or violence.								
		Strongly agree	4.0	15.9	13.9	17.6	7.6	18.1	14.0	27.6
		Somewhat agree	9.2	22.2	21.7	22.7	16.5	23.2	21.0	31.1
		Neither	14.1	20.3	22.1	19.9	28.3	13.5	20.1	9.0
		Somewhat disagree	14.1	17.9	19.6	17.7	18.0	18.0	15.0	13.7
		Strongly disagree	58.6	23.6	22.7	22.1	29.6	27.2	29.9	18.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16 Q17 Please indicate whether you agree with each of the following statements.										
i h		I would definitely be disciplined or punished if I threatened or assaulted someone at work.								
		Strongly agree	71.5	65.2	63.9	62.8	70.9	65.4	72.5	70.0
		Somewhat agree	15.7	22.7	24.5	23.5	19.4	21.4	17.5	21.2
		Neither	4.6	4.8	5.0	5.3	4.0	4.7	4.5	2.6
		Somewhat disagree	2.2	3.4	3.2	4.2	2.0	3.8	1.6	2.6
		Strongly disagree	6.0	3.9	3.4	4.2	3.7	4.7	3.9	3.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q16 Q17 Please indicate whether you agree with each of the following statements.										
j		People around here hold grudges.								
i		People at my work hold grudges.								
		Strongly agree	11.7	25.6	24.4	30.0	14.0	36.8	7.1	24.3
		Somewhat agree	26.9	31.6	32.6	33.4	25.3	32.7	15.7	36.0
		Neither	19.0	16.9	18.2	16.5	17.9	14.1	16.6	15.6
		Somewhat disagree	18.3	13.0	13.9	12.1	16.3	9.6	12.7	13.4
		Strongly disagree	24.2	12.9	10.9	7.9	26.4	6.8	47.9	10.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q17		Since you have been working for the Postal Service, has anyone ever done any of the following to you while you were working or at work?								
Q18		Since you have been working for your primary employer, has anyone ever done any of the following to you while you were working or at work? (Mark all that apply.)								
		Tried to provoke arguments	24.9	43.4	44.6	47.4	22.1	53.2	26.8	51.7
		Called you names or put you down in front of others	19.9	37.1	41.7	38.4	18.9	45.5	20.7	44.3
		Made you feel inadequate	26.8	35.8	38.6	37.7	24.6	33.6	24.3	43.3
		Shouted or swore at you	23.6	38.6	39.4	41.2	17.9	48.1	26.5	53.1
		Frightened you	6.6	18.0	18.6	19.6	11.0	17.4	14.6	20.8
		Made intimidating or threatening gestures at you	10.7	23.5	27.1	22.6	10.1	32.9	16.7	31.5
		None of these	52.4	38.8	36.2	34.9	61.1	31.1	58.0	29.0
Q18 Q19		Which of the following have EVER done any of these things to you while you were working or at work? (Mark all that apply.)								
		Supervisor or manager	48.2	61.8	68.3	60.3	55.4	57.3	47.9	62.2
		Someone who reports to you	9.1	8.5	3.4	5.4	2.2	5.1	31.5	44.8
		Other employee	57.6	66.5	59.6	73.8	59.1	80.9	38.4	54.0
		Customer	26.7	29.9	44.2	23.3	31.2	3.8	57.7	30.9
		Spouse or significant other	3.6	4.0	4.6	3.7	3.5	4.1	3.7	4.8
		Other relative or friend	3.5	2.3	1.8	3.0	0.6	3.1	1.6	1.7
		Other non-employee	11.7	6.7	9.7	4.9	4.3	6.1	8.8	7.8
Q19 Q20		When did the most recent incident occur?								
		Within the last month	27.3	20.0	23.0	19.8	17.5	20.8	8.6	16.2
		1 to 6 months ago	34.2	26.5	25.6	27.6	29.1	27.6	21.0	22.7
		7 to 12 months ago	13.5	14.0	14.8	13.3	17.3	15.1	12.5	11.4
		1 to 3 years ago	16.6	23.4	20.7	24.8	24.6	23.3	24.8	24.0
		4 or more years ago	8.4	16.0	15.9	14.5	11.6	13.3	33.2	25.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q20 Q21		What happened on that occasion? (Mark all that apply.)								
		Tried to provoke arguments	41.3	51.0	52.4	52.5	39.1	57.8	46.9	44.5
		Called you names or put you down in front of others	31.5	40.6	44.6	39.8	35.7	43.4	30.5	36.6
		Made you feel inadequate	50.0	43.7	46.7	42.3	49.9	36.5	41.1	42.3
		Shouted or swore at you	43.5	44.8	44.0	44.4	34.3	49.8	50.0	52.4
		Frightened you	10.6	18.2	18.9	18.2	19.2	16.1	24.1	15.1
		Made intimidating or threatening gestures at you	16.9	24.9	28.7	22.6	18.3	29.9	26.4	24.5

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(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q21 Where did the most recent incident occur?										
		Customer lobby		5.2	0.8	8.0	2.8	0.2	25.6	4.9
		Over the phone		2.7	2.1	1.9	3.4	0.7	11.3	7.9
		Workroom floor		72.2	72.2	75.8	72.6	89.4	43.1	45.2
		Break room or cafeteria		1.9	1.1	2.8	0.5	2.9	0.7	1.3
		USPS parking lot		1.2	1.3	1.2	2.1	0.4	0.9	1.5
		Other USPS premises		10.2	6.1	9.4	6.2	4.9	15.3	36.0
		On a delivery route		5.4	15.4	0.3	11.1	0.2	1.1	0.7
		Other non-USPS premises		1.1	0.9	0.7	1.3	1.2	2.1	2.6
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q22 Q22 Who did this to you the most recent time?										
		Supervisor or manager	36.8	40.4	47.2	36.9	43.2	35.6	29.6	41.2
		Someone who reports to you	4.2	3.6	1.2	1.6	0.6	1.3	18.1	22.3
		Other employee	37.0	42.6	34.4	50.2	40.9	59.3	16.2	24.7
		Customer	13.8	11.2	14.5	9.5	13.0	0.9	32.6	9.2
		Spouse or significant other	0.7	0.5	0.5	0.2	0.8	1.2	0.8	0.7
		Other relative or friend	1.1	0.2	0.2	0.3	0.1	0.3	0.2	0.1
		Other non-employee	6.5	1.6	1.9	1.3	1.4	1.5	2.4	1.8
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q23 Q23 Was the person who did this male or female?										
		Male	68.2	73.3	81.0	68.5	63.0	77.5	73.6	76.5
		Female	31.8	26.7	19.0	31.5	37.0	22.5	26.4	23.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q24 Q24 Did the person who did this appear to be on alcohol or drugs?										
		Yes	7.2	4.7	4.7	4.6	3.4	6.8	6.1	4.3
		No	75.1	69.3	69.1	69.6	76.8	57.9	69.9	73.2
		Don't know	17.8	25.9	26.2	25.8	19.9	35.3	24.1	22.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q25 Q25 Was the cause of this incident related to a...										
		Dispute about work	61.3	61.8	62.0	61.3	60.8	61.3	55.5	67.5
		Personal relationship	6.5	6.8	6.7	7.2	6.7	10.0	3.5	3.0
		Theft or robbery	0.7	0.1	0.1		0.1	0.3	0.8	0.3
		Other	31.5	31.3	31.2	31.5	32.4	28.4	40.1	29.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q26 Q26 How upsetting was this incident?										
		Very upsetting	33.2	44.5	44.9	44.9	43.4	45.2	44.8	41.3
		Somewhat upsetting	33.9	30.8	30.2	30.1	35.6	28.5	34.9	32.7
		Only a little upsetting	23.5	18.0	18.9	17.9	16.1	18.7	15.4	17.9
		Not upsetting at all	9.4	6.7	6.0	7.1	5.0	7.6	4.9	8.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

0.0 = Less than 0.05%

Report of the USPS Commission on A Safe and Secure Workplace

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q27 Q27 How many days, if any, did you take off as a result of this incident?										
		None	94.2	90.6	91.0	89.3	93.8	87.4	95.7	94.1
		1 or 2 days	3.8	4.7	4.9	5.2	3.5	5.6	1.4	2.2
		3 to 5 days	1.1	1.8	1.3	2.1	1.0	3.2	1.0	1.3
		6 to 10 days	0.4	0.7	0.5	0.9	0.7	1.2	0.5	0.2
		11 to 15 days		0.3	0.2	0.5		0.5	0.2	0.2
		16 or more days	0.6	2.0	2.1	2.1	1.0	2.1	1.4	2.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q28 Q28 Was there anyone else present when this incident occurred?										
		Yes	75.1	70.3	71.8	70.4	68.5	73.1	59.1	67.8
		No	24.9	29.7	28.2	29.6	31.5	26.9	40.9	32.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q29 Whom did you tell about this incident? (Mark all that apply.)										
		No one		24.6	25.1	24.5	23.0	27.0	20.3	23.9
		Supervisor or manager		37.4	33.9	39.2	31.1	38.3	36.4	46.1
		Inspection Service		4.0	3.3	3.5	2.2	3.2	10.8	9.6
		EAP counselor		4.8	4.8	4.8	4.0	3.6	7.0	6.5
		Union official		19.7	26.9	18.0	14.8	22.8	8.1	9.9
		Management association official		2.7	2.0	2.1	2.4	2.7	6.6	7.0
		Other employee		42.1	40.1	45.5	44.6	44.2	33.9	29.8
		Friends or family		36.6	37.8	36.4	46.0	28.8	40.8	31.0
		Local police		2.0	2.0	1.6	2.5	0.9	7.8	2.6
		Other		3.8	3.7	4.0	1.9	4.1	5.0	4.7
Q29 Whom did you tell about this incident? (Mark all that apply.)										
		No one	20.1							
		Supervisor or manager	41.1							
		Security personnel	2.6							
		Counselor or therapist	3.3							
		Union official	4.0							
		Other employee	42.3							
		Friend or family	39.6							
		Local police	2.1							
		Other	4.2							
Q30 Q30 Was there an investigation of this incident?										
		Yes	15.1	13.6	13.9	12.8	9.0	14.6	17.5	18.7
		No	80.1	76.8	76.7	77.1	79.9	74.7	77.4	74.6
		Don't know	4.9	9.6	9.4	10.2	11.1	10.7	5.2	6.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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Report of the USPS Commission on A Safe and Secure Workplace

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(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q31		As a result of this incident, was the offender... (Mark all that apply.)									
		Arrested		0.3	0.5	0.1	0.5	0.3	1.2	0.8	
		Other police or legal action		0.5	0.7	0.2	1.1	0.2	3.0	0.7	
		Fired from USPS		0.4	0.1	0.3	0.4	0.2	2.0	1.9	
		Other disciplinary action		5.0	4.1	4.8	3.0	4.7	7.1	11.0	
		Transferred		1.2	1.4	1.1	1.6	0.8	1.8	1.4	
		Sent to EAP		1.1	0.5	1.0	0.7	0.8	3.4	3.4	
		Promoted		2.1	3.2	1.7	1.5	1.2	1.7	2.7	
		Nothing happened		81.1	81.3	81.8	82.3	82.3	76.7	75.2	
		Don't know		11.4	11.4	11.7	12.2	12.9	8.4	8.1	
Q31 As a result of this incident, was the offender... (Mark all that apply.)											
		Arrested	1.2								
		Other police or legal action	1.0								
		Fired	2.3								
		Other disciplinary action	9.9								
		Transferred	1.6								
		Sent to counseling or therapy	2.0								
		Promoted	1.8								
		Nothing happened	77.1								
		Don't know	6.7								
Q32 Q32 How satisfied were you about the way things worked out after this incident?											
		Very satisfied	14.0	6.8	6.6	6.0	7.5	6.4	10.9	10.2	
		Somewhat satisfied	12.7	8.4	8.3	7.7	8.4	8.3	11.4	10.8	
		Neither satisfied nor dissatisfied	40.6	43.1	41.7	43.9	48.7	40.6	43.0	40.3	
		Somewhat dissatisfied	13.2	12.3	12.1	12.2	12.8	12.6	13.0	12.0	
		Very dissatisfied	19.5	29.5	31.2	30.1	22.6	32.1	21.7	26.7	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q33		Since you have been working for the Postal Service, has anyone ever done any of the following to you while you were working or at work?								
Q33		Since you have been working for your primary employer, has anyone ever done any of the following to you while you were working or at work? (Mark all that apply.)								
		Thrown something at you that could hurt you	4.3	6.3	6.9	6.7	2.7	10.7	2.3	5.7
		Pushed, grabbed, slapped, hit, kicked you, etc.	5.1	5.9	6.9	6.0	1.8	9.7	2.5	6.7
		Hit you with an object	2.7	3.6	3.4	3.9	1.4	7.6	1.2	2.9
		Beat you up	0.3	0.1	0.3	0.1		0.2	0.1	0.3
		Threatened you with a gun, knife or other weapon	1.7	2.0	1.6	2.0	0.8	3.0	2.1	4.2
		Used a gun, knife or other weapon on you	0.3	0.3	0.7	0.1	0.1	0.4	0.1	0.3
		Raped you or attempted to rape you	0.4	0.1	0.1	0.1	0.1	0.2	0.1	0.2
		None of these	87.3	87.9	86.9	87.4	95.0	80.5	94.4	86.9
Q34		Q34 Which of the following have EVER done any of these things to you while you were working or at work? (Mark all that apply.)								
		Supervisor or manager	15.3	19.9	19.4	22.0	18.9	18.1	13.8	14.7
		Someone who reports to you	4.3	4.7	0.5	2.1	4.7	2.8	29.6	33.2
		Other employee	46.5	73.8	65.1	81.4	68.9	87.2	46.7	51.7
		Customer	23.2	13.9	26.9	8.5	15.1	1.9	27.6	9.6
		Spouse or significant other	1.5	1.4	1.1	0.8	1.9	2.5	3.9	3.1
		Other relative or friend	1.5	1.5	1.6	1.7		1.2	2.0	0.7
		Other non-employee	23.9	5.6	7.5	3.0	5.7	6.6	9.2	11.6
Q35		Q35 When did the most recent incident occur?								
		Within the last month	18.5	8.2	8.0	8.5	7.6	11.7	2.0	2.4
		1 to 6 months ago	31.0	17.7	16.6	20.1	26.7	16.8	5.2	6.5
		7 to 12 months ago	11.3	13.4	12.8	15.0	8.6	16.2	4.6	7.5
		1 to 3 years ago	20.3	23.7	23.5	20.9	38.1	30.2	19.6	22.6
		4 or more years ago	18.9	37.0	39.0	35.5	19.0	25.1	68.6	61.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q36	q36	What happened on that occasion? (Mark all that apply.)								
		Thrown something at you that could hurt you	41.7	40.6	41.6	41.0	49.5	40.1	32.2	31.0
		Pushed, grabbed, slapped, hit, kicked you, etc.	47.7	39.2	42.7	36.9	32.4	40.5	38.2	41.6
		Hit you with an object	20.5	20.4	18.0	23.0	17.1	23.4	11.8	14.9
		Beat you up	3.4	1.2	1.7	0.9		1.3	1.3	1.4
		Threatened you with a gun, knife or other weapon	15.9	14.4	10.7	14.3	15.2	12.4	29.6	28.1
		Used a gun, knife or other weapon on you	2.1	2.1	3.9	1.4		1.3	3.3	1.4
		Raped you or attempted to rape you	1.3	0.9	1.1	0.5	1.9	1.0	1.3	1.1
Q37	Where did the most recent incident occur?									
		Customer lobby		4.0	1.1	6.8		0.6	15.2	4.2
		Over the phone		0.5	0.6		0.9	0.3	4.0	1.7
		Workroom floor		73.5	62.9	80.5	75.5	87.7	51.7	55.6
		Break room or cafeteria		1.2		1.4	0.9	3.6	0.7	1.7
		USPS parking lot		1.1	1.1	0.5	4.7	0.6	4.0	2.8
		Other USPS premises		7.9	5.7	9.1	1.9	4.5	9.9	18.5
		On a delivery route		9.3	26.9	0.5	14.2		4.6	6.3
		Other non-USPS premises		2.4	1.7	1.4	1.9	2.6	9.9	9.1
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q38	Q37	Who did this to you the most recent time?								
		Supervisor or manager	12.2	14.8	16.9	14.3	16.3	12.7	9.6	13.5
		Someone who reports to you	3.3	3.6	0.6	1.3	2.9	1.3	23.3	28.7
		Other employee	38.9	66.7	55.1	76.7	63.5	82.3	34.9	39.0
		Customer	21.0	10.6	21.9	5.4	13.5	0.3	22.6	7.8
		Spouse or significant other	1.8	0.5		0.4	1.0	0.7	2.7	2.1
		Other relative or friend	1.6	0.4		0.9				
		Other non-employee	21.2	3.3	5.6	0.9	2.9	2.7	6.8	8.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q39	Q38	Was the person who did this male or female?								
		Male	79.8	82.7	89.1	78.0	68.6	84.8	89.9	88.2
		Female	20.2	17.3	10.9	22.0	31.4	15.2	10.1	11.8
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q40	Q39	Did the person who did this appear to be on alcohol or drugs?								
		Yes	14.6	9.2	9.8	6.9	5.8	13.0	15.9	15.2
		No	64.0	56.1	58.2	56.3	68.3	47.6	55.0	53.4
		Don't know	21.4	34.6	32.1	36.8	26.0	39.4	29.1	31.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q41	Q40	Was the cause of this incident related to a...								
		Dispute about work	28.5	37.4	33.3	35.7	35.3	43.1	55.6	50.5
		Personal relationship	8.2	11.3	9.4	12.7	14.7	13.8	4.2	6.0
		Theft or robbery	2.4	1.5	2.2	0.9			2.8	4.6
		Other	61.0	49.9	55.0	50.7	50.0	43.1	37.5	38.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q42	Q41	How upsetting was this incident?								
		Very upsetting	28.4	47.8	48.1	47.4	45.7	43.2	63.4	54.3
		Somewhat upsetting	26.0	25.7	26.2	26.1	25.7	27.6	20.3	19.6
		Only a little upsetting	21.3	17.0	16.9	17.0	13.3	19.7	11.8	17.2
		Not upsetting at all	24.3	9.4	8.7	9.6	15.2	9.5	4.6	8.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q43	Q42	How many days, if any, did you take off as a result of this incident?								
		None	88.9	87.5	89.7	86.6	93.4	82.8	91.4	87.3
		1 or 2 days	5.0	6.5	6.0	6.5	2.8	9.4	4.6	6.2
		3 to 5 days	2.9	2.7	1.6	3.5	2.8	3.4	1.3	1.4
		6 to 10 days	1.6	0.2				1.2	0.7	0.7
		11 to 15 days		0.7	0.5	0.9		0.9		0.3
		16 or more days	1.6	2.4	2.2	2.6	0.9	2.2	2.0	4.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q44	Q43	Was there anyone else present when this incident occurred?								
		Yes	74.7	72.4	71.4	73.6	71.2	72.3	69.5	70.2
		No	25.3	27.6	28.6	26.4	28.8	27.7	30.5	29.8
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q45	Whom did you tell about this incident? (Mark all that apply.)									
		No one		27.3	29.3	26.5	30.8	30.9	17.1	17.9
		Supervisor or manager		48.9	46.7	48.3	44.2	46.1	59.2	66.3
		Inspection Service		11.6	10.9	8.7	10.6	6.6	41.4	32.6
		EAP counselor		5.2	1.6	7.0	7.7	2.5	15.1	8.9
		Union official		18.1	20.7	17.0	12.5	22.1	13.2	13.4
		Management association official		3.1	2.2	2.6	1.9	2.5	11.8	9.3
		Other employee		37.0	32.1	42.6	36.5	37.5	26.3	26.1
		Friends or family		31.8	29.3	36.1	30.8	22.1	34.9	31.6
		Local police		8.1	13.0	4.3	7.7	2.2	21.1	17.2
		Other		4.2	4.3	3.5	3.8	4.7	2.6	8.2

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Q44 Whom did you tell about this incident? (Mark all that apply.)											
		No one	23.3								
		Supervisor or manager	52.4								
		Security personnel	7.6								
		Counselor or therapist	4.1								
		Union official	3.1								
		Other employee	36.4								
		Friend or family	27.2								
		Local police	10.1								
		Other	8.5								
Q46 Q45 Was there an investigation of this incident?											
		Yes	27.7	24.2	24.5	20.5	24.3	18.4	49.7	47.9	
		No	67.4	64.6	64.1	68.1	69.9	67.4	43.8	43.8	
		Don't know	4.9	11.1	11.4	11.4	5.8	14.2	6.5	8.3	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q47 As a result of this incident, was the offender... (Mark all that apply.)											
		Arrested		2.2	2.7	0.5	3.9	1.0	8.6	9.4	
		Other police or legal action		2.5	3.8	0.9	2.9	0.3	9.2	8.4	
		Fired from USPS		1.5		0.9	1.9	2.3	6.6	8.4	
		Other disciplinary action		7.2	5.5	6.8	5.8	4.5	19.1	17.8	
		Transferred		1.8	3.8	0.5		2.3	0.7	1.7	
		Sent to EAP		0.9	0.5	0.5	1.0	1.3	4.6	3.8	
		Promoted		1.6	1.1	2.3	1.9	1.0	2.6	0.7	
		Nothing happened		75.8	75.3	80.0	76.7	79.2	55.9	52.3	
		Don't know		12.4	13.7	12.3	8.7	14.3	7.9	7.7	
Q46 As a result of this incident, was the offender... (Mark all that apply.)											
		Arrested	8.1								
		Other police or legal action	5.7								
		Fired	1.7								
		Other disciplinary action	16.0								
		Transferred	3.8								
		Sent to counseling or therapy	4.1								
		Promoted	2.1								
		Nothing happened	61.7								
		Don't know	5.3								

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Q48	Q47	How satisfied were you about the way things worked out after this incident?								
		Very satisfied	25.1	7.4	7.2	5.0	10.6	8.0	14.4	16.7
		Somewhat satisfied	13.2	8.7	8.8	8.2	6.7	8.0	11.8	13.2
		Neither satisfied nor dissatisfied	33.2	34.3	36.5	35.9	31.7	31.8	25.5	24.0
		Somewhat dissatisfied	10.8	13.4	13.8	12.3	20.2	14.5	9.2	13.2
		Very dissatisfied	17.8	36.2	33.7	38.6	30.8	37.6	39.2	33.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q49	Q48	Were you injured as a result of this incident?								
		Yes	11.4	10.3	11.2	8.3	10.2	12.4	7.0	16.6
		No	88.6	89.7	88.8	91.7	89.8	87.6	93.0	83.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q50	Q49	Were you hospitalized as a result of this incident?								
		Yes	14.0	2.1		2.9		2.3		4.7
		No	86.0	97.9	100.0	97.1	100.0	97.7	100.0	95.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q51	Since you have been working for the Postal Service, has anyone ever done any of the following to you while you were working or at work?									
Q50	Since you have been working for your primary employer, has anyone ever done any of the following to you while you were working or at work?									
(Mark all that apply.)										
		Told you about their sexual attributes or behavior	17.2	18.3	18.3	21.1	7.0	24.6	8.3	21.7
		Said things to you about your body	12.6	17.2	16.8	20.1	6.8	23.0	8.7	19.6
		Made repeated unwanted requests for you to go out with them "socially" or on dates	4.3	6.5	3.6	8.9	2.2	9.9	3.3	8.8
		Touched you in a sexual way when you did not encourage them	2.7	4.9	3.8	6.3	1.8	7.8	2.6	5.2
		Tried to kiss or fondle you when you did not encourage them	2.1	3.4	2.6	3.9	1.8	5.6	2.3	5.1
		Promised to help you on the job if you were nice to him or her	1.1	1.9	1.6	2.4	0.2	2.6	1.3	2.6
		Promised to make trouble for you if you were not nice to him or her	1.1	1.8	1.2	2.4	0.7	2.3	1.3	2.3
		None of these	75.2	75.9	77.2	71.7	89.1	69.0	87.0	72.2

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES						
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q52	Q51	Which of the following have EVER done any of these things to you while you were working or at work? (Mark all that apply.)									
		Supervisor or manager	21.7	32.3	27.4	34.0	25.2	33.0	35.4	40.7	
		Someone who reports to you	6.9	6.3	5.0	3.8	3.7	4.4	19.2	26.4	
		Other employee	79.4	84.6	87.0	85.8	79.4	90.3	55.8	75.3	
		Customer	16.4	11.3	20.4	7.9	17.9	1.1	26.5	5.8	
		Spouse or significant other	1.7	1.9	1.7	1.9	1.4	2.2	2.4	2.5	
		Other relative or friend	1.9	1.5	2.0	1.5	0.9	1.1	1.2	1.4	
		Other non-employee	9.8	2.6	4.0	1.9	2.3	3.3	3.2	2.2	
Q53	Q52	When did the most recent incident occur?									
		Within the last month	34.3	23.1	25.4	24.0	22.5	26.0	6.8	11.6	
		1 to 6 months ago	34.7	24.8	29.2	22.8	33.0	26.4	15.9	18.7	
		7 to 12 months ago	11.4	11.6	13.6	9.8	12.4	16.3	5.9	11.5	
		1 to 3 years ago	10.7	18.1	16.6	18.0	17.4	19.0	16.8	22.9	
		4 or more years ago	8.9	22.5	15.3	25.5	14.7	12.3	54.6	35.2	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q54	Q53	What happened on that occasion? (Mark all that apply.)									
		Told you about their sexual attributes or behavior	66.9	58.8	62.6	56.4	54.2	64.5	52.5	59.1	
		Said things to you about your body	47.4	55.7	58.8	53.8	50.9	61.0	53.4	54.5	
		Made repeated unwanted requests for you to go out with them "socially" or on dates	16.6	18.5	12.5	20.1	14.0	24.8	18.0	23.9	
		Touched you in a sexual way when you did not encourage them	10.0	13.1	10.7	13.5	13.1	18.0	15.0	12.3	
		Tried to kiss or fondle you when you did not encourage them	8.0	9.1	6.6	8.5	14.0	11.2	14.2	12.6	
		Promised to help you on the job if you were nice to him or her	3.9	5.3	4.5	5.8	0.9	5.7	7.7	6.6	
		Promised to make trouble for you if you were not nice to him or her	4.2	5.6	4.8	5.8	5.1	5.9	9.4	6.0	
Q55	Q54	Who did this to you the most recent time?									
		Supervisor or manager	13.4	18.7	16.5	20.2	14.9	14.2	22.5	23.3	
		Someone who reports to you	5.0	2.5	1.1	0.9	1.0	0.7	10.3	17.4	
		Other employee	67.0	73.2	71.6	76.1	72.1	83.7	45.6	57.3	
		Customer	7.9	3.9	7.9	1.3	11.1	0.5	20.1	0.4	
		Spouse or significant other	0.3	0.5	0.4	0.7		0.5	0.9	0.4	
		Other relative or friend	1.2	0.4	0.7	0.4				0.6	
		Other non-employee	5.1	0.9	1.8	0.4	1.0	0.5	0.6	0.7	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q56 Q55 Was the person who did this male or female?										
		Male	70.4	72.5	75.0	72.7	80.8	63.0	77.5	66.9
		Female	29.6	27.5	25.0	27.3	19.2	37.0	22.5	33.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q57 Q56 Did you consider this to be sexual harassment?										
		Yes	26.9	42.6	36.1	45.0	44.2	42.2	48.5	46.1
		No	73.1	57.4	63.9	55.0	55.8	57.8	51.5	53.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q58 Q57 Were you told or did you think that if you complained or didn't go along that it would hurt you with respect to hiring, firing, promotions, pay or career opportunities?										
		Told only	1.5	1.5	0.3	1.7	1.9	3.8	1.8	1.5
		Thought only	11.9	14.5	13.2	14.2	17.2	15.1	17.0	16.7
		Both	4.0	4.8	5.4	4.0	5.6	4.9	9.3	5.6
		Neither told nor thought	82.6	79.2	81.0	80.1	75.3	76.2	71.9	76.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q59 Q58 To what extent did the unwanted sexual advances or comments interfere with your ability to do your job?										
		A great deal	2.9	5.6	4.4	5.5	7.4	6.0	7.9	7.3
		A fair amount	7.9	10.1	6.5	11.6	12.0	11.9	9.4	8.8
		A little bit	19.5	23.7	26.3	23.5	22.1	21.0	26.7	20.6
		Not at all	69.7	60.6	62.8	59.4	58.5	61.1	56.0	63.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q60 Where did the most recent incident occur?										
		Customer lobby		1.4	0.7	1.5			17.6	0.5
		Over the phone		0.8		0.7	0.9	0.5	3.4	3.2
		Workroom floor		75.6	75.3	77.2	77.3	89.3	57.9	56.2
		Break room or cafeteria		5.7	4.0	7.7	1.9	4.3	1.5	4.6
		USPS parking lot		2.2	4.0	1.8	2.4	1.0	1.5	1.1
		Other USPS premises		8.1	4.0	7.7	4.7	3.6	12.1	29.9
		On a delivery route		3.7	9.8	0.9	11.8	0.2	1.5	0.9
		Other non-USPS premises		2.4	2.2	2.6	0.9	1.2	4.3	3.7
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q61 Q59 Did the person who did this appear to be on alcohol or drugs?										
		Yes	5.5	3.7	2.0	4.4	5.1	3.6	4.7	3.2
		No	82.8	77.5	79.6	75.9	80.6	69.5	85.5	84.8
		Don't know	11.7	18.9	18.4	19.7	14.4	26.9	9.7	12.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q62	Q60	How upsetting was this incident?								
		Very upsetting	8.2	13.7	10.8	14.9	13.9	13.2	16.6	14.4
		Somewhat upsetting	12.4	19.4	15.9	21.0	22.7	20.6	22.2	16.4
		Only a little upsetting	24.5	25.5	27.5	24.4	29.2	23.1	29.0	25.1
		Not upsetting at all	54.9	41.5	45.8	39.7	34.3	43.0	32.2	44.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q63	Q61	How many days, if any, did you take off as a result of this incident?								
		None	97.1	95.9	98.0	94.7	98.1	94.8	95.9	96.6
		1 or 2 days	0.8	2.0	1.4	2.5	1.9	2.2	1.5	1.2
		3 to 5 days	0.5	0.7	0.3	0.8		1.1	0.6	0.8
		6 to 10 days	0.6	0.4		0.6		0.2	0.3	0.2
		11 to 15 days	0.2	0.1	0.3			0.2		0.3
		16 or more days	0.7	0.9		1.3		1.3	1.8	0.8
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q64	Q62	Was there anyone else present when this incident occurred?								
		Yes	55.3	45.6	47.6	46.5	53.0	44.9	30.5	34.1
		No	44.7	54.4	52.4	53.5	47.0	55.1	69.5	65.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q63	Whom did you tell about this incident? (Mark all that apply.)									
		No one	52.2							
		Supervisor or manager	14.3							
		Security personnel	1.8							
		Counselor or therapist	2.1							
		Union official	0.9							
		Other employee	28.9							
		Friend or family	23.0							
		Local police	1.1							
		Other	3.3							
Q65	Whom did you tell about this incident? (Mark all that apply.)									
		No one		54.9	61.0	52.2	50.9	51.8	48.4	59.8
		Supervisor or manager		12.8	9.8	13.0	16.7	14.3	15.9	16.3
		Inspection Service		1.5	0.7	1.9	0.9	1.1	3.2	1.7
		EAP counselor		1.4	0.3	2.1	1.9	0.7	3.5	1.0
		Union official		4.9	5.4	5.2	4.6	5.6	2.7	1.5
		Management association official		0.9	0.3	1.0		0.9	1.5	2.5
		Other employee		28.7	21.4	33.1	30.1	33.3	24.8	19.5
		Friends or family		24.0	22.0	25.4	32.4	21.4	32.2	17.5
		Local police		0.5	0.3	0.4	1.4	0.7	0.3	0.7
		Other		2.3	2.0	1.9	2.3	3.8	2.1	3.4

0.0 = Less than 0.05%

Report of the USPS Commission on A Safe and Secure Workplace

Table C.1: Survey Data Frequencies

(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q66 Q64 Was there an investigation of this incident?										
		Yes	6.5	4.8	3.4	4.8	6.0	5.1	10.6	6.6
		No	90.2	91.3	92.5	91.4	88.9	90.2	87.3	90.5
		Don't know	3.3	3.9	4.1	3.8	5.1	4.7	2.1	2.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Q67 As a result of this incident, was the offender... (Mark all that apply.)										
		Arrested		0.1	0.3				0.3	
		Other police or legal action		0.3	0.3	0.2	0.5		0.6	0.3
		Fired from USPS		0.4		0.6	0.5	0.2	0.9	0.7
		Other disciplinary action		2.6	1.0	3.0	2.9	3.0	4.0	4.0
		Transferred		1.1	0.7	1.3	0.5	1.1	1.2	1.4
		Sent to EAP		0.2		0.2		0.5	0.9	0.5
		Promoted		0.6	0.3	0.4	0.5	1.1	2.5	1.4
		Nothing happened		88.9	92.4	87.7	86.7	88.3	88.0	88.2
		Don't know		7.3	6.9	7.8	8.6	7.1	4.3	5.4

Q65 As a result of this incident, was the offender... (Mark all that apply.)										
		Arrested	0.4							
		Other police or legal action	0.2							
		Fired	1.5							
		Other disciplinary action	4.2							
		Transferred	2.0							
		Sent to counseling or therapy	1.9							
		Promoted	3.5							
		Nothing happened	85.6							
		Don't know	2.9							

Q68 Q66 How satisfied were you about the way things worked out after this incident?										
		Very satisfied	22.4	12.6	11.4	12.0	14.0	12.6	16.0	17.8
		Somewhat satisfied	8.1	5.2	4.8	5.5	3.4	6.3	4.9	5.2
		Neither satisfied nor dissatisfied	54.3	60.8	61.0	62.0	59.9	57.9	61.0	56.0
		Somewhat dissatisfied	6.3	7.5	7.9	7.0	9.7	8.1	8.0	7.0
		Very dissatisfied	8.9	13.9	14.8	13.5	13.0	15.1	10.1	14.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

* Age from administrative data.										
Q67 How old are you?										
		Under 25	10.2	2.2	2.7	2.2	2.9	1.9	0.8	0.1
		25 to 34	23.6	13.0	15.4	12.9	14.3	15.5	5.0	4.8
		35 to 44	30.1	32.0	34.1	32.3	32.0	31.3	24.2	27.5
		45 to 54	24.1	38.3	37.3	38.3	32.7	35.8	42.5	51.9
		55 to 64	10.3	12.7	9.6	12.5	15.5	13.8	21.3	14.7
		65 or older	1.7	1.7	0.9	1.7	2.5	1.6	6.2	1.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
* Race/Hispanic origin from administrative data.										
		White non-Hispanic		68.3	68.2	61.9	94.7	47.1	92.5	69.1
		Black non-Hispanic		17.3	13.8	21.1	2.4	37.4	3.2	21.0
		Asian or Pacific Islander		6.9	7.1	9.6	0.9	7.8	0.3	3.4
		American Indian or Alaska Native		0.6	0.6	0.5	0.7	0.4	1.4	0.5
		Hispanic		6.9	10.3	6.8	1.4	7.4	2.0	5.9
		Other							0.6	
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q68 Are you of Hispanic origin or descent?										
		Yes	6.5							
		No	93.5							
		TOTAL	100.0							
Q69 Which of the following best describes your racial background?										
		White	87.0							
		Black or African-American	8.6							
		Asian or Pacific Islander	2.0							
		American Indian or Alaska Native	1.2							
		Other	1.2							
		TOTAL	100.0							
Q69 Q70 What is your current marital status?										
		Never been married	21.9	12.8	12.7	14.4	8.2	22.3	3.2	7.6
		Married	59.0	67.5	69.6	62.7	77.1	56.4	82.3	72.8
		Separated	2.4	2.5	2.5	2.5	1.9	3.8	1.2	3.1
		Divorced	14.6	15.5	14.2	18.5	11.0	15.8	9.0	14.5
		Widowed	2.1	1.7	1.0	1.8	1.7	1.6	4.3	1.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q70 Q71 What is the highest level of education you completed?										
		Less than high school graduate	4.7	1.3	1.0	1.5	1.5	2.3	1.7	0.3
		High school graduate or GED	27.1	27.9	28.1	26.5	38.6	27.4	35.9	12.1
		Some college	30.9	49.5	52.0	49.9	42.7	52.3	43.2	50.3
		College graduate	22.9	18.0	16.6	19.3	14.1	15.5	15.2	26.3
		Graduate work	14.4	3.3	2.3	2.8	3.1	2.6	4.0	11.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q71 How much do you socialize outside of the workplace with other people who work for USPS?										
Q72 How much do you socialize outside of the workplace with other people who work for your primary employer?										
		Very often	6.7	4.6	4.9	4.9	4.1	4.3	4.7	3.2
		Often	11.6	8.5	10.6	7.1	9.9	6.7	9.9	7.4
		Sometimes	34.0	32.4	35.0	32.0	32.9	27.1	32.4	29.0
		Rarely	34.9	40.0	37.2	39.9	39.9	42.4	39.8	49.2
		Never	12.8	14.5	12.3	16.1	13.3	19.4	13.2	11.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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Report of the USPS Commission on A Safe and Secure Workplace

Table C.1: Survey Data Frequencies

(Percents)

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USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q72 How many of your friends or relatives would you say are people who work for USPS?											
Q73 How many of your friends or relatives would you say are people who work for your primary employer? (Friends)											
					Most	7.3	3.3	2.9	4.2	1.6	3.6
		About half	6.6	5.0	6.8	4.8	3.2	3.1	5.1	4.7	
		Some	19.7	23.2	23.5	23.5	24.0	19.1	24.7	21.9	
		Few	38.0	49.6	47.9	48.8	52.8	49.3	53.0	53.5	
		None	28.4	18.8	18.9	18.6	18.4	24.9	15.4	16.3	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Q72		How many of your friends or relatives would you say are people who work for USPS?								
Q73		How many of your friends or relatives would you say are people who work for your primary employer? (Relatives)								
		Most	1.3	0.5	0.5	0.5	0.2	0.7	0.3	0.5
		About half	0.8	0.7	0.7	0.7	0.5	0.4	0.4	0.8
		Some	3.3	6.6	6.1	7.3	6.3	5.6	5.8	7.0
		Few	14.8	32.6	30.3	33.4	32.4	32.7	32.0	37.2
		None	79.8	59.7	62.4	58.1	60.6	60.6	61.5	54.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Q73		Q74		Have you ever served in the U.S. Armed Forces?						
		Yes	15.8	35.1	42.3	32.2	20.0	52.4	19.3	40.8
		No	84.2	64.9	57.7	67.8	80.0	47.6	80.7	59.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Q74		Q75		The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.						
a		a		Once in a while I can't control the urge to strike another person.						
		Strongly agree	2.1	0.9	1.0	1.0	0.1	1.9	0.3	0.7
		Somewhat agree	2.7	1.6	2.0	1.6	0.5	3.0	0.6	1.0
		Neither	7.1	7.4	8.7	7.7	5.7	9.3	4.8	3.1
		Somewhat disagree	5.3	5.6	5.8	6.3	3.7	7.6	3.2	3.1
		Strongly disagree	82.7	84.4	82.4	83.3	89.9	78.2	91.1	92.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Q74		Q75		The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.						
b		b		Given enough provocation, I may hit another person.						
		Strongly agree	4.4	2.5	4.0	2.0	1.0	4.5	1.0	1.5
		Somewhat agree	15.3	10.5	12.8	9.9	8.4	13.9	4.9	7.9
		Neither	8.2	9.3	10.7	9.3	8.2	10.6	6.8	5.5
		Somewhat disagree	14.6	12.8	14.8	12.5	11.1	13.4	9.7	11.0
		Strongly disagree	57.5	64.9	57.7	66.3	71.3	57.6	77.6	74.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES						
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
c	c	If I have to resort to violence to protect my rights, I will.									
		Strongly agree	10.3	6.0	8.0	5.6	2.9	8.7	3.2	5.1	
		Somewhat agree	19.1	13.7	15.7	13.8	10.4	16.7	9.3	11.6	
		Neither	10.9	12.3	13.2	12.4	10.8	14.7	9.8	10.1	
		Somewhat disagree	16.4	14.7	14.8	14.9	14.9	13.4	12.8	15.6	
		Strongly disagree	43.2	53.2	48.4	53.4	61.0	46.4	64.9	57.6	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
d	d	There are people who have pushed me so far that we came to blows.									
		Strongly agree	3.5	1.6	1.8	1.5	1.0	2.3	0.9	1.5	
		Somewhat agree	5.9	4.0	4.7	4.0	2.2	6.2	1.7	2.5	
		Neither	8.8	9.5	10.9	9.7	7.6	12.6	6.5	4.5	
		Somewhat disagree	7.7	7.0	7.3	8.0	5.1	7.6	3.7	4.6	
		Strongly disagree	74.1	78.0	75.3	76.7	84.1	71.3	87.2	86.9	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
e	e	I can think of no good reason for ever hitting a person.									
		Strongly agree	29.9	35.0	31.0	34.5	40.8	29.8	48.2	41.1	
		Somewhat agree	19.5	17.8	17.7	17.4	18.8	18.1	16.2	19.5	
		Neither	11.1	12.4	13.6	12.8	10.6	14.1	8.9	8.9	
		Somewhat disagree	22.5	19.2	20.7	19.0	17.3	19.9	15.1	18.9	
		Strongly disagree	17.0	15.6	17.0	16.2	12.6	17.9	11.7	11.5	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
f	f	I tell friends openly when I disagree with them.									
		Strongly agree	32.0	27.9	28.8	28.0	21.8	37.0	21.7	29.2	
		Somewhat agree	49.7	49.5	48.9	49.3	53.4	41.1	52.9	52.7	
		Neither	7.0	10.4	10.6	10.7	11.1	9.3	10.0	8.2	
		Somewhat disagree	9.2	9.1	8.6	8.9	11.2	8.2	11.2	7.8	
		Strongly disagree	2.1	3.1	3.1	3.1	2.4	4.4	4.2	2.1	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES						
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
g	g	I often find myself disagreeing with people.									
		Strongly agree	2.9	2.4	3.1	2.5	0.8	4.0	0.6	1.0	
		Somewhat agree	17.7	13.9	16.4	13.6	10.6	15.9	9.1	12.8	
		Neither	21.6	22.9	24.0	22.9	21.7	23.3	17.2	23.4	
		Somewhat disagree	37.2	36.4	33.9	38.0	37.5	32.4	37.3	39.4	
		Strongly disagree	20.5	24.3	22.6	22.9	29.4	24.4	35.9	23.4	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
h	h	When people annoy me, I may tell them what I think of them.									
		Strongly agree	6.6	4.6	6.1	4.5	1.5	8.6	1.6	2.6	
		Somewhat agree	28.8	24.5	27.6	24.1	19.6	30.7	14.3	22.0	
		Neither	15.5	18.1	19.8	17.5	17.3	18.3	15.4	17.6	
		Somewhat disagree	28.4	28.2	26.4	29.2	30.5	21.1	29.0	32.4	
		Strongly disagree	20.6	24.6	20.1	24.6	31.0	21.3	39.8	25.4	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
i	i	My friends say that I'm somewhat argumentative.									
		Strongly agree	3.3	1.4	1.6	1.3	0.9	2.4	0.7	1.0	
		Somewhat agree	13.3	9.0	10.1	9.2	6.6	9.6	5.2	9.9	
		Neither	14.8	16.5	17.7	16.4	15.7	18.4	11.7	14.2	
		Somewhat disagree	20.8	21.2	22.7	20.8	19.9	20.4	17.1	23.7	
		Strongly disagree	47.7	51.9	47.9	52.3	56.9	49.2	65.3	51.2	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
j	j	I flare up quickly but get over it quickly.									
		Strongly agree	6.4	3.7	4.7	3.7	1.7	5.4	1.5	2.6	
		Somewhat agree	18.5	14.5	15.5	15.0	11.5	15.9	10.1	13.8	
		Neither	15.7	18.4	19.9	18.4	17.2	19.4	14.7	15.7	
		Somewhat disagree	21.5	20.0	22.0	19.1	20.5	18.2	19.6	19.8	
		Strongly disagree	38.0	43.4	37.9	43.9	49.1	41.2	54.1	48.0	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.											
k	k	I am an even-tempered person.									
		Strongly agree	33.3	37.6	35.9	36.6	40.8	35.2	45.1	42.0	
		Somewhat agree	35.4	37.4	35.6	38.0	41.0	34.5	37.9	37.0	
		Neither	11.5	13.1	15.4	12.8	10.5	14.4	8.9	10.8	
		Somewhat disagree	12.3	7.3	7.9	7.8	5.3	7.4	4.8	7.5	
		Strongly disagree	7.4	4.7	5.3	4.7	2.3	8.4	3.3	2.7	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q74 Q75 The following statements refer to your thoughts and behaviors. Please indicate whether you agree with each statement.										
I	I	Some of my friends think I am a hothead.								
		Strongly agree	1.7	0.7	0.6	1.0	0.4	1.2	0.4	0.4
		Somewhat agree	5.5	3.7	4.7	3.8	2.3	4.2	1.2	2.9
		Neither	9.5	11.0	11.3	11.7	9.6	14.0	7.9	7.5
		Somewhat disagree	14.9	13.0	15.6	12.0	11.5	12.8	9.5	13.1
		Strongly disagree	68.3	71.5	67.8	71.6	76.3	67.7	81.0	76.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q75 Q76 Please indicate whether you agree with each of the following statements.										
a	a	Sometimes I fly off the handle for no good reason.								
		Strongly agree	1.2	0.7	0.9	0.8	0.3	0.4	0.2	0.3
		Somewhat agree	6.5	2.7	3.1	2.7	2.1	2.6	2.2	2.3
		Neither	7.5	7.4	8.0	7.9	5.5	9.6	5.4	4.0
		Somewhat disagree	16.0	12.4	13.7	12.1	12.8	12.0	10.1	11.0
		Strongly disagree	68.8	76.8	74.2	76.5	79.3	75.4	82.1	82.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q75 Q76 Please indicate whether you agree with each of the following statements.										
b	b	I have trouble controlling my temper.								
		Strongly agree	0.8	0.6	0.7	0.6	0.1	0.9	0.3	0.5
		Somewhat agree	5.5	2.9	4.1	2.7	1.3	3.5	1.5	1.8
		Neither	6.5	6.4	7.3	6.8	5.2	7.1	4.4	3.9
		Somewhat disagree	18.7	13.6	15.2	13.6	12.4	12.9	10.3	12.3
		Strongly disagree	68.6	76.5	72.7	76.4	81.0	75.6	83.5	81.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q75 Q76 Please indicate whether you agree with each of the following statements.										
c	c	At times I feel I have gotten a raw deal out of life.								
		Strongly agree	4.9	3.2	3.3	3.5	1.9	4.6	1.7	2.5
		Somewhat agree	18.7	14.1	13.0	15.9	11.7	14.0	11.0	14.2
		Neither	12.2	13.2	14.4	13.3	11.7	14.7	9.2	11.2
		Somewhat disagree	16.6	15.0	15.7	14.4	16.3	13.5	14.8	15.9
		Strongly disagree	47.6	54.5	53.5	52.9	58.3	53.2	63.2	56.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q75 Q76 Please indicate whether you agree with each of the following statements.										
d	d	Other people always seem to get the breaks.								
		Strongly agree	4.3	3.4	2.9	4.2	1.1	5.9	1.4	2.9
		Somewhat agree	16.1	16.0	17.9	16.9	10.8	16.4	10.5	14.6
		Neither	16.7	18.6	19.6	19.1	17.0	20.3	13.6	15.5
		Somewhat disagree	20.0	19.2	20.0	18.5	20.1	17.9	17.8	20.7
		Strongly disagree	42.9	42.9	39.5	41.4	51.0	39.5	56.6	46.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES						
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt	
Q75	Q76	Please indicate whether you agree with each of the following statements.									
e	e	I wonder why sometimes I feel so bitter about things.									
		Strongly agree	2.8	1.5	1.2	1.9	0.7	2.2	0.4	1.3	
		Somewhat agree	13.0	8.9	10.1	9.6	6.1	9.2	6.2	6.3	
		Neither	13.9	15.5	16.9	15.9	12.5	18.0	11.4	12.2	
		Somewhat disagree	17.1	15.3	16.2	15.3	15.1	14.6	11.7	14.7	
		Strongly disagree	53.3	58.9	55.6	57.3	65.6	56.0	70.3	65.5	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q75	Q76	Please indicate whether you agree with each of the following statements.									
f	f	I sometimes feel that people are laughing behind my back.									
		Strongly agree	2.4	1.9	1.5	2.5	0.8	3.2	0.5	1.0	
		Somewhat agree	10.6	8.7	8.6	10.0	7.4	8.4	6.1	6.2	
		Neither	12.6	14.3	15.0	15.1	12.2	16.4	9.6	11.2	
		Somewhat disagree	16.4	14.4	15.1	14.1	14.5	13.9	13.1	14.9	
		Strongly disagree	57.9	60.7	59.8	58.3	65.1	58.0	70.7	66.7	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q75	Q76	Please indicate whether you agree with each of the following statements.									
g	g	When people are especially nice, I wonder what they want.									
		Strongly agree	5.1	3.7	4.0	3.9	2.1	6.1	1.7	2.1	
		Somewhat agree	19.4	18.6	19.6	19.0	15.6	20.8	14.0	17.9	
		Neither	13.5	15.3	16.1	15.2	14.4	17.3	12.2	14.2	
		Somewhat disagree	21.0	18.8	18.4	19.1	19.6	15.8	17.6	20.5	
		Strongly disagree	41.0	43.6	41.8	42.7	48.3	40.0	54.5	45.4	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q76	Q77	During the average week would you say that you experience...									
		A lot of stress	20.4	16.8	20.0	16.1	8.9	14.3	14.1	26.4	
		A moderate amount of stress	51.2	44.2	46.4	41.7	48.0	37.9	42.4	52.1	
		Relatively little stress	21.0	27.6	24.2	29.4	32.8	30.4	30.4	16.7	
		Almost no stress	7.4	11.3	9.4	12.8	10.3	17.3	13.1	4.8	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q77	Q78	In total, how many days last year were you unable to perform your daily routine because of health problems you feel were caused by stress rather than physical illness?									
		None	69.0	70.9	69.6	65.7	86.6	63.2	87.5	77.9	
		5 days or less	23.6	18.5	21.2	20.8	10.7	19.1	8.2	13.2	
		6 to 10 days	4.2	5.3	4.7	7.0	1.3	8.1	2.3	3.9	
		11 to 25 days	1.7	2.8	2.5	3.5	0.5	5.4	1.2	2.5	
		26 to 50 days	1.0	1.2	1.1	1.3	0.5	2.7	0.5	1.3	
		51 to 100 days	0.2	0.7	0.4	1.0	0.2	0.9	0.2	0.5	
		101 days or more	0.2	0.6	0.5	0.8	0.2	0.5	0.1	0.6	
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q78	Q79	In the past year, have you had a period of two weeks or longer when you were...								
		Feeling depressed or down most of the day or nearly every day	7.8	5.3	4.3	6.4	4.0	5.5	3.6	6.2
		Uninterested in most things or unable to enjoy things you used to	6.5	5.1	5.0	5.5	3.3	6.6	3.8	5.7
		Both	12.9	9.9	9.8	11.4	5.2	10.7	7.1	11.1
		Neither	72.8	79.7	80.9	76.7	87.5	77.2	85.5	77.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q79	Q80	During the time that you felt down or depressed, or when you were unable to enjoy things, did you have any of the following symptoms? (Mark all that apply.)								
		Lost or gained weight without dieting	40.7	41.3	40.8	42.6	30.4	43.1	37.6	45.2
		Slept too much, too little, or less than normal	73.0	69.4	61.9	72.9	63.0	73.2	69.4	74.8
		Were so fidgety or restless that you were unable to sit still	18.7	16.6	15.6	16.8	13.5	17.5	23.5	17.9
		Felt tired or low in energy all of the time	78.9	73.1	72.3	72.9	79.6	66.5	80.2	76.1
		Felt worthless or guilty about the past	37.0	27.1	26.3	28.3	25.6	23.7	29.6	27.2
		Had a hard time thinking, concentrating or making decisions	51.8	48.4	46.0	50.0	43.3	41.9	55.3	56.1
		Felt things were so bad that you thought about hurting yourself	14.4	11.1	14.5	10.5	6.9	9.1	8.7	10.6
		Felt hopeless about the future	35.9	30.3	30.8	31.2	25.3	28.2	29.6	30.3
		None of these	4.3	9.5	10.0	9.4	8.3	12.9	6.8	6.0
Q80	Q81	In the past month, how often have each of the following happened to you -- never, almost never, sometimes, fairly often or very often?								
a	a	You felt you were unable to control the important things in your life.								
		Never	33.4	41.9	41.7	41.5	43.7	45.3	42.3	38.5
		Almost never	28.1	26.5	26.3	24.4	31.6	24.0	30.2	31.1
		Sometimes	28.5	24.7	25.2	26.6	19.8	23.6	21.4	23.0
		Fairly often	6.0	4.4	4.3	4.7	3.6	3.9	4.0	4.8
		Very often	3.9	2.5	2.5	2.7	1.3	3.2	2.1	2.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q80	Q81	In the past month, how often have each of the following happened to you -- never, almost never, sometimes, fairly often or very often?								
b	b	You felt confident in your ability to handle your personal problems.								
		Never	2.5	2.9	3.4	2.6	2.1	5.2	2.5	1.9
		Almost never	4.7	3.2	2.6	3.9	2.0	4.2	3.3	2.6
		Sometimes	15.1	13.5	14.0	15.2	9.1	14.3	9.7	11.0
		Fairly often	32.8	27.8	27.4	28.0	29.0	25.8	27.7	28.8
		Very often	44.9	52.5	52.6	50.3	57.8	50.5	56.7	55.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q80	Q81	In the past month, how often have each of the following happened to you -- never, almost never, sometimes, fairly often or very often?								
c	c	You felt things were going your way.								
		Never	2.6	2.4	2.9	2.4	0.9	4.8	1.5	1.7
		Almost never	6.0	5.7	4.7	6.8	3.7	5.9	4.6	6.3
		Sometimes	35.6	34.3	36.3	35.4	29.2	37.1	25.8	31.6
		Fairly often	37.8	38.0	38.8	35.8	43.6	31.9	44.3	40.6
		Very often	18.0	19.6	17.3	19.6	22.6	20.3	23.7	19.8
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q80	Q81	In the past month, how often have each of the following happened to you -- never, almost never, sometimes, fairly often or very often?								
d	d	You've felt difficulties were piling up so high that you could not overcome them.								
		Never	31.4	42.0	42.7	40.0	47.7	42.2	44.6	38.9
		Almost never	32.5	29.7	30.4	27.8	31.7	29.4	32.5	33.3
		Sometimes	25.7	21.4	20.7	24.0	16.6	20.6	17.5	21.2
		Fairly often	6.6	4.6	4.4	5.5	2.8	4.1	3.5	4.1
		Very often	3.8	2.3	1.7	2.7	1.3	3.7	2.0	2.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
a	a	Have you been feeling unhappy or depressed?								
		Not at all	31.4	35.3	34.2	33.1	42.3	38.6	40.1	33.7
		Not more than usual	51.7	49.9	51.3	50.0	49.7	47.5	48.4	47.9
		More than usual	13.8	11.7	11.3	13.6	6.2	10.7	9.0	14.4
		Much more than usual	3.1	3.1	3.2	3.3	1.8	3.3	2.5	4.0
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
b	b	Over the past few weeks, have you been feeling nervous and strung-up all the time?								
		Not at all	51.7	60.4	59.3	59.5	66.2	65.1	59.7	55.5
		Not more than usual	34.7	29.3	30.4	29.2	28.2	25.7	31.7	30.0
		More than usual	11.0	8.4	8.4	9.3	4.8	6.7	6.8	11.7
		Much more than usual	2.6	1.9	2.0	1.9	0.8	2.5	1.7	2.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
c	c	Have you found everything getting too much for you?								
		Not at all	48.3	57.3	56.5	55.6	65.1	60.6	56.8	53.2
		Not more than usual	38.4	32.2	33.2	32.2	29.5	30.6	34.1	33.2
		More than usual	10.3	8.6	8.1	10.3	4.6	6.2	7.5	10.7
		Much more than usual	3.0	2.0	2.2	1.9	0.8	2.6	1.6	2.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q81	Q82	Please indicate how often each of the following has occurred recently.								
d	d	Have you been taking things hard?								
		Not at all	52.7	58.1	57.0	56.2	66.6	60.7	59.4	55.1
		Not more than usual	34.6	32.8	33.4	33.7	29.3	30.5	33.1	33.6
		More than usual	9.9	7.3	7.4	8.4	3.1	6.5	6.1	8.7
		Much more than usual	2.8	1.8	2.2	1.7	1.0	2.2	1.4	2.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
e	e	Over the past few weeks, have you been losing confidence in yourself?								
		Not at all	65.7	71.2	70.5	69.3	77.4	75.1	70.9	69.9
		Not more than usual	24.5	21.6	22.3	22.5	19.4	18.5	22.7	19.8
		More than usual	7.5	5.5	5.8	5.8	2.6	5.0	5.1	8.5
		Much more than usual	2.3	1.8	1.4	2.4	0.6	1.4	1.3	1.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
f	f	Have you felt constantly under strain?								
		Not at all	37.8	44.4	42.4	44.3	49.6	50.9	44.8	36.4
		Not more than usual	41.9	38.6	39.2	37.7	40.8	35.0	40.7	40.5
		More than usual	15.2	12.8	14.1	13.6	7.6	10.3	10.5	16.2
		Much more than usual	5.1	4.1	4.2	4.3	2.0	3.8	3.9	6.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
g	g	Have you been losing sleep because of worry?								
		Not at all	54.8	60.2	60.5	58.3	66.7	63.2	61.6	54.5
		Not more than usual	30.9	27.5	27.2	28.3	26.3	25.8	28.3	27.7
		More than usual	10.4	9.0	8.5	10.2	5.3	7.1	7.7	12.9
		Much more than usual	3.8	3.3	3.8	3.2	1.8	3.9	2.4	4.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
h	h	Over the past few weeks, have you felt that life is entirely hopeless?								
		Not at all	82.7	84.8	84.8	82.7	90.8	83.4	88.6	86.4
		Not more than usual	12.3	11.1	11.1	12.5	7.7	11.8	8.6	9.4
		More than usual	3.6	2.8	2.8	3.2	1.0	2.9	2.1	3.0
		Much more than usual	1.4	1.3	1.3	1.6	0.6	1.8	0.8	1.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q81	Q82	Please indicate how often each of the following has occurred recently.								
i	i	Over the past few weeks, have you felt you couldn't overcome your difficulties?								
		Not at all	71.7	75.5	74.7	73.5	81.0	76.7	80.3	76.6
		Not more than usual	21.3	18.6	19.3	19.6	16.0	17.0	15.9	17.3
		More than usual	5.0	4.1	3.8	4.9	2.0	4.5	3.1	4.5
		Much more than usual	2.1	1.8	2.1	1.9	0.9	1.9	0.7	1.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q81	Q82	Please indicate how often each of the following has occurred recently.								
j	j	Have you been thinking of yourself as a worthless person?								
		Not at all	84.5	87.6	88.1	85.6	91.2	88.3	89.1	89.4
		Not more than usual	11.0	8.7	8.3	9.9	7.1	7.8	8.5	7.0
		More than usual	3.1	2.5	2.4	3.1	1.2	2.4	1.8	2.5
		Much more than usual	1.4	1.2	1.3	1.4	0.5	1.5	0.6	1.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q82	Q83	How fearful are you of being robbed or attacked in each of the following locations -- would you say you are very fearful, somewhat fearful, only a little fearful, or not fearful at all?								
a	a	In your home or apartment.								
		Very fearful	1.6	1.5	1.3	2.0	0.6	2.8	0.3	0.6
		Somewhat fearful	5.1	5.9	5.4	7.6	3.4	5.9	2.9	3.7
		Only a little fearful	27.4	25.6	25.8	26.5	25.1	23.2	23.3	23.8
		Not fearful at all	65.9	67.0	67.5	63.8	71.0	68.1	73.4	71.9
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q82	Q83	How fearful are you of being robbed or attacked in each of the following locations -- would you say you are very fearful, somewhat fearful, only a little fearful, or not fearful at all?								
b	b	On the streets of your community during the day.								
		Very fearful	1.3	1.5	1.4	2.0	0.4	2.4	0.2	0.6
		Somewhat fearful	5.1	5.7	7.2	6.6	1.8	6.3	1.4	3.6
		Only a little fearful	21.5	23.0	25.2	24.1	18.4	23.8	13.5	21.3
		Not fearful at all	72.1	69.7	66.2	67.2	79.4	67.6	84.8	74.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q82	Q83	How fearful are you of being robbed or attacked in each of the following locations -- would you say you are very fearful, somewhat fearful, only a little fearful, or not fearful at all?								
c	c	Out at night in your neighborhood.								
		Very fearful	2.6	2.8	2.4	4.0	1.1	4.0	0.6	1.0
		Somewhat fearful	10.9	10.0	9.2	12.7	5.6	11.6	4.5	7.6
		Only a little fearful	31.3	33.8	34.3	35.2	30.6	32.5	28.5	33.8
		Not fearful at all	55.2	53.3	54.1	48.2	62.7	51.9	66.4	57.6
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q82	Q83	How fearful are you of being robbed or attacked in each of the following locations -- would you say you are very fearful, somewhat fearful, only a little fearful, or not fearful at all?								
d	d	When traveling on vacation or for business.								
		Very fearful	3.3	2.7	1.8	4.1	1.3	3.2	1.6	1.2
		Somewhat fearful	17.6	18.7	18.4	18.9	20.5	16.8	21.3	15.9
		Only a little fearful	43.6	44.2	45.7	42.1	47.8	37.4	48.9	48.4
		Not fearful at all	35.6	34.4	34.1	34.9	30.3	42.6	28.2	34.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q82	Q83	How fearful are you of being robbed or attacked in each of the following locations -- would you say you are very fearful, somewhat fearful, only a little fearful, or not fearful at all?								
e	e	At work.								
		Very fearful	1.7	2.7	3.3	3.2	0.7	3.7	1.2	1.5
		Somewhat fearful	6.2	10.0	13.1	10.8	3.9	8.8	7.7	6.7
		Only a little fearful	18.8	25.1	28.4	24.7	22.4	21.5	26.9	21.7
		Not fearful at all	73.3	62.2	55.1	61.3	73.0	66.0	64.2	70.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q83	Q84	Do you own or possess any guns or firearms?								
		Yes	32.8	36.2	38.1	30.0	51.3	31.6	44.6	38.5
		No	67.2	63.8	61.9	70.0	48.7	68.4	55.4	61.5
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q84	Before today have you ever heard of the Employee Assistance Program, sometimes referred to as EAP?									
		Yes		84.5	83.2	87.3	68.5	87.1	83.8	98.4
		No		15.5	16.8	12.7	31.5	12.9	16.2	1.6
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q85	Have you used the services of the Employee Assistance Program in the last two years?									
		Yes		15.0	14.4	15.4	9.1	15.7	11.5	23.1
		No		85.0	85.6	84.6	90.9	84.3	88.5	76.9
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q86	Which EAP services have you used in the last two years? (Mark all that apply.)									
		Help with a personal problem		48.9	52.5	49.8	47.0	53.8	38.5	38.0
		Help with a work related problem		45.9	55.1	46.4	35.6	45.3	37.7	33.1
		Inform them of a problem other employees were having		13.2	7.0	8.5	8.3	9.3	31.0	44.3
		Attended orientation		3.5	2.5	3.0	3.8	7.6	2.0	4.4
		Attended training or seminar		6.3	3.2	3.8	3.0	7.2	15.9	20.2
		A referral for professional help		13.8	10.8	16.2	12.1	14.0	13.5	11.9
		Help for family member or someone else		18.2	12.0	19.1	28.0	13.6	26.6	23.5
		Other		9.5	7.6	11.1	6.8	14.8	4.0	6.4
Q87	Overall, how would you rate the services provided by EAP?									
		Excellent		19.2	17.2	17.6	27.8	16.9	32.8	23.5
		Very good		27.8	30.5	26.2	25.7	21.5	28.3	33.7
		Good		23.8	18.4	26.2	26.4	25.4	23.5	23.5
		Only fair		17.6	17.8	18.7	13.2	23.8	10.2	12.5
		Poor		11.6	16.1	11.2	6.9	12.3	5.1	6.7
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q88		Have you ever participated in the Workplace Violence Awareness training or other programs about workplace violence?								
		Yes		19.6	13.8	15.0	12.6	16.3	44.5	70.1
		No		80.4	86.2	85.0	87.4	83.7	55.5	29.9
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q89		Overall, how would you rate this program?								
		Excellent		9.9	11.1	6.6	10.1	9.0	14.8	12.1
		Very good		31.0	25.1	28.7	32.2	26.9	38.5	37.5
		Good		39.1	40.7	41.6	40.1	35.9	36.5	35.9
		Only fair		15.1	17.1	16.8	15.4	20.6	8.4	11.5
		Poor		4.9	6.0	6.3	2.2	7.6	1.8	3.1
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q90		Have you ever heard of Zero Tolerance for violence as a USPS policy?								
		Yes		77.9	75.4	77.7	71.2	83.2	78.9	95.0
		No		22.1	24.6	22.3	28.8	16.8	21.1	5.0
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q91		How effective is Zero Tolerance in your facility?								
		Very effective		34.9	30.8	31.5	51.8	25.0	65.9	35.5
		Somewhat effective		25.5	24.6	26.8	18.4	30.0	11.4	33.9
		Neither effective nor ineffective		24.1	29.0	23.7	23.3	20.3	19.2	17.4
		Somewhat ineffective		7.5	7.0	8.8	3.0	11.2	1.1	7.8
		Very ineffective		8.2	8.6	9.3	3.5	13.6	2.4	5.3
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q92		Do you feel the Zero Tolerance policy is applied fairly?								
		Yes		61.7	61.8	56.7	81.7	44.4	85.7	64.6
		No		38.3	38.2	43.3	18.3	55.6	14.3	35.4
		TOTAL		100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q93		Q85 How many of the people you work with most closely currently drink beer, wine or other alcoholic drink at least once a week?								
		None	7.1	7.3	3.4	7.6	9.0	5.4	33.4	3.4
		A few	18.8	18.2	15.6	19.3	22.3	18.6	15.3	16.6
		Some	15.3	15.8	17.4	16.6	11.9	17.4	6.4	15.8
		About half	11.9	9.8	13.9	8.5	6.8	10.1	4.9	9.7
		Most	23.2	13.9	17.4	13.2	8.4	16.5	5.8	16.3
		Don't know	23.7	35.0	32.3	34.8	41.6	31.9	34.3	38.2
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q94	Q86	In the past year, how often did you see someone you work with closely appear to be under the influence of alcohol while working?								
		Daily	1.9	4.6	3.6	5.4	1.0	14.5	0.3	2.1
		Weekly	2.8	6.1	5.7	7.5	2.0	11.1	0.7	4.8
		Monthly	2.1	3.6	3.4	4.3	1.6	5.5	0.5	3.3
		Less than once a month	8.2	8.6	9.9	9.3	3.5	10.7	2.3	10.7
		Never	72.3	54.9	51.4	49.9	79.4	28.6	91.0	61.8
		Don't know	12.6	22.1	26.1	23.6	12.5	29.6	5.1	17.4
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q95	Q87	How many of the people you work with most closely currently use marijuana at least once a week?								
		None	34.6	27.4	21.6	25.6	40.7	15.5	67.1	25.1
		A few	9.0	5.0	6.4	4.9	2.1	9.3	0.7	2.8
		Some	3.9	2.3	2.4	2.6	0.9	4.5	0.1	2.1
		About half	1.8	0.5	0.7	0.5	0.1	1.2	0.1	0.1
		Most	1.0	0.2		0.3		0.8		0.2
		Don't know	49.7	64.6	68.9	66.1	56.2	68.7	32.0	69.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q96	Q88	In the past year, how often did you see someone you work with closely appear to be under the influence of marijuana while working?								
		Daily	1.8	1.0	0.5	1.2	0.0	4.4	0.0	0.5
		Weekly	2.3	1.4	1.3	1.6	0.2	3.5	0.2	1.0
		Monthly	1.3	0.8	0.8	0.8	0.4	2.1	0.1	0.7
		Less than once a month	2.8	1.4	1.3	1.8	0.1	2.6	0.3	1.4
		Never	67.1	53.4	50.2	48.9	76.0	29.7	89.1	57.1
		Don't know	24.7	41.9	45.9	45.8	23.2	57.7	10.4	39.3
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q97	Q89	How many of the people you work with most closely currently use other illicit drugs at least once a week?								
		None	38.9	28.2	24.1	24.9	41.9	17.1	68.8	27.4
		A few	4.6	2.6	2.9	2.6	1.2	5.4	0.3	2.4
		Some	1.3	1.2	1.2	1.3	0.2	3.0	0.1	0.9
		About half	0.5	0.2	0.1	0.4	0.0	0.6	0.0	0.0
		Most	0.4	0.2		0.3	0.0	0.4	0.0	0.2
		Don't know	54.2	67.6	71.7	70.6	56.6	73.4	30.8	69.1
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Q98	Q90	In the past year, how often did you see someone you work with closely appear to be under the influence of other illicit drugs while working?								
		Daily	0.9	0.9	0.2	1.2	0.1	3.0	0.1	0.8
		Weekly	1.3	1.2	1.0	1.1	0.5	3.5	0.1	1.1
		Monthly	0.9	0.6	0.7	0.5	0.2	1.7	0.1	0.7
		Less than once a month	2.1	1.5	1.7	1.6	0.8	2.2	0.1	2.2
		Never	67.6	53.7	48.3	50.5	75.8	31.2	89.4	57.5
		Don't know	27.2	42.2	48.2	45.1	22.6	58.5	10.1	37.7
		TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

0.0 = Less than 0.05%

Report of the USPS Commission on A Safe and Secure Workplace

Table C.1: Survey Data Frequencies

(Percents)

Ques. #		QUESTION (If questions differ, USPS version is shown first followed by the National version)	National	USPS	USPS SUBSAMPLES					
USPS	National				City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Post- masters	Other Man'g'mt
Q99	Q91	Do you think you are more likely than the average American worker to be a victim of violence at work from people you work with?								
	Yes	3.4	16.6	20.2	18.4	5.8	21.0	3.6	13.8	
	No	88.4	62.6	54.5	60.2	81.4	49.3	90.4	73.6	
	Don't know	8.2	20.8	25.3	21.4	12.8	29.7	6.1	12.7	
	TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Q100	Q92	Do you think you are more likely than the average American worker to be a victim of violence at work from people you <u>don't</u> work with?								
	Yes	15.2	15.6	22.7	13.6	11.6	11.3	12.8	13.1	
	No	66.5	57.2	48.6	58.1	65.1	53.4	69.8	67.9	
	Don't know	18.3	27.2	28.7	28.3	23.3	35.3	17.4	19.0	
	TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
PHYSICAL ASSAULT								
TOTAL	5.2	4.9	5.0	5.7	2.1	8.9	0.7	2.2
Gender								
Male	5.6	5.0	4.7	5.6	1.9	9.2	0.8	2.2
Female	4.6	4.7	5.9	5.8	2.3	7.6	0.6	2.3
Race/Ethnicity								
White, non-Hispanic	4.8	4.8	5.4	5.9	2.2	10.6	0.7	2.1
Black, non-Hispanic	6.4	5.9	6.2	6.4		6.6		2.6
Hispanic	8.0	4.2	2.8	5.0		12.0	1.8	0.8
Other	5.6	3.7	2.8	3.9	2.9	6.9		2.3
Age								
Less than 25	8.4	9.9	7.9	15.4		13.3		Z
25 to 34	6.8	4.6	2.8	5.7	1.6	12.6	0.7	1.9
35 to 44	4.7	5.8	5.5	7.0	2.6	9.0	0.9	3.9
45 to 54	4.2	4.5	5.6	4.7	2.6	8.6	0.9	1.6
55 to 64	2.7	3.0	3.7	3.6	1.2	5.5	0.2	0.9
65 and over	2.4	5.3	7.7	9.7				4.5
Marital Status								
Married	4.2	3.9	4.2	4.5	2.0	8.5	0.7	1.7
Not married	6.5	6.6	6.9	7.4	2.3	9.6	0.4	3.5
Work Shift								
Tour 1/Nights	15.8	6.6		6.7	Z	7.6		3.5
Tour 2/Days	4.2	4.3	5.0	5.4	2.2	9.3	0.7	1.5
Tour 3/Other	4.8	6.5	8.3	5.6	Z	9.2	Z	6.2
Changes	6.8	4.8	4.9	6.0	0.9	11.4	0.3	2.6
Number of coworkers								
Less than 11	4.2	3.5	2.6	6.0	1.6	11.4	0.5	0.5
11 to 25	5.4	4.4	4.2	6.3	1.3	5.9	0.5	1.5
26 to 50	3.9	5.0	6.1	4.7	2.7	6.4	3.4	2.3
51 to 75	8.8	4.7	5.4	4.5	3.2	5.0	2.8	1.6
76 to 100	4.2	3.6	3.6	3.4	3.3	7.4		1.9
101 to 500	5.9	6.5	5.9	6.5	4.9	13.0	1.8	3.0
500 or more	5.1	6.5		6.7	Z	9.8		2.7

Z = Data suppressed in cells with a base of 5 or fewer cases.

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Report of the USPS Commission on A Safe and Secure Workplace

Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
PHYSICAL ASSAULT BY COWORKER								
TOTAL	2.9	4.2	4.0	5.2	1.8	8.2	0.3	1.7
Gender								
Male	4.1	4.4	3.8	5.4	1.7	8.5	0.6	1.6
Female	1.5	3.9	4.5	4.9	1.9	7.1	0.2	1.9
Race/Ethnicity								
White, non-Hispanic	2.7	4.3	4.3	5.5	1.9	10.0	0.3	1.8
Black, non-Hispanic	3.3	5.0	5.2	5.3		5.9		1.7
Hispanic	5.6	3.2	1.4	4.1		10.3	1.8	0.8
Other	2.0	3.3	2.8	3.3	2.9	6.2		1.1
Age								
Less than 25	4.6	7.9	2.6	15.4		10.0		Z
25 to 34	3.3	4.2	2.3	5.2	1.0	11.7	0.7	1.9
35 to 44	2.8	5.2	4.4	6.4	2.3	9.0	0.3	3.6
45 to 54	2.8	3.8	4.6	4.0	2.3	7.6	0.5	1.0
55 to 64	1.1	2.7	3.0	3.6	1.2	4.6		0.3
65 and over	2.4	4.0	7.7	6.5				4.5
Marital Status								
Married	2.6	3.5	3.7	4.1	1.8	8.2	0.4	1.3
Not married	3.3	5.5	4.5	6.7	1.6	8.4		2.8
Work Shift								
Tour 1/Nights	9.7	6.3		6.4	Z	7.1		2.9
Tour 2/Days	2.4	3.6	4.0	4.9	1.9	8.6	0.4	1.2
Tour 3/Other	3.4	6.2	8.3	5.6	Z	8.2	Z	4.5
Changes	3.0	3.0	3.3	3.3	0.9	11.4		2.1
Number of coworkers								
Less than 11	2.2	2.4		4.1	1.1	10.1	0.3	0.5
11 to 25	2.7	3.5	2.4	5.2	1.3	5.0		1.5
26 to 50	2.9	4.0	4.5	4.3	2.2	5.9	3.4	1.0
51 to 75	4.6	4.3	5.1	3.9	3.2	6.3		1.6
76 to 100	1.9	3.0	2.9	2.7	3.3	6.4		2.4
101 to 500	2.5	6.3	5.4	6.5	4.9	12.4		2.4
500 or more	4.1	6.5		7.1	Z	9.2		1.9

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Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
PHYSICAL ASSAULT BY OUTSIDER								
TOTAL	2.3	0.4	0.7	0.2	0.2	0.3	0.3	0.3
Gender								
Male	1.6	0.4	0.7	0.1	0.2	0.3	0.2	0.3
Female	3.1	0.4	0.8	0.3	0.2		0.3	0.4
Race/Ethnicity								
White, non-Hispanic	2.1	0.4	0.7	0.2	0.2	0.1	0.3	0.3
Black, non-Hispanic	3.0	0.3	0.5	0.3		0.2		0.4
Hispanic	3.1	0.6	1.4			0.9		
Other	4.6	0.4		0.6	0.2	0.8		1.1
Age								
Less than 25	3.8	2.0	5.3			3.3		Z
25 to 34	3.4	0.4	0.5	0.4	0.7			
35 to 44	2.1	0.4	0.6	0.3	0.3	0.2	0.5	0.3
45 to 54	1.4	0.3	0.6	0.1	0.1	0.4	0.3	0.3
55 to 64	1.6	0.2	0.7				0.2	0.3
65 and over								
Marital Status								
Married	1.7	0.3	0.3	0.3	0.1	0.1	0.3	0.3
Not married	3.3	0.6	1.7	0.2	0.6	0.4	0.4	0.3
Work Shift								
Tour 1/Nights	6.7	0.1			Z	0.2		0.6
Tour 2/Days	1.9	0.5	0.7	0.4	0.2	0.7	0.3	0.2
Tour 3/Other	1.4	0.0			Z		Z	1.1
Changes	3.8	0.7	1.6	0.7				0.5
Number of coworkers								
Less than 11	2.0	0.7	2.6	1.1	0.4		0.2	
11 to 25	2.7	0.3	1.2			0.6	0.5	
26 to 50	1.3	1.0	1.6	0.4	0.5			1.0
51 to 75	4.2	0.0					2.8	
76 to 100	2.4	0.2	0.4			1.1		
101 to 500	3.7	0.0				0.3	1.8	
500 or more	1.0	0.1			Z			0.8

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Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'gmt
SEXUAL HARASSMENT								
TOTAL	16.4	13.5	14.4	15.2	6.9	19.3	3.6	11.2
Gender								
Male	16.3	11.3	11.5	12.3	5.0	15.3	3.4	9.8
Female	16.5	16.7	23.0	18.3	8.3	32.7	3.7	13.7
Race/Ethnicity								
White, non-Hispanic	15.8	13.9	16.1	18.7	7.1	19.7	3.5	11.6
Black, non-Hispanic	17.7	16.0	15.6	15.7	3.9	21.0	5.8	12.6
Hispanic	21.4	11.9	9.7	14.0	3.4	20.5	3.6	6.1
Other	16.7	5.4	3.7	6.1	2.9	8.5	4.3	3.4
Age								
Less than 25	26.5	19.8	15.8	25.6	9.5	33.3	4.5	Z
25 to 34	23.2	19.8	15.3	24.9	7.8	33.2	7.4	19.8
35 to 44	18.2	17.1	18.1	18.3	8.6	26.1	4.6	16.3
45 to 54	8.9	11.1	12.3	12.3	7.1	12.3	4.3	9.2
55 to 64	4.8	5.7	9.0	5.8	2.7	5.9	1.0	6.1
65 and over	4.0	3.5		6.5		7.7	0.6	4.5
Marital Status								
Married	13.5	10.6	11.8	11.8	6.1	16.0	3.3	8.9
Not married	20.4	19.3	20.0	20.5	9.4	24.4	4.8	17.1
Work Shift								
Tour 1/Nights	26.6	17.0	11.1	16.9	Z	17.9		18.6
Tour 2/Days	14.9	12.1	14.6	13.6	6.8	19.1	3.7	9.4
Tour 3/Other	13.8	17.8	33.3	16.5	Z	20.9	Z	16.3
Changes	25.7	13.1	8.2	16.7	7.5	17.1	3.1	14.1
Number of coworkers								
Less than 11	10.1	6.8	2.6	10.5	3.4	19.0	3.2	4.5
11 to 25	16.6	11.3	6.0	15.7	6.5	16.3	3.1	10.3
26 to 50	15.7	11.4	12.0	12.9	7.4	12.3	6.7	7.2
51 to 75	20.3	15.7	17.0	15.6	11.1	20.0	13.9	9.8
76 to 100	16.3	15.8	15.8	15.8	16.3	19.1	6.5	13.3
101 to 500	20.1	18.5	22.6	16.9	14.7	21.4	9.1	15.6
500 or more	20.1	18.0		18.2	Z	24.6		11.6

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Report of the USPS Commission on A Safe and Secure Workplace

Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
SEXUAL HARASSMENT BY COWORKER								
TOTAL	13.9	12.0	12.0	14.2	5.6	17.9	2.1	9.8
Gender								
Male	14.3	10.0	9.8	11.1	4.3	14.2	2.4	8.8
Female	13.4	14.8	18.3	17.4	6.6	30.5	2.0	11.7
Race/Ethnicity								
White, non-Hispanic	13.5	12.4	14.0	15.3	5.8	15.2	2.1	10.3
Black, non-Hispanic	15.0	14.3	11.5	14.9	3.9	19.4	3.5	11.3
Hispanic	17.1	10.6	6.9	14.0		20.5	1.8	4.5
Other	14.6	4.7	1.9	6.1	2.9	7.7		1.1
Age								
Less than 25	22.8	15.4	7.9	23.1	6.3	33.3		Z
25 to 34	19.3	17.9	13.5	22.7	5.9	32.0	2.9	17.9
35 to 44	15.1	14.9	13.9	17.4	7.3	23.9	2.9	13.7
45 to 54	8.6	10.1	11.2	11.6	5.8	11.1	2.4	8.2
55 to 64	3.6	4.9	8.2	4.5	2.4	5.5	0.9	5.8
65 and over	1.7	3.5		6.5		7.7	0.6	4.5
Marital Status								
Married	11.3	9.4	10.0	11.1	5.2	14.4	1.9	8.0
Not married	17.6	17.3	16.7	19.1	7.2	23.3	3.2	14.7
Work Shift								
Tour 1/Nights	22.0	15.8	11.1	15.5	Z	17.3		17.4
Tour 2/Days	12.7	10.4	12.1	12.5	5.6	17.1	2.2	8.3
Tour 3/Other	12.4	17.2	33.3	16.3	Z	19.3	Z	13.5
Changes	20.7	11.3	6.6	14.7	6.6	17.1	1.4	12.0
Number of coworkers								
Less than 11	7.3	5.5	2.6	9.0	2.3	17.7	1.7	3.5
11 to 25	14.3	10.0	5.4	13.8	6.0	14.8	2.0	8.8
26 to 50	12.8	9.9	9.3	12.5	6.3	11.8	6.7	6.5
51 to 75	16.9	14.3	15.2	14.9	10.0	17.5	13.9	8.3
76 to 100	13.7	13.7	13.3	14.4	13.0	18.1	3.2	11.4
101 to 500	17.8	16.3	18.0	15.7	10.8	20.5	5.5	13.4
500 or more	18.3	17.4		18.2	Z	22.7		11.0

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Report of the USPS Commission on A Safe and Secure Workplace

Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
SEXUAL HARASSMENT BY OUTSIDER								
TOTAL	2.4	0.8	1.6	0.4	0.8	0.3	1.4	0.2
Gender								
Male	1.9	0.6	0.9	0.4	0.3	0.3	0.7	0.1
Female	3.0	1.2	3.9	0.5	1.2	0.3	1.7	0.4
Race/Ethnicity								
White, non-Hispanic	2.2	0.9	1.6	0.7	0.8	0.1	1.3	0.1
Black, non-Hispanic	3.2	0.8	3.1			0.5	2.3	0.4
Hispanic	4.3	0.7	1.4		3.4		1.8	0.8
Other	2.1	0.1				0.8	4.3	
Age								
Less than 25	11.3	4.3	7.9	2.6	3.2		4.5	Z
25 to 34	3.7	1.4	1.9	1.3	1.3	0.4	4.4	
35 to 44	3.8	1.1	2.7	0.2	0.9	0.6	1.7	0.5
45 to 54	2.8	0.5	0.6	0.4	0.7		1.7	0.2
55 to 64	0.5	0.1			0.3	0.5	0.2	
65 and over	1.2							
Marital Status								
Married	2.2	0.7	1.1	0.5	0.8	0.2	1.4	0.1
Not married	2.7	1.1	2.9	0.3	1.0	0.4	1.7	0.5
Work Shift								
Tour 1/Nights	4.7	0.3		0.3	Z	0.2		0.6
Tour 2/Days	2.1	1.0	1.7	0.5	0.8	0.4	1.5	0.2
Tour 3/Other	1.4	0.2		0.2	Z	0.2	Z	
Changes	4.6	1.3	1.6	1.3	0.9	2.9	1.4	
Number of coworkers								
Less than 11	2.9	1.0		1.1	0.8		1.5	0.5
11 to 25	2.2	0.5		0.7	0.4	0.6	0.5	0.7
26 to 50	2.6	1.2	2.1	0.4	0.8			
51 to 75	3.4	0.7	1.1		1.1	1.3		
76 to 100	2.6	0.7	1.1		1.6			0.5
101 to 500	2.1	1.3	3.8	0.5	2.0	0.3	3.6	0.2
500 or more	1.9	0.1			Z			

Z = Data suppressed in cells with a base of 5 or fewer cases.

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Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
VERBAL ABUSE								
TOTAL	32.8	35.8	39.3	37.6	24.5	41.9	17.2	35.1
Gender								
Male	30.7	35.8	39.6	35.4	21.5	40.9	22.5	33.4
Female	35.2	35.8	38.5	39.9	26.7	45.2	14.8	38.2
Race/Ethnicity								
White, non-Hispanic	32.6	37.3	43.3	40.8	24.5	47.1	17.4	35.5
Black, non-Hispanic	32.4	34.9	32.3	35.9	25.5	36.0	16.3	36.5
Hispanic	36.3	31.0	28.5	32.2	20.7	44.4	14.5	28.8
Other	33.4	28.0	30.6	25.6	26.5	36.9	12.8	29.5
Age								
Less than 25	45.6	40.4	42.1	43.6	31.7	40.0	18.2	Z
25 to 34	36.7	40.9	44.2	40.2	27.5	54.3	11.0	51.9
35 to 44	33.8	39.6	40.6	43.1	26.2	44.8	22.8	38.9
45 to 54	29.5	35.7	41.2	36.6	25.1	39.7	18.8	33.7
55 to 64	19.9	23.5	20.1	26.9	18.3	30.1	12.7	27.7
65 and over	12.7	12.0	23.1	9.7	7.4	19.2	4.8	31.8
Marital Status								
Married	28.9	34.0	37.5	36.5	24.0	41.4	17.1	32.5
Not married	38.3	39.0	43.1	38.9	26.1	43.2	17.9	41.6
Work Shift								
Tour 1/Nights	39.8	39.3	33.3	38.6	Z	41.7		47.1
Tour 2/Days	31.6	34.8	39.5	38.5	24.6	36.8	17.8	31.9
Tour 3/Other	38.2	35.6	41.7	31.9	Z	45.9	Z	43.8
Changes	40.7	40.4	31.1	48.7	27.4	40.0	15.3	42.7
Number of coworkers								
Less than 11	26.8	24.3	26.3	32.6	18.1	34.8	14.3	27.2
11 to 25	35.3	37.4	35.5	44.8	24.4	43.5	30.1	29.7
26 to 50	34.5	37.3	41.1	36.6	27.5	35.3	40.4	35.0
51 to 75	36.7	37.4	39.0	35.7	32.6	40.0	41.7	40.4
76 to 100	36.2	39.2	40.6	35.6	38.2	45.7	35.5	43.1
101 to 500	36.8	38.7	41.0	37.8	33.3	41.3	30.9	36.8
500 or more	31.4	39.0	44.4	37.9	Z	47.1	9.1	34.2

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Report of the USPS Commission on A Safe and Secure Workplace

Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
VERBAL ABUSE BY COWORKER								
TOTAL	25.1	29.8	32.4	31.1	20.9	39.7	9.7	29.6
Gender								
Male	23.7	30.2	32.7	30.0	17.5	38.8	13.0	28.2
Female	26.5	29.3	32.5	32.2	23.4	42.8	8.3	32.4
Race/Ethnicity								
White, non-Hispanic	25.1	31.0	36.0	33.3	21.0	44.9	9.6	30.1
Black, non-Hispanic	21.5	30.0	25.5	31.4	17.6	33.3	14.0	30.3
Hispanic	29.2	26.0	22.9	27.3	17.2	43.6	9.1	22.0
Other	25.3	22.9	25.9	19.4	20.6	35.4	10.6	28.4
Age								
Less than 25	34.9	31.5	31.6	33.3	28.6	33.3	9.1	Z
25 to 34	28.7	35.5	37.7	34.9	22.9	52.6	3.7	41.5
35 to 44	25.5	32.5	33.3	34.3	22.9	42.2	13.6	33.8
45 to 54	22.8	29.9	33.7	31.1	20.5	37.4	10.4	28.1
55 to 64	14.5	19.9	17.2	22.0	16.8	28.8	7.8	24.4
65 and over	5.7	9.4	23.1	6.5	5.6	19.2	1.8	18.2
Marital Status								
Married	21.7	28.1	31.0	29.5	20.6	39.3	9.7	27.5
Not married	29.9	33.3	35.2	33.7	22.0	40.8	10.3	35.5
Work Shift								
Tour 1/Nights	29.9	36.4	33.3	35.4	Z	39.5		44.8
Tour 2/Days	24.1	27.9	32.5	29.0	21.0	33.9	10.1	26.6
Tour 3/Other	32.8	33.4	33.3	29.9	Z	43.8	Z	38.8
Changes	29.7	31.3	24.6	37.3	22.6	42.9	8.3	32.8
Number of coworkers								
Less than 11	19.8	16.9	23.7	21.0	14.3	31.0	7.7	23.6
11 to 25	27.8	31.8	29.5	37.7	20.8	40.8	14.3	27.5
26 to 50	25.3	30.4	33.3	28.9	24.3	33.8	32.6	26.1
51 to 75	26.1	32.1	34.7	29.2	27.9	38.8	25.0	29.5
76 to 100	24.9	31.0	31.7	27.4	35.0	43.6	25.8	31.8
101 to 500	27.7	34.4	32.6	35.2	30.4	40.1	23.6	32.2
500 or more	27.2	35.5	44.4	33.6	Z	44.8		32.1

Z = Data suppressed in cells with a base of 5 or fewer cases.

0.0 = Less than 0.05%.

Report of the USPS Commission on A Safe and Secure Workplace

Table C.2: Victimization in Past Year by Employee and Facility Characteristics
(Percent)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
VERBAL ABUSE BY OUTSIDER								
TOTAL	7.7	4.3	5.4	4.4	2.8	1.1	7.1	3.9
Gender								
Male	6.9	4.1	5.2	4.0	3.0	1.0	8.7	4.0
Female	8.7	4.5	5.9	4.8	2.7	1.4	6.4	3.8
Race/Ethnicity								
White, non-Hispanic	7.5	4.9	5.8	5.4	2.8	1.1	7.4	3.8
Black, non-Hispanic	10.5	3.2	5.2	2.7	5.9	1.3	3.5	4.5
Hispanic	7.1	3.4	4.2	3.3			3.6	5.3
Other	8.1	2.5	3.7	2.2	2.9	0.8	2.1	1.1
Age								
Less than 25	10.7	6.1	10.5	5.1	1.6		9.1	
25 to 34	8.2	4.8	6.5	4.4	3.6	0.4	7.4	10.4
35 to 44	8.2	4.9	5.7	5.6	2.8	1.4	8.7	3.6
45 to 54	6.7	4.1	5.4	3.7	3.4	1.1	8.1	3.8
55 to 64	5.1	2.8	1.5	4.0	1.5	1.4	4.5	2.4
65 and over	7.1	1.0			1.9		2.4	9.1
Marital Status								
Married	7.2	4.4	4.9	5.1	2.7	0.8	7.3	3.7
Not married	8.5	3.9	6.4	2.9	3.1	1.5	6.3	4.5
Work Shift								
Tour 1/Nights	10.4	0.9		0.8		1.1		1.7
Tour 2/Days	7.4	5.3	5.3	7.0	2.9	1.3	7.4	4.0
Tour 3/Other	5.4	1.0	8.3	0.7		0.8		3.4
Changes	11.0	7.5	6.6	9.3	1.9	2.9	5.9	6.3
Number of coworkers								
Less than 11	7.2	5.8	2.6	9.0	2.9	1.3	6.4	1.5
11 to 25	7.2	4.1	6.0	4.5	2.7	1.2	14.8	1.5
26 to 50	8.9	5.8	6.4	6.9	3.0	1.0	6.7	6.2
51 to 75	10.9	2.9	2.9	1.9	4.2	1.3	16.7	6.7
76 to 100	11.3	6.2	6.1	6.8	2.4	2.1	9.7	9.5
101 to 500	8.9	2.9	5.9	1.9	1.0	0.3	5.5	3.3
500 or more	4.4	1.2	11.1	0.8		1.1		1.9

Z = Data suppressed in cells with a base of 5 or fewer cases.

0.0 = Less than 0.05%.

Report of the USPS Commission on A Safe and Secure Workplace

Table C.3: Co-Worker Victimization in Past Year
by Selected Facility Characteristics
(Percent)

Facility Characteristic	Physical Assault	Sexual Harassment	Verbal Abuse
Percent males			
Above average	5.0	13.7	33.1
Below average	2.8	10.8	26.0
Percent Whites			
Above average	3.8	11.7	30.6
Below average	4.7	13.9	30.2
Percent young workers			
Above average	5.0	15.4	33.7
Below average	3.7	10.9	28.4
Percent veterans			
Above average	5.1	13.7	32.8
Below average	3.1	11.4	27.9
Overtime rate			
Above average	5.4	14.8	33.4
Below average	2.7	9.8	27.0
Termination rate			
Above average	5.7	16.5	34.4
Below average	3.3	10.4	28.2
Supervisor ratio			
Above average	1.5	5.3	20.2
Below average	4.8	14.3	32.7
Contract grievance appeal rate			
Above average	5.9	15.3	34.8
Below average	3.3	11.2	28.4
Disciplinary grievance appeal rate			
Above average	5.7	15.7	34.1
Below average	3.2	10.6	28.3
Local violent crime rate			
Above average	4.2	13.1	29.8
Below average	4.2	12.1	30.7
Injury rate			
Above average	5.4	15.6	34.7
Below average	2.8	9.3	25.9
Sick leave rate			
Above average	5.0	14.3	32.6
Below average	2.7	9.6	26.9

Report of the USPS Commission on A Safe and Secure Workplace

Notes:

1. Table combines data from the Commission's survey with administrative data by USPS finance number.
2. All figures in "above average" rows differ significantly from "below average" rows ($p < 0.05$), except for local violent crime rates.

Table C.4: Summary Indices of Attitudes and Psychological Measures
(Percents)

	National	USPS	USPS SUBSAMPLES					
			City Carriers	APWU Emps.	Rural Carriers	Mail Handlers	Postmasters	Other Man'g'mt
Autonomy (Q5/Q6 c, d, e, h)	76.7	39.3	25.2	37.9	42.0	34.0	78.5	80.3
Pressure/Burden (Q5/Q6 f, g)	29.3	38.2	55.0	31.5	21.3	37.7	29.6	47.2
Negative Attitude Toward Coworkers (Q16/Q17 a, f, g, i)	14.3	31.2	30.5	36.7	17.9	42.3	8.3	28.7
Positive Attitude Toward Management (Q6/Q7 a, b, c, d, e, f, g)	79.4	57.5	51.8	53.1	74.6	42.7	86.4	74.9
Autocratic Attitudes (Q8/Q9 a, b, d, e)	16.8	14.4	10.5	18.5	8.8	22.2	7.8	10.0
Anger (Q74/Q75 a, b, j, k, l)	8.1	3.9	5.3	4.0	2.0	4.4	1.3	2.5
Hostility (Q74/Q75 c, d, e, f, g)	17.8	14.1	14.7	15.9	9.3	16.9	7.7	10.5
Verbal Aggressiveness (Q74/Q75 f, g, h, i)	33.6	26.2	30.7	25.8	19.5	32.7	13.4	23.3
Physical Aggressiveness (Q74/Q75 a, b, c, d, e)	12.2	7.5	9.9	7.2	3.7	12.4	3.1	4.3
Stress in Average Week (Q76/Q77)	71.6	61.0	66.4	57.8	56.9	52.2	56.5	78.5
Clinical Depression (Q78/Q79, Q79/Q80)	14.8	10.8	9.9	13.4	5.1	11.7	8.2	13.4
Coping (Q80/Q81 a, b, c, d)	81.9	84.9	85.7	82.3	91.3	82.4	88.0	86.5
Distress and Anxiety (Q81/Q82)	33.6	26.3	27.4	28.2	16.4	24.6	21.0	32.8

Z = Data suppressed in cells with a base of 5 or fewer cases.

0.0 = Less than 0.05%

Report of the USPS Commission on A Safe and Secure Workplace

Appendix D: Screening Job Applicants to Reduce Employee Violence

One strategy to reduce employee violence is to screen out job applicants who are prone to violence. Practical, legal, and ethical considerations define the potential of this approach. On the one hand, certain characteristics distinguish groups of people with elevated rates of violence. On the other hand, it is difficult to identify exactly which individuals within these groups will commit violence. For this and other reasons, there are legal and ethical objections to considering some of these characteristics in employment decisions. Nevertheless, some promising screening methods are both acceptable and feasible, and may reduce the rate of employee violence. Unfortunately there is little empirical evidence to demonstrate the effectiveness of these methods.

WHO IS LIKELY TO BE VIOLENT?

Men are more violent than women, young people are more violent than older people, and people of lower socioeconomic status are more violent than people of higher socioeconomic status. The mentally ill, alcohol and drug abusers, and people with a history of violence also have elevated rates of violence. The disparities can be quite substantial. One large population-based survey found that younger people were seven times more likely than older people to have committed violence in the past year, and men were twice as likely as women (Chart D.1). People of the lowest socioeconomic status were three times more likely to have committed violence than people of the highest socioeconomic status. There are also differences in rates of violence by race, although these disappear when socioeconomic status is controlled for.¹ Racial differences in rates of violence may be exaggerated by differential patterns of arrest and conviction.²

Chart D.1: Rates of Violence for Selected Groups

Group	Percent Violent in the Past Year
People aged 18-29	7.3
People aged 30-44	3.6
People aged 45-64	1.2
People aged 65+	< 1
Males	5.3
Females	2.2
People with:	
No disorder	2.1
Alcohol abuse/dependence	24.6
Cannabis abuse/dependence	19.3
Other drug abuse/dependence	34.8
Mental illness*	10.7-12.7

* Obsessive-compulsive disorder, panic disorder, major depression, major depression with grief, mania or bipolar disorder, schizophrenia.

Source: Jeffrey W. Swanson et al., "Violence and Psychiatric Disorder in the Community: Evidence from the Epidemiologic Catchment Area Surveys," *Hospital and Community Psychiatry*, Vol. 41, No. 7, July 1990.

Although most mentally ill individuals are not violent, people with mental illness (such as schizophrenia, major depression, or mania/bipolar disorder) were five times more likely to have committed violence in the past year than those with no diagnosis.

Alcoholics were twelve times more likely to have committed violence in the past year, and drug abusers were 16 times more likely.³ There is strong evidence for the importance of past violence as a predictor of future violence. For example, Elliott reports that people who have not committed serious violence before age 20 have virtually no risk of ever committing serious violence.⁴

LEGAL LIMITATIONS

In spite of their association with violence, using age, gender, or race as criteria for employment would raise obvious legal and ethical problems. Because socioeconomic status is so closely linked with race and ethnicity, it raises similar issues. Indeed, eliminating racial, gender, and age discrimination has been a major goal of social policy in recent decades. Accordingly, we focus on mental illness, substance abuse, and prior violence. Although there are legal and ethical concerns in these areas as well, employers have more latitude. A number of laws constrain employers' ability to obtain and use information about applicants in these areas. The major relevant laws include:

- * Rehabilitation Act of 1973,
- * Civil Rights Act of 1964,
- * Veterans' Preference Act of 1944, and
- * Drug Abuse Offense and Treatment Act of 1972.

Rehabilitation Act

The Rehabilitation Act of 1973 prohibits all federal agencies, including USPS, from discriminating on the basis of disability. The provisions of the Rehabilitation Act are similar to those of the Americans with Disabilities Act (ADA) of 1990, which governs private employers.

Under these provisions, USPS may not ask applicants questions related to disabilities, or gather and review medical information on an applicant until a job offer is made. Mental illness, alcoholism, and drug addiction are generally considered disabilities, although employers are not required to tolerate current illegal drug use or use of drugs or alcohol that interferes with job performance. Testing for illegal drugs is not considered a medical examination and may be required at the pre-offer stage.

USPS is required to make reasonable accommodation to the known physical or mental limitations of

a qualified handicapped applicant, except when the accommodation imposes an undue hardship on USPS or if the applicant's disability constitutes a direct threat to safety. Thus, USPS might be justified in screening out applicants on a case-by-case basis if there is a history of violent behavior associated with a mental illness or with substance abuse. However, USPS would not be justified in excluding all people who have disabilities associated with elevated rates of violence.

Civil Rights Act

The Civil Rights Act of 1964 prohibits discrimination on the basis of race, sex, religion, color, or national origin. Because arrest and conviction rates are higher for certain minority groups, courts have prohibited employers from using arrest or conviction records in employment decisions unless the practice can be justified as a business necessity. Typically, employers must show that the nature of the crime is related to the nature of the employment. Business necessity may cover violent crimes if the safety of employees or the public is a concern. Courts have been less tolerant of the use of arrest records than conviction records, because an arrest without conviction is not proof of criminal activity. Thus, USPS might be justified in screening out applicants with a history of violent criminal activity on a case-by-case basis if the behavior suggests that the applicants would pose a threat. However, USPS would not be justified in screening out all applicants with a criminal history. Any blanket policy excluding people with certain types of convictions is likely to be challenged as well.

Veterans' Preference Act

The Veterans' Preference Act of 1944 gives preference in hiring to certain veterans, such as those who served during a conflict and certain disabled veterans. The law also gives certain disabled veterans special appeal rights if they are not hired.

Drug Abuse Offense and Treatment Act of 1972

Under this act, an employer may not exclude a job applicant based on prior drug abuse. Although USPS is not governed by this act, it has instituted a hiring policy consistent with the act.

Summary of Legal Issues

In summary, these legal constraints mean that the Postal Service cannot simply screen out all applicants with mental illnesses or with a criminal history. Mental illnesses, including alcoholism and drug addiction, are generally considered disabilities, and USPS must make reasonable accommodations for otherwise qualified applicants with these conditions. However, USPS may require applicants to be tested for illegal drugs. USPS may also choose not to hire applicants whose disabilities cannot be reasonably accommodated or whose disabilities pose a direct threat to safety.

USPS may consider an applicant's history of violent behavior, but cannot simply screen out any employee with a criminal record. Using information on criminal history may be justified if the criminal history is related to the requirements of the job, including requirements to behave nonviolently toward fellow employees and the public. Use of information on convictions is generally more justifiable than use of information on arrests.

While these legal constraints are limiting, they do leave a number of screening methods available. These include background checks (e.g., criminal, employment, and military), interviews and written applications, medical examinations, psychological testing, and drug testing.

PRACTICAL ISSUES

In addition to legal limitations, practical issues present challenges in screening applicants for violence. The most important of these is the difficulty of predicting precisely which individuals will be violent. In addition, there may be difficulties in obtaining criminal, employment, and military records.

Obtaining Records

Obtaining criminal, military, and employment records requires the cooperation of individuals and institutions. Criminal records include federal, state, and county systems. For practical reasons, employers typically limit record checks to those states in which an applicant lists having lived or worked. Some employers check only the current and last states of residence. Thus, a criminal conviction might not be discovered if an employee omits from his application the state in which it occurred. Of course, violent behavior that does not lead to arrest or conviction will not be discovered through criminal records, making employment reference checks and interviews important as additional sources of information.

Unfortunately, some employers are reluctant to provide references for former employees because they fear lawsuits. Indeed, some make it a policy to provide no information beyond dates of employment and salary. Thus, violent or threatening behavior at a previous job might not always be discovered by checking employment records.

Predicting Individual Violence

Although it is possible to identify groups of people with elevated rates of violence, it is very difficult to predict precisely which individuals will become violent. In the general population, the difficulty stems in part from the low incidence of violent behavior. Most of the research on the predictability of violent behavior has focused on clinical and forensic populations—that is, people with mental illness or a history of criminal behavior.⁵ The weight of the evidence from research over the past two decades is

that predictions of individual violence within these populations are at best modestly more accurate than chance.⁶ For example, one recent study asked psychiatrists and nurses to assess the potential for violence over the next six months by patients treated in an acute psychiatric emergency room. Those patients assessed as more likely to commit violence had an actual violence rate of 53 percent, compared with a rate of 36 percent among those assessed as less likely to commit violence.⁷ Although these assessments succeeded in sorting the patients into groups with higher and lower rates of violence, the results are hardly precise. Many other studies have yielded even less satisfactory results. For example, Menzies and Webster (1995) found that the prediction of dangerousness by assessors was almost universally invalid in a population of mentally disordered criminal defendants.

The trend in the prediction of violence appears to be toward combining clinical assessments with an actuarial approach, using information such as past violence, age, and gender.⁸ Indeed, the diagnosis of antisocial personality, which stands out in some research as a predictor of violence, consists in large measure of a history of violent behavior.⁹

Psychological Testing

There are a number of types of psychological tests, including aptitude, achievement, personality, and interest tests. Personality tests are the most relevant for screening job applicants to reduce employee violence. Personality tests fall into two major categories: clinical personality tests designed to aid in the diagnosis of mental illness and tests designed to assess variations in normal personality.

Clinical personality tests raise the legal and ethical issues discussed above. That is, to the extent that they are likely to reveal disabilities, they are prohibited in advance of a job offer, and they raise issues under the Rehabilitation Act. In addition, such tests are often quite intrusive, including many highly personal questions that applicants may find offensive.

Furthermore, most such tests have been standardized on clinical or forensic populations. When applied to normal populations they may produce anomalous results.¹⁰

Nevertheless, such tests are commonly used in screening candidates for certain high-risk positions, such as police. Because of the risks to public safety from aberrant behavior in such jobs, it is easier to justify using mental illness or psychological factors as a consideration in hiring. However, one recent review of psychological screening to prevent police corruption found that "overall, the predictive scales did very poorly."¹¹

Normal personality tests typically assess people along five dimensions:¹²

- * emotional stability,
- * openness to experience,
- * extraversion,
- * likeability, and
- * conscientiousness.

Normal personality tests can be used to try to match people with certain types of jobs. For example, extraversion may be a valuable quality for sales positions. Conscientiousness has emerged as a useful predictor for performance in a variety of jobs. One of the most common uses of normal personality tests in employment screening is to predict the likelihood of theft or other counterproductive work behavior. Tests used for this purpose are usually called honesty or integrity tests. A 1990 review by the congressional Office of Technology Assessment concluded that "the existing research is insufficient as a basis for supporting the assertion that these tests can reliably predict dishonest behavior in the workplace."¹³ Other reviews, including a review by the American Psychological Association, have reached more favorable conclusions.¹⁴ However, none of the dimensions of normal behavior has been consistently correlated with violent behavior outside the laboratory setting.¹⁵

Summary of Practical Issues

The paramount practical issue in screening applicants to reduce employee violence is the difficulty of predicting individual violence. Professional assessments of clinical or forensic populations have proved to be only modestly more accurate than chance. Predictions in normal populations are hampered by a lack of proven indicators of likely violence. The effectiveness of psychological testing may be hampered in the employment context by job applicants' motivation to provide desired, rather than truthful, responses. In addition, background checks may not always yield desired information about applicants' past behavior because of bureaucratic complexities, applicants' dishonesty, or previous employers' reluctance to provide information.

CONCLUSION

In light of practical, legal, and ethical considerations, the best strategy for screening applicants to reduce employee violence appears to be a mixed approach focusing on evidence of applicants' past violent behavior. Criminal, employment, and military records; interviews; and written applications may reveal this evidence. Drug testing may also be used to exclude current users of illegal drugs. While mental illness and certain demographic characteristics are associated with elevated rates of violence, it is very difficult to predict individual violence within groups identified by these parameters. This lack of precision lends weight to the legal and ethical objections to using such information in screening job applicants. An exception is the use of clinical personality testing for public safety positions, where the high risks justify a tighter standard.

Endnotes

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¹⁵ For an exception, see B. J. Bushman and G. L. Wells, "Trait Aggressiveness and Hockey Penalties Predicting Hot Tempers on the Ice," *Journal of Applied Psychology*, Vol. 83, No. 6, 1998, pp. 969–974.

Appendix E: Substance Use and Workplace Violence

Introduction	219
SUBSTANCE USE AND VIOLENCE.....	219
SUBSTANCE USE AND THE AMERICAN WORKPLACE	219
SUBSTANCE USE AND WORKPLACE VIOLENCE	219
Substance Use and Violence	221
TYPES OF VIOLENCE.....	222
PREVALENCE OF SUBSTANCE USE IN THE OCCURRENCE OF VIOLENT EVENTS	223
LICIT DRUGS AND VIOLENCE	225
<i>Alcohol</i>	225
<i>Benzodiazepines and Other Sedative-Hypnotics</i>	227
ILLICIT DRUGS AND VIOLENCE	227
<i>Marijuana</i>	227
<i>Amphetamines and Methamphetamines</i>	228
<i>Cocaine</i>	229
<i>Opioids</i>	229
<i>Phencyclidine (PCP)</i>	230
<i>Hallucinogens</i>	230
CONCLUSION.....	231
Substance Use and the American Workplace	232
PREVALENCE OF SUBSTANCE USE IN THE WORKPLACE.....	232
<i>Prevalence Estimates</i>	232
EFFECTS OF SUBSTANCE USE ON THE WORKPLACE.....	233
<i>Job Performance and Productivity</i>	233
<i>Absenteeism</i>	233
<i>Accidents and Injuries</i>	233
<i>Job Turnover</i>	235
Substance Use and Workplace Violence	236
References	238

Introduction

A substantial proportion of the American workforce uses alcohol and illicit drugs. Alcohol and many illicit drugs are closely linked with violence through a variety of complex social, psychological, and biological processes. Yet, little research has focused on the role of alcohol or illicit drugs in workplace violence.

In order to understand the relationship between substance use and workplace violence, it is critical to understand first the relationship between substance use and violence in general, and substance use in relation to the American workplace. Thus, this appendix is organized in three parts: first substance use and violence, second substance use and the American workplace, and finally substance use and workplace violence.

SUBSTANCE USE AND VIOLENCE

The links between psychoactive substances and violence involve broad social and economic forces, the settings in which people obtain and consume the substances, and the biological and psychological processes that underlie human behavior. Most alcohol and drug use occurs among persons who are not violent. However, alcohol and illicit drugs are present in both offenders and victims in many violent events.

In the case of alcohol, evidence from laboratory and empirical studies supports the possibility of a causal role in violent behavior. Similarly, the effects of stimulants, such as amphetamines and cocaine, also suggest that these substances could play a contributing role in violent behavior. One study found that the prevalence of violence among persons who met criteria for a diagnosis of alcohol abuse or dependence was 12 times that among persons with no substance abuse or mental or emotional disorder.

The prevalence among those with cannabis abuse or dependence was nine times higher than among those with no disorder, and the prevalence among those with other drug abuse or dependence was 16 times higher than among those with no disorder.

On the other hand, most real-world studies indicate that the relationship is exceedingly complex and moderated by a host of factors in the individual and the environment. Substance use may lead to violence in part through social processes such as drug distribution systems (systemic violence) and violence used to obtain drugs or money to purchase them (economic compulsive violence), as well as from the pharmacological effects (behavioral toxicity or psychopharmacological violence).

SUBSTANCE USE AND THE AMERICAN WORKPLACE

Studies show that a substantial percentage of the overall workforce uses alcohol and illicit drugs. Recent research has begun to dispel the image of the isolated and unemployed substance user. For example, although a higher percentage of the unemployed use drugs, the majority of drug users are employed full-time. Illicit drug use is also more common in certain occupations, notably food and beverage service, transportation, and construction workers. Heavy alcohol use is also most common among these occupations as well as laborers and production workers.

Substance use has been found to impair job performance and productivity; increase absenteeism, accidents and injuries, and job turnover; and contaminate the work atmosphere, adding substantially to the expense of doing business in America.

SUBSTANCE USE AND WORKPLACE VIOLENCE

Although the job-related consequences of substance use have been studied, few researchers have examined the role of substance use in workplace violence. The majority of the studies on substance use and violence are conducted outside the realm of the workplace. Studies on workplace violence often fail to discuss the potential role of substance use. Many researchers and experts apparently assume or believe that a connection exists, but researchers have not systematically examined the interaction between workplace violence and substance use.

Substance Use and Violence

The term "substance" can refer to a drug of abuse, a medication, or a toxin. There are eleven classes of substances: alcohol, amphetamines, caffeine, cannabis, cocaine, hallucinogens, inhalants, nicotine, opioids, phencyclidine (PCP), and sedatives, hypnotics, or anxiolytics (American Psychiatric Association [APA], 1994). For the purposes of this appendix, caffeine, nicotine, and inhalants will be excluded because little evidence exists for an association between caffeine or nicotine and violence, and adults do not typically use inhalants.

Most alcohol and drug use occurs among persons who are not violent (Fagan, 1990). However, alcohol and illicit drugs are present in both offenders and victims in many violent events. Although substance abuse, particularly alcohol, has been associated with violent behavior for many decades, research has rarely documented causal linkages due to the many variables that may be involved (Allen, Moeller, Rhoades & Cherek, 1997; Johnson & Belfer, 1995; Paglia & Room, 1998). The connection between substances and violent behavior is complex and is suggestive rather than conclusive (Bennett & Lehman, 1996; Fagan, 1993a; Johnson & Belfer, 1995; Roth, 1994). We still know little about the specific causal role, if any, that substances play in the perpetration of violence (Fagan, 1993b; Roizen, 1993; Roth, 1994). The link between substances and violence has been described as a network of interacting processes and feedback loops, rather than straightforward causation (Fagan, 1993a; Reiss & Roth, 1993).

The use of substances occurs in contexts that influence the potential for violent outcomes. The presence of alcohol or drugs in violent events does not necessarily mean that these substances affected the behavior of either the perpetrator or victim (as cited in Fagan, 1993a). Furthermore, different

substances affect individuals differently, based on their physiology, psychology, history, gender, and other personal and cultural factors (Collins, 1993; Reiss & Roth, 1993). Researchers have found it difficult to cut through these complexities to specify the effects of substances on violence. This task is even more difficult because the causes of violence are complex and violent acts are diverse. For example, acts as different as an angry attack by a jilted lover and meticulously planned serial killings are included in the legal and statistical category of murder (Roth, 1994).

In addition, the links between psychoactive substances and violence are confounded by broad social and economic forces, the settings in which people obtain and consume substances, and the biological and psychological processes that underlie all human behavior. These factors interact in chains of events that may extend back from an intermediate triggering event such as an argument to long-term predisposing processes that begin in childhood (Roth, 1994).

Psychosocial factors also have been found to play a role in violence. Psychosocial factors include influences on the individual's behavior patterns, which begin developing in early childhood and continue to evolve through adulthood. Examples include patterns of heavy drinking and aggression that develop during adolescence and adult psychoses that predispose a few individuals toward violent psychotic episodes while under the influence of certain drugs (Roth, 1994). Patterns of aggressive behavior and substance abuse often become intertwined starting in childhood. Early childhood aggression predicts later heavy drinking, and the combination is associated with above-average risk of adult violent behavior, especially among those who also abuse other psychoactive drugs (Roth, 1994). Studies have also

shown that impulsive-aggressive personality traits in childhood and adolescence predict early onset of substance abuse (as cited in Cloninger, 1999). Individual histories of aggressive and violent behavior are a critical determinant of whether alcohol and psychoactive drug use increases those behaviors (Reiss & Roth, 1993). Some say that the best predictor of future violence is a past history of violence (as cited in Resnick & Kausch, 1995). Although many people behave aggressively when under the influence of drugs, they are more likely to behave that way if they also exhibit such behavior when not on drugs (Warshaw & Messite, 1996).

Finally, gender also appears to be of fundamental importance in modifying the relationship between alcohol use and violent behavior (Reiss & Roth, 1993). National surveys report that male drinking patterns are more likely than those of females to incorporate binge drinking and aggressive behavior, and that violent behavior while under the influence of alcohol is very rare among females (as cited in Fagan, 1990; Pihl & Peterson, 1993b).

Even though causality has not been firmly established between substance use and violence, research has consistently shown a significant relationship between use of alcohol and drugs and the perpetration of violence. The following sections describe current knowledge about substance use and violence.

TYPES OF VIOLENCE

Alcohol and drugs modify encounters between people in a variety of ways that increase the risk of violence. In the case of alcohol, these hazards tend to be related to use, while for illicit psychoactive drugs, they tend to be related to distribution and purchase (Roth, 1994).

There are three basic ways in which substance abuse is related to violence. First, violence can be perpetrated under the influence of substances. Goldstein (1985) labels this type of violence "psychopharmacological violence." Psychopharmacological violence occurs as a result of the short- or long-term use of certain drugs that produce excitability, irritability, paranoia, or violent behavior. Psycho-

pharmacological violence can also occur when the use of substances results in changes or impairments in cognitive functions, intensified emotional states, or disruptions of hormonal or physiological functions that motivate or restrain violence. A drug can reduce inhibitions in persons prone to violent behavior. The behavior of individuals high on drugs may also place them in situations where they are more likely to be victims of violence.

Under the influence of some drugs, emotions such as suspicion and anger are likely to be intensified, along with diminution or loss of cognition and impairment of the biochemical and psychological mechanisms that tend to inhibit aggressive behavior under normal circumstances. Violent behavior is a likely result (Reiss & Roth, 1993). Pertinent neurobiologic relationships have been discovered between certain psychoactive drugs and violence, but certainly no basis for a blanket assertion that taking any of them causes people to behave violently. To start with, each of these drugs produces its own distinct array of biological changes. Their effects on the body are not alike. For any drug, the particular changes depend on the acute dose level, the long-term pattern of drug use, and whether the concentrations in the brain and body are rising or falling. How these changes affect aggressive or violent behavior depends not only on interactions with endocrine, neurochemical, and genetic mechanisms, but also on interactions with processes at the micro- and macro-social levels (Reiss & Roth, 1993).

Psychopharmacological violence may involve substance use by either the perpetrator or victim. For example, substance use may contribute to a person behaving violently, or it may alter a person's behavior in such a manner as to bring about that person's violent victimization (Goldstein, 1985), such as increasing the use of insulting language or reducing the tendency to walk away from threatening situations.

The second type of violence that is related to substance use stems from the trade in drugs (Johnson & Belfer, 1995). This type of violence has often been labeled "systemic violence." Systemic violence refers

to the aggressive patterns of interaction within the system of drug distribution and use (Goldstein, 1985). Examples of systemic violence include murders over drug turf and violence by drug distributors in the course of territorial disputes, retribution for selling "bad" drugs, the use of threats and violence to enforce rules within a drug-dealing organization, fighting among users over drugs or drug paraphernalia, battles with police, and elimination of informers (Goldstein, 1985; Roth, 1994).

Substantial numbers of users of any drug become involved in drug distribution as their drug-using careers progress and, hence, increase their risk of becoming a victim or perpetrator of systemic violence. Victims of systemic violence are usually those involved in drug use or trafficking (Goldstein, 1985). Occasionally, however, noninvolved individuals become victims of systemic violence, for example, as a bystander hit by a stray bullet in a drug-related shooting.

The third type of violence is called "economic compulsive violence" (Goldstein, 1985). Economic compulsive violence is intentional violence that results from drug users engaging in violent crime to generate money to support their addiction. For example, an individual may resort to robbery in order to support a costly drug habit. Economic compulsive violence is motivated primarily by the need for money to purchase drugs, rather than by impulses to act out violently. Violence generally results from some factor in the social context in which the economic crime is committed. For example, violence may be related to the perpetrator's own nervousness, the victim's reaction, or weaponry carried by either the perpetrator or victim (Goldstein, 1985).

Economically based violence applies to all substances for which there is no legal market (Lavine, 1997). The two drugs most commonly linked to economic compulsive violence are heroin and cocaine, because of their expense. Most heroin users, however, avoid violent crime if a viable non-violent alternative is available. Victims of economic compulsive violence, like those of psychopharmacological violence, can be anybody (Goldstein, 1985).

Overlap between the three types of violence often occurs. For example, a heroin user preparing to commit a robbery may use alcohol or stimulants to give himself courage (Goldstein, 1985). This event contains elements of both economic compulsive and psychopharmacological violence. A study in New York City during the late 1980s classified most of the drug-related murders as systemic violence (74 percent), seven percent as economic-compulsive, and three percent as pharmacological (Goldstein, Brownstein, & Belluci, 1989). Since this period was the peak of the turf battles over crack, it is not clear whether this same distribution would be found today.

PREVALENCE OF SUBSTANCE USE IN THE OCCURRENCE OF VIOLENT EVENTS

A number of studies show that use of alcohol and other substances is involved in many violent incidents. In a community sample, Swanson and colleagues (1990) found that substance abuse was the most prevalent diagnosis among those who were violent. The same study found that the prevalence of violence among persons who met criteria for a diagnosis of alcohol abuse or dependence was 12 times that among persons with no substance abuse or mental or emotional disorder. The prevalence among those with cannabis abuse or dependence was nine times higher than among those with no disorder, and the prevalence among those with other drug abuse or dependence was 16 times higher than among those with no disorder (Swanson, Holzer, Ganju & Jono, 1990).

Several studies have also found drinking to precede at least half of all violent events (Pernanen, 1991; Roth, 1994). In fact, drinking more than five drinks per occasion increases the likelihood that the drinker will be involved in violence, either as perpetrator or a victim (Collins & Schlenger, 1988). More than any other group, young adults are likely to have been drinking prior to being either a perpetrator or victim of fatal or nonfatal violence (Pernanen, 1976; Welte & Abel, 1989). Alcohol use by both attacker and

victim is common in incidents of rape, assault, robbery with injury, and family violence (Fagan, 1993a, 1993b; Pihl & Peterson, 1993b; Roizen, 1993). In addition, Roizen (1993) reports that in nearly 40 studies of violent offenders, and an equal number of studies of victims of violence, alcohol involvement was found in about 50 percent of the events and people examined.

Alcohol is more closely linked to murder, rape, assault, and child and spouse abuse than any other substance (Martin, 1993; Parker & Rebhun, 1995; Pernanen, 1991; Pihl & Peterson, 1993b). Alcohol is implicated in most homicides arising from disputes or arguments (Bradford, Greenberg & Motayne, 1992; Pernanen, 1991). More widely available and abused than illicit drugs, alcohol has been found to be a key factor in the rising homicide rates in the United States between 1960 and 1980 (Parker & Rebhun, 1995). To put this in perspective, moreover, it should be noted that there are approximately 15 million alcoholics or problem drinkers, while the number of cocaine addicts is estimated to be between two and 3.5 million.

Alcohol has often been found to be a contributing factor in incest, child molestation, spouse abuse, and other family violence (Leonard, 1993; Miczek, Weerts & DeBold, 1993; Widom, 1993). Alcohol is present in more than half of all incidents of domestic violence (Collins & Messerschmidt, 1993; Gorney, 1989). The percentage of batterers who are under the influence of alcohol when they assault their partners ranges from 48 to 87 percent (Gorney, 1989). Most research indicates a 60 to 70 percent rate of alcohol abuse and a 13 to 20 percent rate of drug abuse related to domestic violence (Collins & Messerschmidt, 1993; Gorney, 1989). A study by the Department of Health and Human Services in New York City found that 64 percent of all reported cases of child abuse and neglect were associated with parental use of alcohol and other drugs. In addition, it is estimated that between one-third and three-quarters of sexual assaults involve alcohol consumption by the perpetrator, the victim, or both (Collins & Messerschmidt, 1993).

Only a few studies have examined the relationship between chronic drinking and the potential for violent behavior (Reiss & Roth, 1993). These studies have found that problem/chronic drinkers or alcoholics are more likely than others to have histories of violence, including more previous arrests for a violent crime (Collins, 1986; Reiss & Roth, 1993; Roth, 1994; Schuckit & Russell, 1984). Conversely, a high rate of alcoholism has been found among violent offenders (Greenberg, 1981; Reiss & Roth, 1993).

Studies have also found that a substantial proportion of inmates incarcerated for violent crimes are substance-involved. For example, among violent offenders the majority (73 percent in state prison, and 65 percent in both federal prison and in jail) have regularly used drugs or have a history of alcoholism or alcohol abuse; committed their crime to get money for drugs; or were under the influence of drugs or alcohol at the time of their crime (The National Center on Addiction and Substance Abuse at Columbia University [CASA], 1998). The U.S. Department of Justice reports that 54 percent of people convicted of violent crimes in state prisons had used alcohol just before the offense (Flanagan & Maguire, 1990). Another study found that 60 percent of arrestees for violent offenses tested positive for at least one illegal drug: opioids, cocaine, PCP, barbiturates, amphetamines, methadone, benzodiazepines, methaqualone, propoxyphene, or marijuana (National Institute of Justice, 1996). Cocaine is the drug most often detected among arrestees (43 percent of male and 47 percent of female arrestees) and marijuana was detected in 26 percent (CASA, 1998).

Almost all of the common drugs of abuse can lead to violent behavior, though often by very different mechanisms (Lavine, 1997). In addition, biological links between psychoactive substance use and violence differ by type of drug, amount, and pattern of use. The following sections will discuss the various licit and illicit drugs and their relationships to violence. These relationships are summarized in Chart E.1.

LICIT DRUGS AND VIOLENCE

Alcohol

Alcohol is the substance most frequently cited as being related to aggressive and violent behavior, far more often than illicit drugs (Bachman, 1994; Bradford *et al.*, 1992; Bureau of Justice Statistics, 1991; De La Rosa, Lambert & Gropper, 1990; Martin, 1993; Parker & Rebhun, 1995; Pernanen, 1991; Pihl & Peterson, 1993b; Potter-Efron & Potter-Efron, 1990; Timrots, 1995; Tonry & Wilson, 1990; Warshaw & Messite, 1996; Zhang, Wiczorek & White, 1997). It is the substance most likely to involve pharmacological violence (Fagan, 1990; Friedman, 1998). Alcohol and violence are linked through pharmacological effects on behavior and alcohol is the only psychoactive drug that in many individuals tends to increase aggressive behavior temporarily while it is taking effect (Roth, 1994). Some research has shown that low acute doses of alcohol temporarily increase, and high doses temporarily decrease aggressive behavior in many animal species, including humans (Reiss & Roth, 1993). Low alcohol doses were found to increase aggressive behavior in individuals who already had high blood testosterone, presumably as a result of testosterone action in the brain (Reiss & Roth, 1993). The fact that males are more likely to behave violently after consuming alcohol also suggests the possibility of an endocrinological interaction (Reiss & Roth, 1993). Some evidence also suggests that alcohol might be related to violent behavior through effects on electrical activity in the brain (Reiss & Roth, 1993).

Chart E.1: Types of Violence Associated with Use of Substance

	Pharmacological Violence	Systemic Violence	Economic-Compulsive Violence	Violence Uncommon
Alcohol	X			
Benzodiazepines Sedatives-Hypnotics	X			
Marijuana	X?			X
Amphetamines/ Methamphetamines	X	X?		
Cocaine	X	X	X	
Opioids			X	
Phencyclidine (PCP)	X			
Hallucinogens				X

The most common and direct link to aggression is through alcohol intoxication (Lavine, 1997). Research has indicated that the most commonly accepted mechanism for alcohol-induced aggression, that

of disinhibition of fear via anxiolytic action, may only be one mechanism generating this effect (Lavine, 1997). For example, alcohol can affect cognitive function in such a way as to decrease the capacity to plan actions in response to threatening situations. Alcohol may also increase the perception of pain as a cause of greater defensive aggression. There is also a theory that the link between alcohol and aggression is a matter of the expectancy of the intoxicated individual that such behavior is likely to occur.

Alcohol withdrawal may also cause a person to become quite irritable or agitated. Chronic alcoholism can lead to personality changes in which the tendency to blame others becomes more prominent. These changes plus the array of interpersonal difficulties which inevitably come from chronic drinking often lead to aggressive verbal conflict and sometimes to physical conflict (Lavine, 1997).

Although much research has demonstrated the relationship between drinking and violent behavior, the connection is complex (Fagan, 1993a). We still know little about the specific causal role that alcohol plays in violence (Fagan, 1993b; Paglia & Room, 1998; Roizen, 1993). Alcohol operates in environmental, social, situational, and cultural contexts that influence the potential for violent outcomes in drinking situations (Fagan, 1993b). Furthermore, alcohol affects individuals differently, based on their physiology, psychology, history, gender, and other personal and cultural factors (Collins, 1993; Reiss & Roth, 1993).

Researchers have found it difficult to cut through these complexities to specify the effects of alcohol on violence. Nevertheless, the association between alcohol and violence is well documented. Some possible explanations for this connection are:

- ? Being drunk may provide a justification—or "alibi"—for behaviors normally proscribed by society (McCord, 1993);
- ? Alcohol may contribute to the misreading of signals by both the offender and the victim (Pihl & Peterson, 1993b; as cited in Roizen, 1993);
- ? By reducing inhibitions, alcohol may impair attention to internal behavioral cues and the consideration of consequences (Pihl & Peterson, 1993b; as cited in Roizen, 1993);
- ? Alcohol may decrease frontal lobe functioning, affecting ability to handle new or threatening situations and to develop alternative strategies to solve problems (Pihl & Peterson, 1993a, 1993b); and
- ? Alcohol may affect neurochemical systems that mediate aggressive behavior (Miczek *et al.*, 1993).

Other factors such as behavior patterns when people are not drinking, the setting in which people drink, and local drinking customs also influence the strength of the relationship between alcohol and violence (Roth, 1994). Collins (1981) notes that "drinking rarely, if ever, fully suffices as an expla-

nation for the occurrence of violence; drinking may be relevant but only in the presence of other physiological, psychological, social or cultural factors" (p. 108). Similarly, Miczek and colleagues (1993) have noted that "whether or not alcohol in a range of doses... causes a certain individual to act aggressively more frequently or even to engage in 'out of character' violent behavior depends on a host of interacting pharmacological, endocrinological, neurobiologic, genetic, situational, environmental, social, and cultural determinants." For example, the assailant may be a nondrinker who responds to the provocative or aggressive behavior of the drinker. Depending on how the fight goes, the drinker may become the victim of the assault (Warshaw & Messite, 1996). It may be the disinhibiting effect of alcohol combined with real or perceived provocation that is responsible for the aggressive behavior (Kleber, 1995).

If alcohol caused violence only by making individuals behave more aggressively, violence would be equally common in all places where drinking occurs. In fact, however, most drinking places are rarely scenes of violence. A few acquire reputations as "fighting bars," where people expect drinking and violence to go hand in hand (Roth, 1994). There are group drinking situations or settings where violence is expected and socially accepted (Roth, 1994). It is not precisely known just what characteristics of a drinking place make it a hazard for violence, but there is supporting evidence for several possible explanations. People who drink in "fighting bars" may behave violently in order to fit in or to advance socially. People who experience anger or frustration may seek out such settings, because they believe that drinking in these types of establishments means social permission to engage in violent behavior (Roth, 1994).

There is correlational evidence that the link between chronic alcohol use and aggressive behavior remains fairly stable through the developmental years into adulthood (Reiss & Roth, 1993). Studies demonstrate that childhood aggression is a risk factor for both heavy drinking and violent behavior in young

adulthood (McCord, 1983, 1988; Pulkkinen, 1983). Alcohol may serve as a triggering mechanism to instigate aggressive acts for those who already have violent propensity and who find themselves in "aggressible" situations (Feldman, 1977). For example, several studies have found that people who have a dispositional inclination to be aggressive are more likely to exhibit high levels of aggression when they consume alcohol in comparison to those who did not drink (Bailey & Taylor, 1991; George, Derman & Nochajski, 1989; Pihl, Smith & Farrell, 1984; Zhang *et al.*, 1997). In addition, alcohol abusers who abuse other psychoactive substances or who are diagnosed with antisocial personality disorder are at especially high risk of chronic violent behavior (Roth, 1994).

Benzodiazepines and Other Sedative-Hypnotics

Sedative-hypnotics use may be associated with pharmacological violence due to the irritability and anxiety that often result from intoxication and withdrawal (Fagan, 1993b; Pihl & Peterson, 1993b). Sedative-hypnotics such as benzodiazepines are usually thought of as tranquilizers, yet some people who use them become disinhibited.

Sedative-hypnotics are commonly prescribed to ameliorate symptoms of insomnia and anxiety. Benzodiazepines are rarely primary drugs of abuse (Smith & Wesson, 1999). They are commonly taken by people using other substances. Benzodiazepines are commonly abused by patients receiving methadone maintenance for heroin addiction (as cited in Smith & Wesson, 1999). They are also taken to ameliorate the adverse effects of cocaine or methamphetamine, to self-medicate heroin or alcohol withdrawal, to enhance the effects of methadone, or to produce intoxication when other drugs are not available (Smith & Wesson, 1999). Alcohol and prescription drug users may also use benzodiazepines for treatment of chronic anxiety or insomnia (Smith & Wesson, 1999).

Short-acting sedative-hypnotics such as pentobarbital or secobarbital are primary drugs of abuse.

Like benzodiazepines, sedative-hypnotic use can co-occur with other substance use, particularly alcohol. Sedative intoxication is similar to alcohol intoxication, producing a state of disinhibition in which mood is elevated; self-criticism, anxiety, and guilt are reduced; and energy and self-confidence are increased (Smith & Wesson, 1999). During sedative intoxication, the user's mood is often labile and may shift rapidly between euphoria and dysphoria. Sedative intoxication may also produce irritability, anxiety, and anxiousness (Smith & Wesson, 1999). Like alcohol intoxication, intoxication from sedatives may lead to poor judgment. In addition, those suffering from sedative withdrawal may experience symptoms of anxiety, irritability, tremors, nightmares, and insomnia. In severe cases, sedative withdrawal may produce visual and auditory hallucinations.

ILLICIT DRUGS AND VIOLENCE

Abuse of illicit drugs is also connected to crimes of violence, although there are relatively few sources of data on patterns of illicit drug use and violence (Pihl & Peterson, 1993b; Reiss & Roth, 1993). Criminals who use illegal drugs commit robberies and assaults more frequently than do nonuser criminals, and they commit them especially frequently during periods of heavy drug use (Roth, 1994). Many of the studies on the relationship of illicit drugs and violence group all illicit drugs together, thus failing to make a theoretical or empirical distinction between the different types of drugs (Parker & Auerhahn, 1998).

Illegal drugs and violence are linked primarily through drug marketing; disputes among rival distributors; arguments and robberies involving buyers and sellers; property crimes committed to raise drug money; and, more speculatively, social and economic interactions between the illegal markets and the surrounding communities (Roth, 1994).

Chronic use of opioids, amphetamines, marijuana, or PCP eventually can also alter the nervous system in ways that disrupt social communications, an effect that may increase one's involvement in altercations that escalate to violence (Reiss & Roth, 1993). The

following is a description of illicit drugs and their relationship to violence.

Marijuana

Marijuana is the most widely used illicit drug today and has been used for centuries for its mood altering effects (Gold & Tullis, 1999; Martin, 1999). Marijuana produces an altered state of consciousness characterized by mild euphoria, relaxation, perceptual alterations including time distortion, enhancement of ordinary sensory experiences, impairment of short-term memory, and impairment of motor skills and reaction time (Gold & Tullis, 1999; as cited in Martin, 1999).

In general, marijuana use has been found to depress activity (Reiss & Roth, 1993). Use of marijuana in moderate doses has been found to temporarily inhibit violent and aggressive behavior in animals and humans (Reiss & Roth, 1993). In some cases, however, when marijuana is taken in high doses or is extremely potent, it can have psychoactive effects that are difficult to differentiate from those of hallucinogens such as LSD (Gold & Tullis, 1999). Paranoid ideation and persistent paranoia ranging from suspiciousness to frank delusions may also be associated with use (Gold & Tullis, 1999).

Marijuana can cause psychiatric disorders such as panic attacks, paranoia, anxiety, and even psychoses, especially in individuals predisposed to a psychiatric illness (as cited in Gold & Tullis, 1999). Withdrawal from marijuana may also produce concomitant anxiety, irritability, and stress (Gold & Tullis, 1999).

Amphetamines and Methamphetamines

Considerable investigation has been made into a possible pharmacological link between amphetamines and violence. Amphetamines, particularly methamphetamines, are among the most commonly abused illicit stimulants in the United States (Fischman & Haney, 1999). Among the most important behavioral effects of amphetamines are their mood-altering properties, which can occur with both acute and chronic administration. A significant consequence of chronic amphetamine abuse is the deve-

lopment of behavioral pathology. In its extreme, this pathology can include psychosis characterized by paranoia, impaired reality testing, and hallucinations (as cited in Fischman & Haney, 1999). Amphetamine-related psychosis may last as long as several days or weeks.

Amphetamine use has been associated with increased crime and violence (Kosten & Singha, 1999). Chronic amphetamine use seems more closely related to violent behavior than is use of other psychoactive drugs. The potential for sudden, intense acts of violence is one of the most attention-getting facets of amphetamine action (Miczek & Tidey, 1989). Amphetamines can cause irritability and physical aggression. Chronic amphetamine intoxication, particularly by the intravenous route, produces a psychotic, paranoid state, including frightening delusions that may result in aggressive acts (Miczek & Tidey, 1989).

Amphetamine intoxication may also cause hyper-awareness, hypervigilance, and psychomotor agitation. With increased dosage and duration of administration, amphetamines can produce a delirium which is associated with becoming disoriented, confused, fearful, and anxious (Kosten & Singha, 1999). During high dose amphetamine use, individuals can experience stimulant-induced psychosis characterized by delusions, paranoid thinking, and compulsive behavior. Psychosis is induced more commonly by amphetamines than by other stimulants such as cocaine, perhaps because it is difficult to maintain high chronic levels of cocaine in the body, as compared with the much longer-acting amphetamines. Withdrawal from amphetamines can produce symptoms of depression, anxiety, agitation, and intense drug craving (as cited in Kosten & Singha, 1999). The strength of the effect, however, depends on the user's prior psychiatric condition (Reiss & Roth, 1993). After large doses of amphetamines certain individuals may experience violent outbursts, probably because of preexisting psychosis (Roth, 1994).

Most recently, methamphetamine use has been linked to pharmacological violence (Fagan, 1993a;

Pihl & Peterson, 1993b). Methamphetamines are powerfully addictive stimulants that have been known to cause agitation, episodes of sudden and violent behavior, intense paranoia, psychotic behavior, and visual and auditory hallucinations (National Institute on Drug Abuse [NIDA], 1998a). Methamphetamines are thought to be more likely than other stimulants, such as cocaine, to cause aggression due to their longer duration. For example, smoking methamphetamine produces a high that lasts eight to 24 hours compared with 20 to 30 minutes for smoking cocaine (NIDA, 1998b). In addition, methamphetamine use has recently been associated with systemic violence in feuds between trafficking gangs.

Cocaine

Cocaine use has been associated with the perpetration of crime and violence (Kosten & Singha, 1999). Intranasal cocaine and crack use have both been found to be associated with pharmacological violence (Fagan, 1993a; Pihl & Peterson, 1993b). Cocaine is also one of the most commonly abused illicit stimulants in the United States, with properties similar to amphetamines (Fischman & Haney, 1999). As in the case of amphetamines, one of the most important effects of cocaine is its mood-altering properties and the development of behavioral pathology. Pathology induced by cocaine use includes psychosis characterized by paranoia, impaired reality testing, and hallucinations (as cited in Fischman & Haney, 1999). Cocaine-related psychosis, however, tends to have a briefer duration than the effects of methamphetamine.

Use of cocaine can cause irritability and physical aggression, unlike marijuana or heroin, which tend to depress activity. For example, one survey of Toronto cocaine users found that 17 percent reported becoming violent or aggressive following cocaine ingestion and one third of frequent users had aggressive feelings associated with cocaine use (Erickson, Adlaf, Murray & Smart, 1987). As with amphetamines, cocaine intoxication can cause hyper-awareness, hypervigilance, and psychomotor agitation and delirium. With high doses of cocaine,

individuals can experience cocaine-induced psychosis characterized by delusions, paranoid thinking, and compulsive behavior (Kosten & Singha, 1999). Ingestion of large doses of cocaine can produce violent outbursts in certain individuals, especially those with preexisting psychosis (Roth, 1994). Cocaine withdrawal can also produce symptoms of depression, anxiety, agitation, and intense drug craving (as cited in Kosten & Singha, 1999).

As with alcohol, aggressive behavior is not limited to addicts but may be displayed by casual users. Crack cocaine seems to have a higher association with violence than intranasal cocaine (Pihl & Peterson, 1993b). The rapid onset and decline of its effects produce greater levels of irritability and aggressiveness (Kleber, 1995).

While intranasal cocaine use may cause pharmacological violence, crack-related violence is also systemic, relating to battles among crack dealers for turf and market share as well as disputes between crack dealers and users; the flaunting of newly acquired wealth; and the need to maintain discipline among dealers (Goldstein *et al.*, 1989; Hamid, 1990). Some research finds that systemic violence is more common among crack dealers than in heroin drug markets, where economic-compulsive violence to buy drugs is more common (Fagan & Chin, 1990). Crack dealers are often more violent and commit more non-drug crimes than other types of drug dealers. This violence is not necessarily caused by crack, and may reflect participation in criminal activity that predated the crack dealers' involvement with crack (Fagan & Chin, 1990).

The rising incidence of homicide and other violent crimes in the late 1980s and early 1990s has been attributed to use and distribution of crack (Fagan & Chin, 1990; Goldstein *et al.*, 1989; Moore & Kleinman, 1989). The emergence of crack in many urban areas in the mid- to late-1980s was accompanied by substantial increases in homicide rates, attributable to the interplay of social and economic forces as well as to the volatile crack distribution markets that were typical at that time (Belenko, 1993; Fagan & Chin, 1990).

Opioids

Except for the effects of withdrawal, evidence to support a link between opioid use and violence is virtually nonexistent. For example, opioids are not known to produce pharmacological violence. Opioid use tends to depress activity. Opioids often produce analgesia, altered mood (often euphoria), decreased anxiety, and respiratory depression. When opioids are injected intravenously or inhaled, users may experience a brief, intense, usually pleasurable sensation called a "rush" or "thrill". This is followed by a longer-lasting period of altered state—the high (Jaffe & Jaffe, 1999).

Use of opioids (including heroin) in moderate doses temporarily inhibits violent and aggressive behavior in animals and humans (Reiss & Roth, 1993). Opioid withdrawal, however, may cause irritability. During withdrawal, individuals experience hyperalgesia, craving, irritability, dysphoria, anxiety, restlessness, muscle aches and bone pain, cramps, and diarrhea (Jaffe & Jaffe, 1999; Kleber, 1999). Withdrawal can be so severe and painful that the opioid user may be violent in an attempt to get more drugs to reduce the withdrawal effects (Goldstein, 1985; Lavine, 1997). Opioids temporarily inhibit violent behavior but withdrawal from opioid addiction tends to exaggerate both aggressive and defensive responses to provocation (Roth, 1994).

Opioids such as heroin are far less likely than alcohol or crack to be implicated in violent crime among arrestees. Heroin is also not usually associated with violence except during the withdrawal stage, which begins about eight to 12 hours after the last dose and may be characterized by agitation and aggression (Kleber, 1995). In some cases, addicted individuals may commit crimes to pay for illegal opioids (Lavine, 1997; Senay, 1999).

Phencyclidine (PCP)

Phencyclidine (PCP) is widely believed to be associated with violence, although this is based almost exclusively on case study research. According to clinical reports, violent behavior occurs occasionally in persons who are either under the influence of acute

doses of PCP or experiencing psychosis brought on by long-term use of the drug (Reiss & Roth, 1993). The frequency of such behavior is unknown. No experimental studies of PCP and human violence have been conducted and spontaneous PCP use usually accompanies use of alcohol or other drugs with confounding neurobiologic effects (Reiss & Roth, 1993). Therefore, the pharmacological effects of PCP are not yet well understood. There is suggestive evidence, however, that PCP use may be associated with pharmacological violence (Fagan, 1993a; Pihl & Peterson, 1993b). PCP is one of the longest-acting drugs of abuse and intoxication may take up to six weeks to clear (as cited in Schnoll & Weaver, 1999). PCP use causes a rise in blood pressure, heart rate, and respiratory rate (Schnoll & Weaver, 1999). It also produces brief dissociative reactions similar to schizophrenic psychoses such as thought distortion and depersonalization (Schnoll & Weaver, 1999). The PCP experience is regarded as pleasant only half the time and negative or adverse the other half, with the dose an important but not exclusive determinant (Schnoll & Weaver, 1999). PCP has limited use as an anesthetic because it was found to cause a high rate of psychotic and violent reactions (as cited in McDowell, 1999). Higher doses of PCP may cause hostility, paranoia, violence and assaultiveness, impulsiveness, agitation, unpredictability, and preoccupation with death (Schnoll & Weaver, 1999). Certain individuals may also experience violent outbursts, possibly because of preexisting psychosis (Roth, 1994).

Hallucinogens

Studies suggest that in itself, use of hallucinogens particularly LSD, does not trigger violent behavior but sometimes aggravates the effects of preexisting psychopathology, including violent outbursts (Reiss & Roth, 1993). Hallucinogens are a group of drugs that produce thought, mood, and perceptual disorders. Depending on the dosage, expectation, and environment, they also can induce euphoria and a state similar to a transcendental experience. Hallucinogens alter consciousness without delirium, sedation, excessive stimulation, or impairment of

intellect or memory. They can dilate the pupils, increase the heart rate, and produce slight hypertension and hyperthermia (Ungerleider & Pechnick, 1999).

The emotional responses to hallucinogens can vary markedly. Initial apprehension or mild anxiety is common, but the most common response is euphoria. Less frequently, tension and anxiety culminating in panic have occurred. LSD can also cause labile mood, causing a person to shift easily from happiness to depression and back. Paranoid grandiosity and persecutory ideation are common. Chronic personality changes with a shift in attitudes and evidence of magical thinking can also occur with the use of hallucinogens. An atypical schizophrenic-like state may persist, but whether the use of hallucinogens causes or only unmasks a predisposition to this condition is unclear. During both the acute and chronic reaction, self-destructive behavior can occur (*e.g.*, thinking one can fly and jumping out a window). Traumatic and stressful external events can precipitate an adverse reaction (*i.e.*, being arrested in the middle of a pleasant experience may precipitate an anxiety reaction) (Ungerleider & Pechnick, 1999).

CONCLUSION

In the case of alcohol, evidence from laboratory and empirical studies supports the possibility of a causal role in violent behavior. As noted in the sections above, the use of alcohol and drugs is consistently mentioned as occurring prior or during the commission of many violent events. The psychopharmacodynamics of stimulants, such as amphetamines and cocaine, suggest that these substances could play a contributing role in violent behavior. Most studies suggest that the relationship is complex and affected by a host of individual and environmental factors. In addition to psychopharmacological effects, substance use may lead to violence through social processes such as drug distribution systems (systemic violence) and violence used to obtain drugs or money to purchase them (economic compulsive violence). The next section reviews the

prevalence of substance use in the American workplace.

Substance Use and the American Workplace

PREVALENCE OF SUBSTANCE USE IN THE WORKPLACE

Considerable information exists on the prevalence of substance use in society, but data on the prevalence of use in the workplace is not as well developed. Recent research has begun to dispel the image of the isolated and unemployed substance user (Lehman, Farabee, Holcom, & Simpson, 1995).

Prevalence Estimates

Although data indicate that since the late 1970s, substance use among members of the general population and the workforce has been decreasing, a sizable proportion of the population is still affected (Gfroerer, 1997; Normand *et al.*, 1994). Substance use has been found to be relatively high among workers in certain industries such as construction and relatively low among professionals (Cook, 1989; Normand *et al.*, 1994). Heavy alcohol use has been relatively stable over the past several years. Rates of heavy drinking are notably high among young adult men, especially those in the military and in such industries as construction, transportation, and wholesale goods (Normand *et al.*, 1994).

One of the best sources of the estimates of overall prevalence is the National Household Survey on Drug Abuse (NHSDA). The NHSDA collects information by administering questionnaires to a representative sample of the population age 12 and older at their places of residence. It uses sampling techniques specifically geared to measure prevalence for a representative sample of the overall working population. The remainder of this section will focus on recent findings of the NHSDA.

In 1997, the most recent year for which data are available, 7.7 percent of full-time workers, 9.3 percent of part-time workers, and 16.5 percent of the

unemployed reported current illicit drug use. One seventh (13.7 percent) of full-time workers, 16.3 percent of part-time workers, and 26.6 percent of the unemployed reported illicit drug use in the past year. Among current illicit drug users in the workforce in 1997, 13.0 percent were unemployed, 16.6 percent were employed part-time, and 70.4 percent were employed full-time (Substance Abuse and Mental Health Services Administration [SAMHSA], 1999).

Lifetime, past-year, and past-month alcohol use are most prevalent among persons employed full-time. For example, 61.9 percent of full-time employees reported alcohol use in the 30 days prior to the interview compared with 56.6 percent of part-time employees, 58.8 percent of unemployed persons, and 51.4 percent of the total population. Among current heavy alcohol users (five or more drinks per occasion on five or more days) in the workforce in 1997, 10.2 percent were unemployed, 12.4 percent were employed part-time, and 77.4 percent were employed full-time (SAMHSA, 1999).

Although the overall rate of current illicit drug use is 7.7 percent among full-time workers, four occupational categories reported current illicit drug use at or above ten percent (SAMHSA, 1999). These include food preparation workers, waiters, waitresses, and bartenders (18.7 percent); construction workers (14.1 percent); other service workers (12.5 percent); and transportation and material moving workers (10.0 percent). Workers in administrative support and protective services reported two of the lowest rates of reported current illicit drug use (3.2 and 3.0 percent, respectively).

While 7.6 percent of all full-time workers reported heavy alcohol use, rates were significantly higher among food preparation workers, waiters, and bar-

tenders (15.0 percent), handlers, helpers, and laborers (13.5 percent), and construction workers (12.4 percent), precision production and repair (11.6 percent), other service workers (11.4 percent), and transportation and material moving workers (10.8 percent). Workers in sales and in professional specialty reported the lowest rates of heavy alcohol use (4.1 and 4.4 percent, respectively).

EFFECTS OF SUBSTANCE USE ON THE WORKPLACE

Studies show that employee substance use may affect job performance and productivity, absenteeism, accidents and injuries, job turnover, and the work atmosphere (Ames, Grube, & Moore, 1997; Bennett & Lehman, 1998; Gill, 1994; Lehman, Farabee, & Bennett, 1998; Normand *et al.*, 1994).

Job Performance and Productivity

Deficits in workplace performance and productivity may be related to on-the-job drinking or alcohol consumption immediately prior to coming to work, to repeated hangovers, or to the secondary effects of off-the-job crises and troubles associated with drinking even if the worker is alcohol-free during work time (Blum, Roman, & Martin, 1993). Unfortunately, existing studies do not provide definitive conclusions about the effects on job performance of alcohol-related problems or alcohol consumption on or off the job (Blum *et al.*, 1993).

Some studies have found that workers with drinking problems retrospectively report lower levels of job performance. Similarly, problem drinkers have been found to receive significantly lower ratings of overall job performance from supervisors (as cited in Blum *et al.*, 1993). When specific components of job performance are examined, however, problem drinkers do not consistently receive lower ratings (Blum *et al.*, 1993). For example, problem drinkers receive lower supervisory ratings on attendance and dependability compared to other workers but receive higher ratings on cooperation and need for supervision. Ratings on initiative, knowledge of job, and

quality and quantity of work are similar to non-problem drinkers (as cited in Blum *et al.*, 1993).

Illicit drug use, on the other hand, has been found to be associated with increased risk of discipline. For example, studies of Postal Service employees found that employees who had positive preemployment drug tests were more likely to be disciplined than employees with negative drug tests, even though the test results were not known to their supervisors (Normand *et al.*, 1990; Ryan *et al.*, 1992; Zwerling *et al.*, 1990).

Absenteeism

Absenteeism is the most commonly examined behavioral dimension of the effects of substance use on the workplace. Most research has shown that worker substance use is associated with higher rates of employee absenteeism (Barabander, 1993; Bennett & Lehman, 1998; Lehman *et al.*, 1995; Normand *et al.*, 1994).

A study of Postal Service employees found that employees who tested positive for drugs had significantly higher absenteeism rates than those who tested negative in their pre-employment drug screens. In this study, employees testing positive had an absence rate 59.3 percent higher than the negative test group. Furthermore, employees who tested positive were 1.97 times more likely than employees who tested negative to use leave heavily (Normand *et al.*, 1990). The authors found that employees who tested positive for marijuana were 1.5 times more likely to be heavy leave users than employees who tested negative for drug use. Employees who tested positive for cocaine were more than four times more likely to be heavy leave users. A second Postal Service study also found that the absence rates of marijuana and cocaine users were significantly higher than the rate of nonusers (Ryan, Zwerling & Jones, 1992; Zwerling *et al.*, 1990).

Accidents and Injuries

Most research on the relationship between substance use and workplace accidents/injuries has focused on alcohol (particularly problem drinking and alcohol

dependence) (Macdonald, 1995). While a clear relationship has been established between alcohol and traffic and other accidental injuries, the evidence implicating alcohol in workplace accidents and injuries is less clear and is often inconsistent (Ames *et al.*, 1997; Dawson, 1994; Hingson, Lederman & Walsh, 1985; Hoffmann & Larison, 1999; Webb *et al.*, 1994). For example, most studies do not measure or examine on-the-job or work-related (*i.e.*, drinking just before work) alcohol use nor do they study worksite samples (Ames *et al.*, 1997; Webb *et al.*, 1994). Most studies of alcohol-related problems in the workplace have focused on sample populations of alcohol-dependent employees, employees in substance abuse treatment, household samples or hospital samples (Ames *et al.*, 1997; Webb *et al.*, 1994). Dawson (1994) noted that "the little research that has focused on alcohol as a risk factor for occupational injury has suffered from samples that are limited by geography, industry, and the selectivity associated with emergency room admissions and entry into treatment for alcohol problems" (p. 656)."

In some studies, substance use has been linked to increased risk of workplace accidents/injuries (Bennett & Lehman, 1998; Dawson, 1994; Macdonald, 1995; Normand *et al.*, 1994). For example, Dawson (1994) found that episodes of heavy drinking (five or more drinks in one day) in the 12 months preceding his or her most recent drink) were associated with an increase in the risk of occupational injury. Those who engaged in heavy drinking once a month had higher odds of experiencing on-the-job injury than did persons with no episodes of heavy drinking (Dawson, 1994).

Other researchers have found that only particular alcohol use patterns are related to accidents/injuries. For example, several studies have found that problem drinking (*i.e.*, causing financial/marital problems) was significantly related to accidental injuries at work, but high levels of alcohol consumption were not (as cited in Gill, 1994; Webb *et al.*, 1994). Webb and colleagues (1994) note that while high levels of alcohol consumption (and binge drinking)

are dangerous to health and may predispose a person to later problem drinking or alcoholism, in themselves these behaviors do not appear to be related to work injuries. In contrast, another study failed to find a significant association between frequency of drinking on the job and accidents in the workplace, but did find that respondents who consumed an average of five or more drinks per day had more accidents at work than did nondrinkers (as cited in Dawson, 1994). Hingson and colleagues (1985) found an increased risk of injury but only among those who drink often and heavily (five or more drinks daily).

Finally, other studies have failed to find a relationship or have shown relatively low rates of alcohol or other substance involvement in workplace accidents and injuries (Blum, *et al.*, 1993; Macdonald, 1995; Normand *et al.*, 1990). Of the few studies where blood alcohol information is collected, the estimates suggest that between three and four percent of occupation-related injuries show evidence of alcohol involvement (as cited in Stallones & Kraus, 1993). Webb and colleagues (1994) also note that the contribution of alcohol to fatal work injuries is relatively small, with high blood alcohol concentrations typically ranging between four and eleven percent. There is some evidence that workers with drinking problems take precaution against on-the-job injuries by being absent following periods of heavy drinking when they are presumably most vulnerable to accidents (as cited in Blum *et al.*, 1993).

As with alcohol, the research on the relationship between illicit drug use and accidents and injuries is mixed. Some studies have found that drug-abusing employees have significantly more accidents and injuries at work than other employees (Hingson *et al.*, 1985; Ryan *et al.*, 1992; Zwerling *et al.*, 1990) while others have found little or no relationship between drug use and workplace accidents. For example, Macdonald (1995) reports that the "importance of illicit drugs in overall work injuries appears to be small, especially in relation to other variables" (p. 710). Macdonald reports that illicit

drug use may be a cause of workplace injuries in cases where employees are impaired by drugs on the job. If employees use substances during leisure hours, illicit substance use is less likely to be a cause of injuries unless hangover or withdrawal effects are present (Macdonald, 1995). In addition, the author found that substance use was related to workplace injuries only among males and the youngest age group of workers (Macdonald, 1995). Macdonald concluded that many job injuries stem directly from the workplace itself, such as dangerous work conditions and noise/dirt on the job. Normand and colleagues (1990) also found no relationship between pre-employment drug test results and number of workplace injuries or accidents.

More recently, Hoffmann & Larison (1999) conducted an analysis of national-level data using the 1994 NHSDA survey. The authors failed to find a relationship between marijuana use, cocaine use, frequent episodes of drunkenness, or symptoms of drug dependence and increased risk of work-related accidents. They concluded that there is little available evidence to indicate that illicit drug users are at increased risk of work-related accidents (Hoffmann & Larison, 1999).

Finally, although employee substance use may not impact the employee, it may affect coworkers. For example, Lehman and colleagues (1998) report that employee drug use may increase the frequency of injuries incurred by non-users as a result of careless on-the-job behavior by substance users (Bennett & Lehman, 1999).

Job Turnover

Several studies suggest that illicit drug use and heavy alcohol use are associated with higher job turnover, including a higher risk of being fired or resigning from a job (Hoffmann & Larison, 1999; Kandel & Yamaguchi, 1987; Lehman *et al.*, 1995; Zwerling, 1990). For example, although Normand *et al.* (1990) found no relationship between positive preemployment drug tests and voluntary job turnover, the authors found a significant relationship between positive drug tests and involuntary turnover

(*i.e.*, being fired). Postal Service applicants with positive preemployment drug tests were over 1.55 times more likely to be fired than applicants testing negative (Normand *et al.*, 1990). Another study of Postal Service employees also found a higher rate of turnover among employees who had positive preemployment drug tests, particularly marijuana (Ryan *et al.*, 1992; Zwerling *et al.*, 1990).

Similarly, a national study of full- and part-time workers found that current illicit drug users, especially weekly marijuana users, weekly cocaine users, and those who report symptoms of drug dependence, are at substantially higher risk of being fired than those who have never used illicit substances (Hoffmann & Larison, 1999). Interestingly, Hoffmann & Larison (1999) did not find former users of marijuana or cocaine to be at higher risk of being fired. They did, however, find that current or former drug users were more likely to quit than nonusers (Hoffmann & Larison, 1999). In addition, they found that as the number of days a person is drunk in the past year increases, the likelihood of a past-year resignation increases.

Substance Use and Workplace Violence

While a link between substance abuse and workplace violence is a logical extension of the well-documented relationship between substance abuse and violence in general, few researchers have examined the role of substance use in workplace violence (Bennett & Lehman, 1996, U.S. Department of Labor [DOL], 1997). It appears that many researchers and experts simply assume or believe that a connection exists (DOL, 1997).

In addition, since a great deal of workplace violence is committed by persons unknown to the victim, and who may not be apprehended, it is difficult to establish the prevalence of substance use by the perpetrator (as cited in Bennett & Lehman, 1996; Davis, 1987; Pastor, 1995; Warshaw & Messite, 1996). In those cases where the perpetrator of violence is apprehended, the time lapse between the crime and any laboratory tests for substances tends to compromise the results (DOL, 1997).

However, one of the few studies on the link between substance abuse and workplace violence is suggestive. McFarlin and colleagues (1999) examined the prevalence of workplace violence among substance abusers entering treatment compared to a community sample of nonsubstance abusers. They found that nearly five times as many substance abusers as non-substance abusers reported engaging in workplace violence during the year prior to the assessment (19 vs. 4 percent). Furthermore, twice as many substance-abusing patients reported that they had engaged in workplace violence in their lifetimes as participants recruited from the community (McFarlin *et al.*, 1999). In this study, certain factors emerged as significant predictors of workplace violence among substance abusers. Patients who were men and younger were more likely to engage in workplace violence; this finding is consistent with other studies that have found these

characteristics to be related to violence. In addition, the more workers abused substances, the more likely they were to commit workplace violence (McFarlin *et al.*, 1999). Another study by the same authors found frequency of substance use may be significantly related to the occurrence of workplace aggression in a general community sample (as cited in McFarlin *et al.*, 1999).

Profiles of both perpetrators and victims of workplace violence have been developed, but these profiles are so broad as to include almost everyone (Paul & Townsend, 1998). History of substance use is often only one of a long list of characteristics in the profile of a perpetrator of workplace violence (Paul & Townsend, 1998). Studies on workplace violence by employees often omit altogether the potential role of substance abuse. When substance use is listed as a potential risk factor, it is often only in passing. For example, Pastor (1995) suggests that "the person should be evaluated for alcohol, amphetamine, cocaine, steroid, PCP or anticholinergic use or withdrawal" (Pastor, 1995). In another study, the authors state that stress, drugs, and layoffs are factors that prompt workplace violence, yet they never discuss substance use in their article (Johnson & Indvik, 1994).

Given the complexity of workplace violence, it is not always clear what combination of factors leads to violence in the workplace. Each workplace has its own culture and environment that can influence substance abuse and violence (DOL, 1997). For example, Kleber (1995) speculates that workplace circumstances may exacerbate the likelihood of alcohol/drug-related violence in a person, or workplace discipline and supportive coworkers might constrain any tendencies to aggressive behavior. McFarlin *et al.* (1999) agree, suggesting that substance abuse coupled with perceived injustice,

drastic changes in organizational structure (*e.g.*, downsizing, takeover, merger), or feelings of loss of control on the job, may create a greater likelihood for violence in the work environment. Job layoffs are reported to precipitate both substance use and psychiatric disorders, each of these being an independent risk factor for violence (Resnick & Kausch, 1995). Bennett and Lehman (1996) speculate that when alcohol is added either to employee frustrations or criminal activity, the potential for aggression is increased. In addition, if either individual or organizational stresses are added to alienating factors, personal alcohol use, or risk-prone personal factors, the probability of drinking climates and violence may also increase. Use of alcohol and illicit substances by employees can reduce inhibitions, alter reality, and empower individuals to commit acts in which they otherwise may not engage (Elliott & Jarrett; 1994; McFarlin *et al.*, 1999).

Bennett and Lehman (1996) randomly sampled municipal workers in three southwestern cities. Their study did not assess actual violent perpetration or victimization but instead identified factors that put employees at risk for either witnessing violence or behaving in an antagonistic manner at work (Bennett & Lehman, 1996). The authors found that a nourishing work environment may provide the strong norms necessary for individuals with either alcohol problems or an aggressive predisposition to curb their behavior (Bennett & Lehman, 1996). Individuals who work in a healthy organization and who experience both positive situational norms and positive job feelings were less likely to encounter drinking climates and violence than employees who have positive job feelings but lack a positive sense of culture or their work situation (Bennett & Lehman, 1996). Work cultures that do not emphasize healthful living, but instead support addictive or codependent norms, may produce careless use of alcohol (as cited in Bennett & Lehman, 1996). A lack of positive cohesion can also set the stage for the development of aggression by increasing social anxiety and anger, which may lead to alcohol use as a way of reducing awareness of these negative states and through interaction effects, with the lack of

norms combined with alcohol eliciting aggression in isolated or hostile employees (Bennett & Lehman, 1996). If tendencies toward alienation outweigh tendencies toward integration and cohesion, the chances for alcohol use and violence increase (Bennett & Lehman, 1996). Bennett and Lehman (1996) also found that drinking climates accounted for a larger percentage of the violent incidents than did demographic, personal, work setting, and stress factors. Employees who experienced strong drinking norms among their coworkers as well as those who reported low cohesiveness in their work groups were more likely to exhibit antagonistic behaviors at work and to observe violence at work (Bennett & Lehman, 1996).

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Appendix F: Methodology

The Commission used a range of research approaches to accomplish its mission. These included the most comprehensive survey on workplace violence ever conducted; site visits and 27 focus groups with more than 350 craft employees, supervisors, and managers in ten postal performance clusters; interviews with more than 300 USPS, union, and management association officials at the national level and in the field; a detailed analysis of postal policies and implementation; an intensive analysis of postal homicides; and analyses of national data. The Commission gathered information on violence prevention in other workplaces, and sought advice from leaders in government, business, and labor.

The Commission held six meetings from January 1999 to April 2000, and heard presentations and testimony from USPS executives and managers, officials of the USPS Office of Inspector General, and workplace violence experts and consultants. All four major national postal unions and three management associations testified before the Commission.

Commission staff made presentations to and received feedback from:

- * the postal labor-management summit facilitated by the Federal Mediation and Conciliation Service, including the four major unions, the three management associations, and postal management;
- * area coordinators for the USPS REDRESS mediation program for equal employment opportunity complaints;
- * the USPS Employee Assistance Advisory Committee; and
- * the USPS Workplace Environment Advisory Committee.

INTERVIEWS

Commission staff and contractors conducted more than 300 interviews at the national level and in the field. At the national level, interviewees included:

- * headquarters staff in human resources, labor relations, operations, law, and other departments;
- * officials of the Postal Inspection Service;
- * officials of the Office of Inspector General;
- * national officials of unions and management associations;
- * academics and experts in workplace violence and related areas; and
- * congressional staff.

In the field, interviewees included:

- * arbitrators who handle postal cases,
- * officials of unions and management associations,
- * area vice presidents,
- * area directors of human resources,
- * district managers,
- * district human resource managers,
- * postmasters and mid-level managers,
- * hiring officials,
- * postal inspectors,
- * safety managers,
- * injury compensation managers,
- * occupational health nurses,
- * medical officers,
- * employee workplace intervention analysts,
- * communications specialists,
- * labor relations staff, and
- * joint labor/management employee assistance program committee members.

EMPLOYEE SURVEY

On behalf of the Commission, the firm of Schulman, Ronca, and Bucuvalas, Inc., conducted a written survey of Postal Service employees from July 1999 to December 1999. Twenty thousand postal employees were selected randomly within six groups:

- * postmasters;
- * other managers;
- * city letter carriers;
- * rural letter carriers;
- * mail handlers; and
- * clerks, motor vehicle operators, maintenance workers, and others represented by the American Postal Workers Union.

The overall response rate was 65.1 percent, yielding a sample of 11,932 employees. Response rates for the six subgroups ranged from 47.5 to 82.5 percent, as shown in Chart F.1. Analyses weighted survey responses to reflect the representation of each of the

Chart F.1: Final Sample Disposition

Group	Frame	Undeliverable	Completed	Response Rate
City Carriers	3,334	362	1,412	47.5%
APWU Employees	3,334	366	1,800	60.7%
Rural Carriers	3,334	269	2,156	70.3%
Mail Handlers	3,334	475	1,608	56.2%
Postmasters	3,334	41	2,718	82.5%
Other Management	3,334	141	2,238	70.1%
USPS Total	20,004	1,654	11,932	65.1%
National Sample	4,842	82	3,009	63.3%

six groups in the postal workforce.

A similar survey was sent to a random sample of employed Americans nationwide. A national sample of households was constructed by random digit dialing and screened by telephone. This telephone screening identified a national sample of persons currently employed for pay outside the household. The response rate for the sample of the national

workforce was 63.3 percent, yielding a sample of 3,009. Analyses weighted survey responses to reflect the gender distribution of the national workforce.

Maximum expected sampling errors at the 95 percent confidence level for both samples are shown

Chart F.2: Maximum Expected Sampling Error (95% Confidence Level)

Sample Percent	Postal Service Sample +/-	National Sample +/-	Pooled Error Between Sample
50%	0.900	1.790	2.00
40%	0.881	1.754	1.96
30%	0.825	1.640	1.77
20%	0.720	1.432	1.60
10%	0.540	1.074	1.20
2%	0.248	0.497	0.56

in Chart F.2.

The sample of Postal Service employees was told the sponsorship of the survey and assured of its independence. The sample of the national workforce was not told the sponsor of the survey, in order to avoid potential bias. Survey respondents in both samples were assured of the confidentiality of all responses. The only personal identifier was the link to the master sampling file, which was deleted from the final database. Postal respondents were offered time on the clock to complete the survey. Respondents in the national workforce were offered a \$10 incentive to complete the survey.

Questionnaire Content

The questionnaire included questions about:

- * victimization, including physical assault, verbal abuse, and sexual harassment;
- * perceived danger in the workplace;
- * attitudes toward work;
- * discrimination;
- * workplace policies;
- * observation of drug and alcohol use;

- * psychological factors; and
- * employee demographics.

The full survey and responses are included in Appendix C.

To develop questions in these areas, we reviewed relevant literature and previous survey instruments covering similar topics. For example, the survey questions measuring verbal and physical aggressiveness, hostility, and anger are based on the Buss Aggression questionnaire, which has been widely used and tested for reliability and validity.¹

We modified questions used elsewhere—for example, by shortening sets of questions to limit the questionnaire's overall length. We also developed original questions where necessary, based in part on focus groups and pretests of the survey with postal employees. In analyzing the survey, we combined questions into composite scales based on factor analysis, a standard technique that groups together items with high correlations.

To avoid confusion over different people's definitions of violence, the Commission's survey asked precise, concrete questions. For example, to measure physical assault, the survey asked whether anyone has:

- * thrown something at you that could hurt you;
- * pushed, grabbed, slapped, hit, kicked you, etc.;
- * hit you with an object;
- * beat you up;
- * threatened you with a gun, knife, or other weapon;
- * used a gun, knife, or other weapon on you;
- * raped you or attempted to rape you;
- * none of these.

The Commission invited advice on the survey content from USPS management, the four major unions and three management associations, the Office of Inspector General, workplace violence experts, and others. The Commission conducted eight focus groups with postal employees in four cities (Baltimore, Dallas, Detroit, and Los Angeles) to develop questions for the survey and pretested a

draft questionnaire with employees in Philadelphia and New Jersey. The final questionnaire incorporated changes based on comments and pretest results. The national questionnaire was a modified version of the postal questionnaire, with questions changed to refer to "your employer" rather than "USPS."

Two unions—the American Postal Workers Union and the National Association of Letter Carriers—informed the Commission that they opposed the survey of postal employees.

POLICY AND PROCEDURE REVIEW

In cooperation with Commission staff, the firm of Hewitt Associates conducted a comprehensive review of postal policies and practices potentially related to workplace violence. The team gathered, reviewed, and summarized USPS materials in the following areas:

- * employee and labor relations, communication and culture;
- * staffing and selection;
- * workplace environment and violence prevention;
- * safety, health and security;
- * managing and supervising; and
- * organization structure and support.

The team conducted more than 75 interviews with USPS headquarters staff to clarify and expand upon the information culled from the USPS materials and to gather information about implementation and perceptions of USPS programs and practices. The team also observed several REDRESS mediation sessions. Staff at USPS headquarters, the Postal Inspection Service, and the Office of Inspector General reviewed the policy summaries to verify their accuracy.

SITE VISITS

Commission staff and Hewitt Associates conducted site visits in six performance clusters. The criteria

used to select the site locations were rural vs. urban location; scores from the most recent employee opinion survey (high, medium, and low); USPS area (no more than one location per area); and a prior history of fatal violence. These criteria are shown in Chart F.3.

The site visits were conducted from July 1999 to August 1999. In total, 80 interviews and 19 focus groups were completed during the site visits. The site visit teams also toured facilities at each site. Twelve facility tours included post offices, airmail facilities, distribution plants, general mail facilities, bulk mail facilities, and mail annexes.

Employees were randomly selected to participate in the focus groups. The Commission canceled some planned focus groups for NALC and APWU members because of opposition by local union officials. Focus groups were conducted with the following groups:

- * mail handlers,
- * clerks and other APWU members,
- * rural carriers,
- * city carriers,
- * non-career employees, and
- * first-level supervisors.

To gather information about the implementation and effectiveness of specific policies and practices, the team conducted interviews with the following:

- * district managers;
- * postmasters and mid-level managers;
- * district human resource managers;
- * postal inspectors;
- * safety managers, injury compensation managers, occupational health nurses, and doctors;
- * employee workplace intervention analysts;
- * officials of unions and management associations;
- * communications staff; and
- * hiring officials.

Chart F.3: Criteria for Selecting Site Visit Locations

Performance Cluster	Location Type	Survey Score	Area	Prior Fatal Violence
Northern Illinois	Rural	Low	Great Lakes	No
Kentuckiana	Rural	High	Mid-Atlantic	No
Atlanta	Urban	High	Southeast	Yes
San Jose	Rural/Urban	Medium	Pacific	No
Las Vegas	Urban/Rural	Medium	West	Yes
Boston	Urban	Low	Northeast	Yes

In addition to the six full-scale site visits, the study team visited the Chicago Post Office and District Office, touring the facility and interviewing managers and union officials.

Commission members, staff, and contractors toured 24 postal facilities in all, including post offices, airmail facilities, distribution plants, general mail facilities, bulk mail facilities, and mail annexes. Twelve of the tours were conducted during the site visits.

REVIEW OF POSTAL HOMICIDES

The Commission reviewed all known workplace homicides involving postal employees from 1986 (the year in which a postal employee killed 14 employees and himself in Edmond, Oklahoma) to 1999. Commission staff prepared written narrative descriptions and calculated descriptive statistics, based on Postal Inspection Service investigative memoranda, interviews with inspectors, newspaper accounts, and other materials.

This review included all homicides that meet the Bureau of Labor Statistics definition of a work-related homicide: homicides that occur while the victim is "at work; on the work premises; while in work status; or due to an association with the decedent's employment, including interpersonal interactions, even if the incident occurs outside of the workplace."² We also reviewed one case in which there were no postal victims, but the

perpetrator was a postal employee who was on duty and on site at the time of the homicide.

ANALYSIS OF USPS AND NATIONAL DATABASES

The Bureau of Labor Statistics (BLS) collects data on all workplace fatalities, including homicides, using death certificates, workers' compensation records, and reports to federal and state agencies. The data are known as the Census of Fatal Occupational Injuries (CFOI). To compare homicide rates at USPS with homicides nationally, Commission staff combined data from CFOI with BLS data on the number of workers by industry. Staff made corrections to the CFOI data on postal homicides based on information from the Postal Inspection Service. Specifically, we reclassified two cases in which the victims were incorrectly listed as postal employees and added a missing case.

Commission staff also analyzed the Postal Inspection Service database of reported threats, assaults, and robberies to identify patterns of violence in USPS.

BENCHMARKING STUDY

Commission staff reviewed data on the people practices of *Fortune's* 1999 list of "The 100 Best Companies to Work for in America," provided by Hewitt Associates, and requested information from the 50 largest private U.S. employers and three large government employers about workplace violence and prevention initiatives. USPS's International Business Unit sent a similar request to 27 foreign postal services on the Commission's behalf. The questionnaire asked about experiences with workplace violence and prevention efforts. Twenty private employers, two federal agencies, and eleven foreign postal services responded to the questionnaire.

The Commission asked eleven of the 50 largest private employers for the opportunity to visit them to learn more about their experiences. The

Commission also invited eight of these employers to survey their employees using the Commission's survey instrument. These organizations were selected based on three criteria: similar industry, large number of employees, or reputation for operational excellence. None of the employers agreed to survey their employees. Seven organizations agreed to participate in visits or telephone interviews. Commission staff interviewed management and union officials at these organizations and reviewed written materials.

The Commission wrote to all state governors, all members of Congress, past and current members of the USPS Board of Governors, past Postmasters General, and organizations representing women and minority groups in the Postal Service, asking for their insights into the problem of workplace violence and potential solutions. In addition, the Commission examined employment practices and screening policies in the gaming industry, which has a reputation for tight security.

LITERATURE REVIEW

The Commission staff reviewed literature on workplace violence and prevention, including published statistics from national data sources, previous studies of violence and related issues in the Postal Service, and descriptions of prevention programs in other workplaces. Commission staff also reviewed the literature on predictability of violent behavior.

ENDNOTES

¹ Arnold H. Buss and Mark Perry, "The Aggression Questionnaire," *Journal of Personality and Social Psychology*, Vol. 63, No. 3, 1992, pp. 452–459.

² Eric F. Sygnatur and Guy A. Toscano, "Work-Related Homicides: The Facts," *Compensation and Working Conditions*, Vol. 5, No. 1, 2000.