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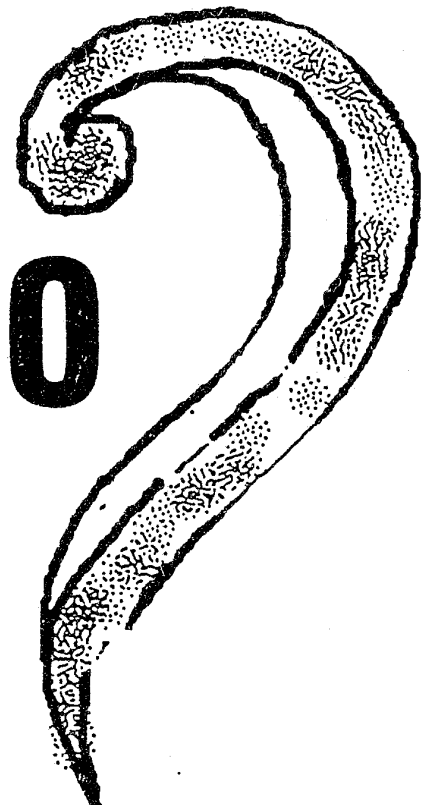
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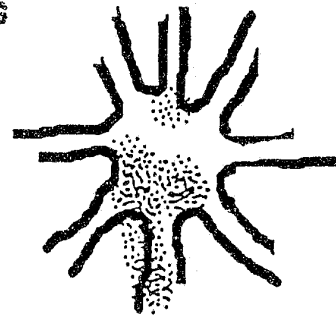
# How Will California Handle Spousal Abuse Incidents By the Year 2000



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## NATIONAL INSTITUTE OF JUSTICE ABSTRACT

HOW WILL CALIFORNIA HANDLE SPOUSAL ABUSE INCIDENTS  
BY THE YEAR 2000?

by

Neil R. M. Stratton

Reports on activities around the United States, especially in California, dealing with spousal abuse. Includes a historical perspective of the problem and recent efforts in the 70's and 80's to combat it.

Offers a strategic plan for the future which includes arrest and prosecution of offenders in cases where that is possible. Further the plan calls for greater efforts in education, public awareness, and counseling. Use of volunteer crisis interventionists to provide immediate support for victims is recommended. Intake of offenders into counseling programs at the earliest possible moment is urged.

A Transition Management Plan to implement the strategy by 1991 in California is a part of this document. The plan calls for a three-pronged attack on spousal abuse beginning in that year. Trends and events affecting this issue are forecast and analyzed as they affect both the Strategic and Transition Management Plans outlined.

The report concludes with recommendations for a multi-faceted approach to eliminating spousal abuse beginning earlier in the cycle of domestic violence, continuing on to arrest and prosecution when situations escalate to that point.

It contains a bibliography on the issue and persons interviewed who are actively involved in dealing with the issue of spousal abuse.

100+ pp. Figures. Sponsoring Agency: California Commission On Peace Officer Standards And Training (POST). Availability: Executive Summary upon request from POST, 1601 Alhambra Boulevard, Sacramento, CA 95816-7083.

**How Will California  
Handle Spousal Abuse Incidents  
By the Year 2000?**

**An Independent Study**

**By**

**Neil R. M. Stratton**

**Captain, Walnut Creek Police Department**

**Command College Class Number VI**

**2 May 1988**



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## EXECUTIVE SUMMARY

### HOW WILL CALIFORNIA HANDLE SPOUSAL ABUSE INCIDENTS BY THE YEAR 2000?

This study is an investigation of spousal abuse. It briefly covers the past history and current state of this issue. Future trends and events are forecast to the year 2000 using the nominal group technique and cross impact analysis. Three futures scenarios are included.

A strategic plan in SMEAC format is given. This plan formulates positive action to protect potential future victims. The ultimate goal of this study is to eliminate spousal abuse. A transition management plan to implement the strategy and a conclusion complete the report.

Findings of the project show that the majority of cases reported to police do not allow for arrest and prosecution as an outcome, Even though more and more agencies are increasing use of arrest and prosecution in spousal abuse incidents. Demands on prosecutors and courts are becoming heavier. Prevention, education, early treatment, and victim support are not strong elements in the current strategy.

The recommendations are to:

1. Enlarge the use of voluntary crisis interventionists to provide victim support at the scene. Further, interventionists would serve as field intake workers, both bolstering victims to proceed with appropriate corrective action and signing offenders to treatment contracts, enforced as separate legal requirements;
2. Add a curriculum element at all levels of the educational system covering spousal abuse as a crime, that should not be tolerated;
3. Include training for seventh and eighth grade students on proper dating behavior in relationships with members of the opposite sex;
4. Continue or increase arrest and prosecution to reinforce earlier efforts to stave off criminal violent acts;
5. Include eight hours of annual training for peace officers in domestic violence in current advanced officer training programs;
6. Continue the police basic academy curriculum in domestic violence;

7. Introduce a "Domestic Tranquility Month" declared by the governor from Thanksgiving through Christmas each year; and
8. Produce an annual media campaign by the Crime Prevention Unit of the Attorney General's Office on abuse prevention.

This eight point program is to be implemented between now and January 1, 1991 when the current sections, beginning with 13700 of the California Penal Code, expire. The plan should run for the next nine years to the year 2000 and should be re-evaluated beginning in 1998 for updating by January 1, 2000.



# HOW WILL CALIFORNIA HANDLE SPOUSAL ABUSE INCIDENTS

BY THE YEAR 2000?

## CHAPTER #1--STATEMENT OF THE PROBLEM

### Introduction

This project traces the history of domestic violence and spousal abuse from early times to the present. The study required both literature scan and field research. Most information on this subject has been published since 1977, and the body of knowledge is swelling at a rapid rate. The history and current theory about the response to domestic violence were studied. Police training on the subject, including the latest POST curriculum, was also reviewed.

To research this project, the author journeyed to five of the largest cities in California. These were San Francisco, Oakland, San Jose, Los Angeles, and San Diego. He also went to Escondido, California, at the invitation of Chief Vince Jimno, where information was developed on a unique program dealing with domestic violence. The writer then traveled to New York City, the biggest city in the nation, to provide a coast-to-coast perspective. While in New York he attended a national seminar on policy development for law enforcement in family violence cases.

In order to gain information on a national level this reporter flew to Washington D.C. There he visited the National Institute of Justice, the House Select Committee on

Family, Youth, and Children Staff, the FBI-UCR unit, the National Coalition Against Domestic Violence, The National Woman Abuse Prevention Project, The Crime Control Institute, (President Lawrence Sherman did the Minneapolis study while with the Police Foundation), and The Police Foundation itself.

In Sacramento this researcher conducted research at the California Commission on Peace Officer Standards and Training (POST) library where there is a good bibliography on the subject; and he spent time at the Office of Criminal Justice Planning which has funded some 75 grants in recent years in the spousal abuse area totaling millions of dollars.

On February 5, 1988, this forecaster facilitated a group of local experts, who selected seven trends from a list of 102 candidate trends on this subject. Thirty-nine events were narrowed to seven. Next he completed a cross impact analysis and then developed three future scenarios. One scenario was selected as the basis for a strategic plan.

On March 11, 1988, a policy planning group convened to prepare policies from the results of a current capability analysis and a future adaptability analysis. A modified Delphi was used for selecting the best alternatives. Stakeholders and Snail-darters were identified and the Assumption

Surfacing Technique was used to chart positions. A planning system was designed and a negotiating plan was made.

Then the author wrote a transition management plan, identified the critical mass, and drew a Commitment Chart. This plan includes some recommendations for action to be taken quickly to create the change desired by the year 2000.

The possibility of an earlier intervention as seen in some demonstration cities around the country was investigated as a part of this project. The use of crisis interventionists on an on-call basis, 24 hours a day, 7 days a week, may be a less expensive, and more effective, way to deal with spousal abuse than waiting until the situation has deteriorated to criminal physical injury.

It can be expected that the trend in the 90's will still include arrest and prosecution for those cases where a felony has been committed. Arrest will also be used in misdemeanor cases where the situation justifies it. In a great majority of cases that come to the attention of the police, however, those remedies are not possible (Cohn and Sherman, 1987). The indicators of future violence are in place and can be documented, but the conditions found in these relationships are not far enough advanced for arrest to be used. These are the cases where crisis intervention will be useful in preventing further development to a criminal conclusion.

Further there is a need to develop a comprehensive educational program to inculcate non-violent behavior into male-female relationships at a very early age. When dating and courting behavior take place there is a need to instruct the participants in the proper way to carry out such actions. Legislation and funding are needed to do this.

First let's take a look at the historical perspectives that have created our current environment where spousal abuse is presently rampant.

### History

Spousal abuse has been going on for centuries in many cultures. It was not until 1865 that slavery was no longer allowed in the United States. Women today are still treated as slaves sometimes, and some women are treated as slaves all the time. It was some time later before women had the vote in this country, and they had to fight for that right (Grimes, 1967). For a long time it was a man's world, and there are still many men who do not know there has been a change.

The "Rule of Thumb" in English Common Law permitted a man to beat his wife or child as long as the rod used was not thicker than his thumb (U.S. Civil Rights Commission, 1982). Mayhem and homicide were not allowed, but if there was "provocation" the penalties for both were slight or

nonexistent. There is a strong belief that a man has a right to avenge himself if his wife is unfaithful, and he does her harm in, "the heat of passion" (California Penal Code, section 192, 1987). Even today in some societies, including some sections of our own society, this old belief is still held.

In many other countries today the subject of spousal abuse is not a prime concern of the government or the people themselves. In this country we have reached a level of sophistication where we have increased our concern and have been changing our perspective on spousal abuse since the early 70's. The attention of government to this area of violence is in the form of legislation and grants. Women's groups have been advocates of additional services provided to victims of spousal abuse. This is a trend unheard of 20 years ago.

Spousal abuse is normally a case of a male using force on a female to maintain power in a relationship. Sometimes the tables are turned and the female is in the power position, but that is not frequent. This power and control may occur in homosexual relationships, but the bulk are heterosexual ones. This project is limited to the male-female spousal relationship, because that is the most common and affects the largest number of people.

Spousal abuse is also central to violence in the family which extends to the young and the old. There exists a birth-to-death continuum with the cycle of violence in spousal abuse right in the center, between child abuse and elder abuse. This project will concentrate on the fundamental spousal relationship and the way in which a male dominates the female through force or fear. The researcher believes it is in the basic male-female violent relationship that we will find the roots of violence in the other relationships.

The cycle of violence consists of three stages: First is the build-up stage, where pressures and stresses, (often external to the relationship), build in the male. A trigger incident, such as a late meal, a dirty dish, or an unironed shirt can result in the violent incident, the second stage. This is immediately followed by the third, contrite stage in which the male is apologetic and promises never to be violent again. He becomes the perfect mate. Gifts, flowers, dinner dates, and romance are part of this stage; but shortly the pressures begin to build and the cycle repeats itself.

Eventually, the time intervals between violent incidents become shorter and shorter. The violence becomes more pronounced. Finally, the contrite stage disappears altogether. Often the cycle may end in death. Sometimes the abuser is the one who dies, but that is unusual (see Figure #1).

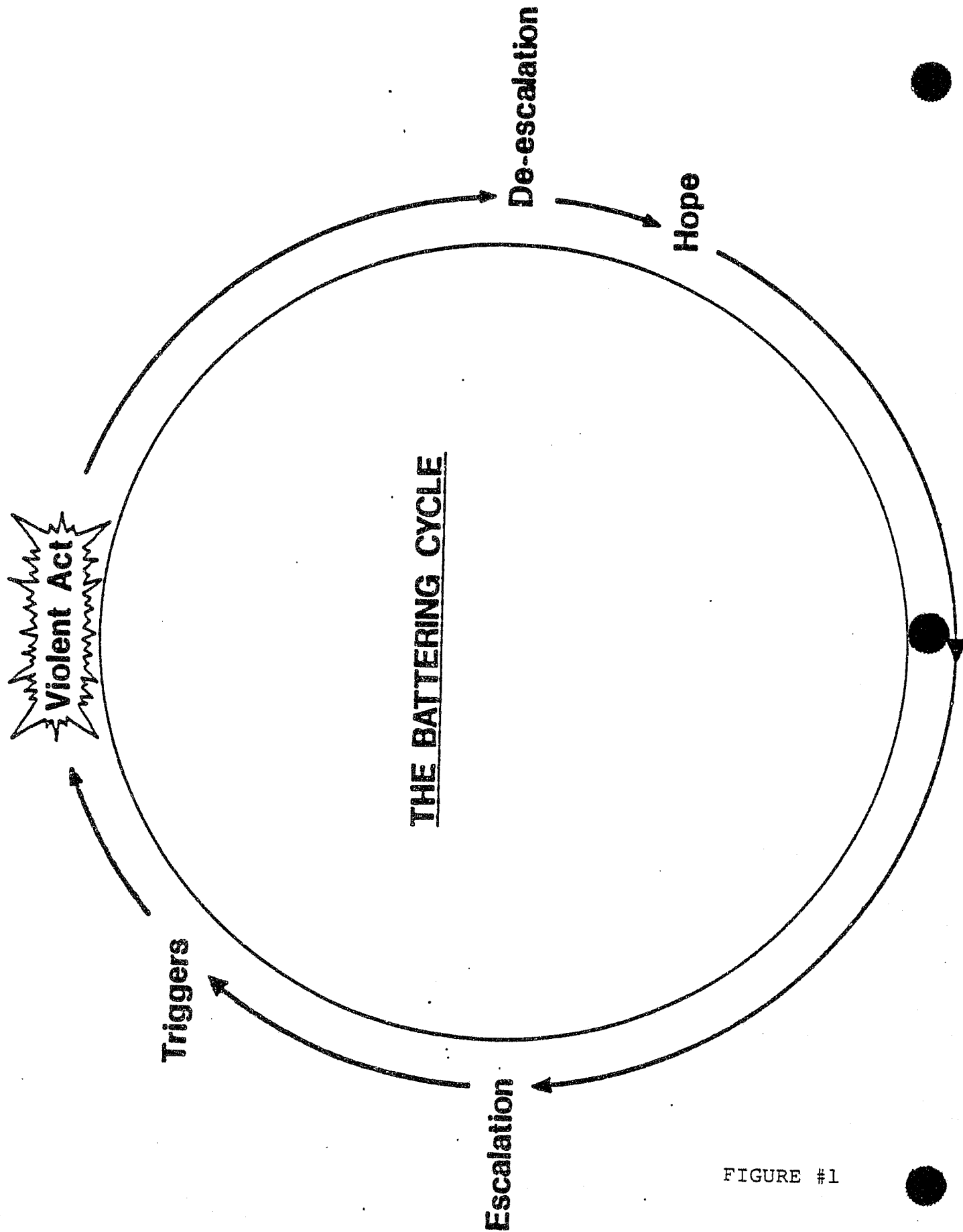


FIGURE #1

Statistics show that almost 50% of all couples will have a violent episode at some time in their lives. Every 18 seconds a woman is assaulted in this country, and many times the offender is her husband or boyfriend. A good number of female homicide victims in any given year are the result of domestic violence (Victim Services Agency, 1988). Thus, the greater danger for a woman is not from strangers but from those the woman trusts or loves. More often than not she will know her assailant.

In our society we have had traditionally defined roles for males and females. Males play football, while females in short skirts and tight sweaters cheer them on from the sidelines. Modes of dress are different for each sex. Men and women don't share the same restrooms at the same time except during large public events where necessity triumphs over the cultural norm.

There is a market for third world wives to be imported into this country to marry men who want a "traditional" wife. These men expect obedience approaching slave labor. As the new wives see the possibilities in this country there is a change in expectations and violence follows as the male attempts to maintain a superior position in the relationship. In many cases violence was present before the revelation so the victim has little to lose from seeking to change the relationship (Davis, 1987).



Since the end of World War II women's rights have been rapidly evolving. This has been too slow for some and too fast for others, but the trend has continued nonetheless. In the 50's and 60's the response to domestic violence and spousal abuse was one of mediation and appeal to the sanctity of the family. The family fight was not considered to be a crime unless the noise was disturbing to the neighbors and then it was a matter of lowering the sound level rather than dealing with the problem. Spousal abuse was a family affair (see Figure #2).

Forms of Abuse

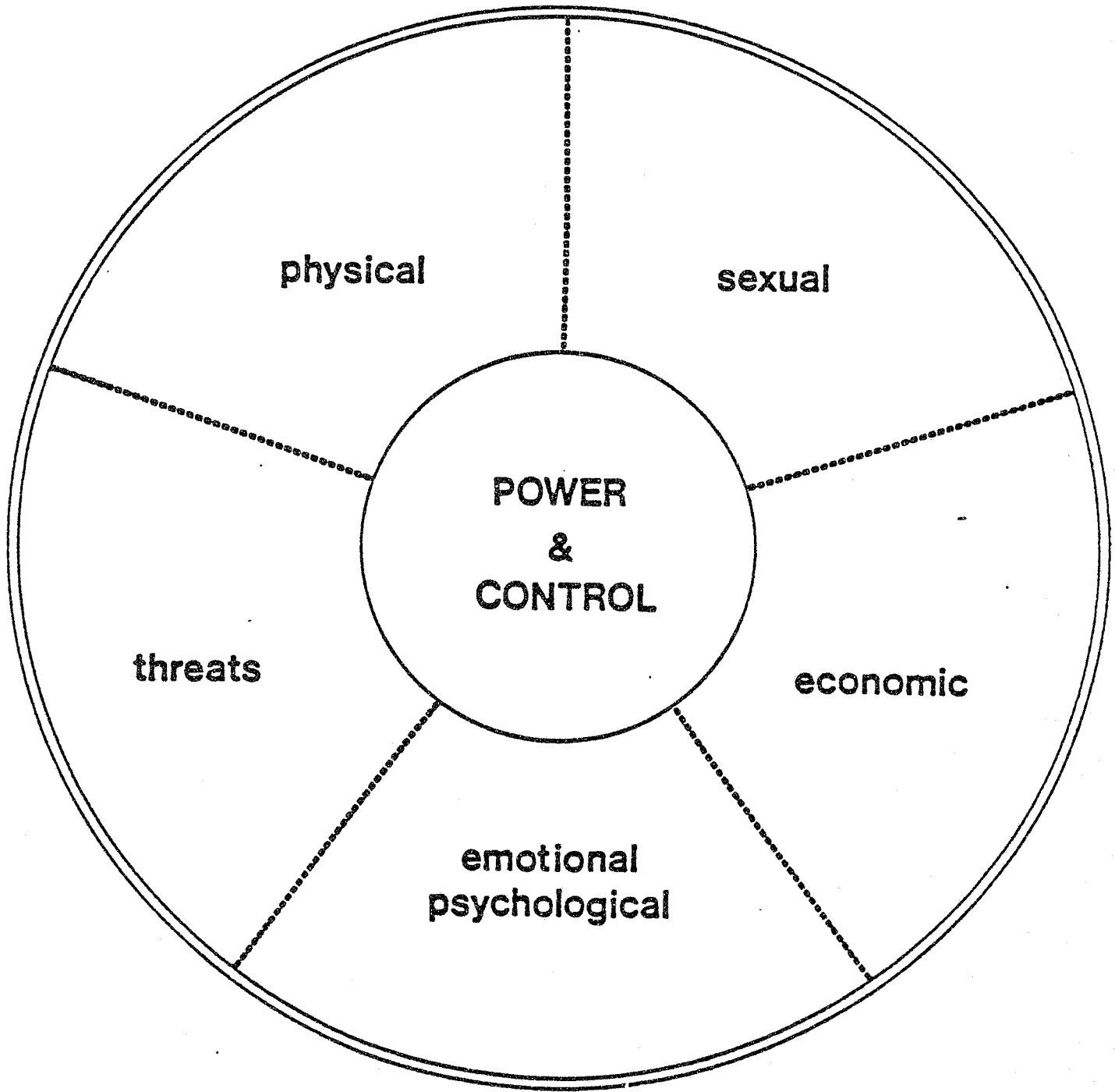


FIGURE #2

## Background

In 1974 the first grants from the Law Enforcement Assistance Administration (LEAA) were awarded to the early shelters for domestic violence victims. Until that time there had been no funding and victims had to pretty much fend for themselves. Even today, the 1200 programs that the National Coalition against Domestic Violence has in an automated file in Washington D.C. are not near enough to cope with the number of victims needing help (Niemann, 1988).

The literature on the subject mushroomed beginning in 1977. The cycle of violence was first identified by Lenore Walker in her 1979 book, The Battered Woman. Since 1977 the National Institute of Justice (NIJ) has amassed over 1000 items in its reference service dealing with the subject (NIJ Reports, 1987). A bibliography of documents and other reference material is included with this report, but the NIJ listing is far more extensive.

The 1984 television movie, "The Burning Bed," starring Farah Fawcett, showed that spousal abuse was a serious problem. The viewing audience was very large and the film has received wide acclaim. The story depicted was not fiction! It was true! As a result of this television special a large segment of the population was suddenly aware of the intensity of suffering a victim could be forced to endure.

Also in 1984, the Attorney General of the United States received a report from a task force he had formed. After hearings were held across the country its recommendations were issued in the fall. The report recommends, among many other things, that spousal abuse be treated as a crime and that the police use arrest as the preferred disposition of these cases. The document goes on to state, however, "In taking these actions, it is essential that the criminal justice system be creative and flexible in its dispositions." The report discusses the many alternatives that lie between doing nothing and imposing a prison sentence and urges that these alternatives be expanded and applied more widely.

In 1986 the National Institute of Justice published a manual for use by criminal justice agencies to deal with spousal abuse cases. This manual covers police, prosecutors, judges, and probation officers. The model laid out is an arrest and prosecution format. The expressed desire is to get batterers into treatment programs to stop the violence and to teach them better ways to deal with stress. The need for control is explained to them and reduced. Since domestic violence is learned behavior; it can also be unlearned and other behavior learned to serve the needs of the batterer (Goolkasian, 1986).

In 1985 SB1472 was passed in California and became effective on January 1, 1986. This bill requires that each law

enforcement agency have a policy and that arrest be utilized in domestic violence cases where a crime had been committed. California law enforcement agencies were given until 1989 to train in-service officers to comply with the statute. New officers began receiving training in 1986. Earlier laws had been passed to require police agencies to keep restraining orders on file and made willful disobedience of such orders a criminal offense. Some states have established probable cause as sufficient for arrest in misdemeanor domestic violence cases. This is not the case in California.

The Bureau of Criminal Statistics has been collecting data in domestic violence cases for over two years as required by law. The first full year report on the statewide incidence of domestic violence is not yet ready for release. For the first six months of 1986, data was so shaky that only the last 6 months of data was published (Louie, 1987). It is known, however, that the use of arrest has greatly increased. Law enforcement training has been effective, although there are still advocates who state it is not yet universal, and there is still a need for more emphasis to be placed on the arrest response to this crime. The large surge of arrest statistics over the last two years is proof, however, that a change in the way the criminal justice system deals with spousal abuse has occurred.

Most domestic violence training of officers follows a format prescribed by POST that was formulated by a special task force created to do just that. These guidelines have been published and are available from POST. Agencies whose past training is not certifiable under the new curriculum are required to retrain the officers (Quinn, 1987).

Assembly Bill 1599 became effective on July 1, 1988, and allows officers to issue stay-away orders upon telephone concurrence by an on-call judge, commissioner, or referee. These will be good for about 48 hours--until the next court day. This gives the protected party immediate access to assistance until a regular temporary restraining order can be obtained. Officers must also make due diligence attempts to serve the stay away order on the perpetrator.

At the national level, the Congress has a Select Committee on the Family, Youth, and Children chaired by Congressman George Miller of Contra Costa County in California. While the committee has a very broad base it is very interested in legislation in the spousal abuse area. Some funds are available as a result of legislation introduced by this committee, but it is small and requires re-authorization every two years. Much more money will be needed than currently can be expected from this source (Rosewater, 1988).

In California, the Office of Criminal Justice Planning (OCJP), has been funding 75 different projects in the state to help with the spousal abuse problem. These grants are for shelters, counseling, job skill training, child care, hot lines, and similar elements. Again the available funds are not enough to serve all victims in the state and these funds are expected to decrease rapidly in future years (Miller, 1987).

The state legislature has created a Joint Select Task Force on the Changing Family. This task force is co-chaired by Assemblyman Tom Bates and Senator Diane Watson. It has a year to do its work. Among the tasks assigned is the, introduction of legislation on spousal abuse in 1988. So far a bill to remove sexual connotations from section 273.5 of the Penal Code has been the only bill introduced that affects spousal abuse (Shelton, 1988). Presently a violation of this section requires the victim and offender to be of opposite sexes. The new law, if passed, would allow homosexuals who are violent towards their partners to be charged with this offense.

Because this social issue is moving so quickly, and written material is being published so rapidly, a selective method of research was necessary. Interviews were used heavily. What follows gives a feeling for the current activity in spousal

abuse treatment across the country, and especially in California.

National Institute of Justice

Grants to institutions to study the spousal abuse problem have been given by this federal agency. New Orleans had a grant in 1974-76 to experiment with police officer training in crisis intervention which did not include arrest as part of the training. There were problems with the training, since there was not a high level of compliance with the new policy. Most officers continued to do the same old things that they had done in the past (Garner, 1988).

In 1982 the Police Foundation was funded to do a study in, Minneapolis, Minnesota, of arrest as a disposition in spousal abuse cases. The sample size was small, 314 cases. Of these at least a third were lost when the victims could not be located for follow-up interviews 6 months later. The remaining sample, however, suggested that arrest might be an effective deterrent to spousal abuse (Sherman, 1988).

Replications of this 1982 study, (results were not released until 1984), are presently under way in six cities across the country--Charlotte, North Carolina; Atlanta, Georgia; Colorado Springs, Colorado; Dade County (Miami), Florida; Milwaukee, Wisconsin; and Omaha, Nebraska. Results are not expected until later, possibly as late as 1990. Various



researchers have joined with these jurisdictions in sampling about 1000 cases divided equally among arrest, mediation, and separation (Garner, 1988).

These research studies are being funded because the use of arrest in spousal abuse cases, and its impact on future violence, is not fully understood. The Minneapolis study gives a possible direction. Many areas are proceeding with arrest and prosecution on the basis of this single small study. Until the results are in for the replications we will not know for sure the full consequences of arrest and prosecution. It is premature to assume that an arrest and prosecution strategy is the only one which can be successful in spousal abuse cases (Garner, 1988).

#### Federal Bureau of Investigation-Uniform Crime Reporting

The FBI-UCR program began collecting victim age, sex, and race data in 1963. In 1976 it added offender age, sex, and race. In 1980 ethnic origin was included. Relationship data and situation data also began to be collected that year. This year, after field testing in Alabama, Delaware, and South Carolina, 24 different crime classifications will track the relationship between offender and victim. This system was unveiled in March 1988 in Alabama for the first time. Until now, only homicides were linked by relationship. With the new program all persons crimes will allow for such connections. It will take 10 to 15 years before the data

collected will be reliable enough to use for good decision making (Wilson, 1988). This new method will be a boon in tracking spousal abuse cases nationwide.

#### New York City

The Victim Services Agency in New York City is actively involved at both the local and the national level. It has just completed a series of six seminars, from coast to coast, on the development of law enforcement policy for dealing with family violence. In 1988-89 it plans to do another series on training in domestic violence for police trainers. These seminars are co-sponsored by the International Association of Chiefs of Police; U.S. Department of Justice: Office for Victims of Crime; and the National Organization for Victim Assistance (Victim Services Agency, 1988).

At the local level, the Agency provides service centers throughout New York City where counseling and other services are available for victims of spousal abuse. It maintains a shelter program, called Project Oasis, and the Domestic Violence Prevention Project.

The prevention project is stationed in five precincts in various sections of the city. It pairs a police officer with a social worker. The team follows up on all domestic incidents reported in these precincts. Over 10,000 households have been served to date with this program.

Referral and counseling are provided to victims and batterers. At the same time arrest and prosecution is also being carried out where appropriate. While little field intervention is possible because of workload the team maintains office hours during the day and provides both mail and telephone assistance to the clientele. A lack of vehicles tends to keep the teams in the station house. Before expanding this program citywide the Agency plans to continue to refine its techniques in the current areas. More field intervention is a future direction for this program (O'Neill 1988).

#### Escondido, California

Volunteer crisis interventionists are available in this community of just under 100,000 population in northern San Diego County, California. They are scheduled 24 hours a day, 7 days a week, and respond to an incident within 30 minutes. Often they are riding with a patrol officer at the time of the call. This immediate intervention provides assistance to the victim and to the batterer if he is still on the premises. Arrest and prosecution may be used in conjunction with the intervention as necessary. Follow-up counseling is available from the Escondido Eye, a social service agency formed in 1969 as a youth encounter (Jimno, 1987).

Interventionists provide immediate assistance for the victim including shelter if needed. They can also begin counseling

for the batterer and make referrals to the professional staff during regular business hours. They function as intake workers and begin the process at the time of the incident, before the police have even cleared the detail (Schooley, 1987).

#### San Diego, California

The police department in San Diego began a similar program in the South Bay area of that city, but funding shortages caused the program to cease on December 31, 1987. The lieutenant in charge of the program has now recommended that the program go city wide with two paid police non-sworn coordinators to manage the volunteers. A similar program is operating in Pima County, Arizona (Lord, 1987).

#### Newport News, Virginia

Sgt. Marvin Evans, Newport News Police Department, coordinated criminal justice and social service agencies in his jurisdiction to create P.R.I.D.E., (Police Response to Incidents of Domestic Emergencies). It is considered a very effective program. It uses arrest and prosecution with an option of counseling or jail for the offender. Most choose counseling. Since Virginia has probable cause arrest in misdemeanor domestic violence cases, it is easier to make arrests than in states where that option does not exist (Evans, 1988).

Homicides attributable to domestic violence have been reduced in Newport News since this program began. There may not be a cause and effect relationship here, but so far it looks promising. Counseling for victims and children are included in the P.R.I.D.E. program (Agents of Change, 1987).

#### San Francisco Domestic Violence Prevention Project

This project began in 1980 and today has three units working in San Francisco. One is in the District Attorney's office and is funded by the city. Another works in the emergency room at San Francisco General Hospital. The third works as an advocacy, public information and administration arm. Originally treatment of offenders was included in the program, but those activities have been re-directed elsewhere (Martin, 1988).

Protocols for vertical prosecution, whereby one attorney takes a case from beginning to end, and arrest protocols were prepared as a part of this project. It has been involved in training not only in San Francisco but elsewhere in the state as well (Martin, 1988).

Advocacy for legislation at the state level is an ongoing task for this group. In 1980 the San Francisco Police Chief changed department policy to correspond to the demands of this group. The conclusion of a lawsuit in Oakland, just across the bay, requiring equal protection of the law for

spousal abuse victims may have also had an effect on this policy change (Martin, 1988).

#### Oakland, California

The Oakland Police Department used crisis intervention in the late 60's and early 70's in domestic violence cases. It used a specially trained unit of police officers to be called in when a beat officer came upon a spousal abuse case.

Counseling was then immediately begun. This program died with the advent of Proposition 13 in 1976. In 1979 a class action lawsuit was filed requiring the department to give equal protection of the laws to domestic violence victims. In the early 80's there was a consent decree which required a policy of arrest and prosecution be adopted. This policy is one of the earliest in California, using enforcement as the main form of disposition (Shaw, 1987).

#### Los Angeles, California

A lawsuit in Los Angeles also required a policy be adopted. This policy was implemented in February of 1986, but the department began training even earlier than the state law requirement as a result of the Eula Mae lawsuit. With such a large force it takes a long time to make a shift and train all of the personnel. This has been ongoing for the past two or three years on a regular basis at the Los Angeles Police Academy and the various divisions of the police department.

Arrest and prosecution are the mainstay of the Los Angeles policy (Canfield, 1987).

#### San Jose, California

This city did not have a lawsuit but did have an active advocacy group that supported a policy of arrest and prosecution. The state law was anticipated and the San Jose Police were ready with a policy, training, and an assaults unit ready to follow up on spousal abuse cases. A unique twist used in San Jose is to have custody transfers of children take place at the complaint desk in the police station. When orders are given by the court the parties must meet in front of on duty officers. As such the exchange is peaceful and officers do not have to respond to problems of this type in the field (Brocato & Carlisle, 1988).

#### National Coalition Against Domestic Violence

This grass-roots organization provides national coordination for coalitions at the state level and any other agencies that want to belong to the group. Shelter Aid, a joint program with Johnson and Johnson Company to raise funds for shelters, is a recent addition to the services provided. It maintains a 24-hour hot line and a computer file with 1200 local social service agencies by geographic location. Political advocacy is also one of its activities (Niemann, 1988). This national organization is mirrored in California by coalitions in North, Central, and Southern California.

National Women Abuse Prevention Awareness Project

A grant funded this project and was to run out in March 1988 unless an extension to September was granted. The Executive Director left at the end of February and a new Executive Director took over in March. A national newsletter, publicity, and training programs were goals of the project; but due to a short life span all of the elements have not been developed enough to be truly successful. The programs have shown, however, that there is a great need for them. The newsletter is presented well and contains pertinent information (Diehm, 1988).



## CHAPTER #2--FORECASTING AND ALTERNATIVE FUTURES

### The Nominal Group Process

On February 5, 1988, a local group of experts, selected to forecast trends and events, was convened. The group consisted of 11 members, one of whom had to leave after the trends identification portion of the meeting. The remaining ten members participated all day in identifying trends and events, narrowing them down to a manageable number, and doing both trend and event analysis on a total of seven each.

The initial group of 11 consisted of six men and five women, including black and Hispanic ethnic groups. There were two elected officials, one of them a municipal court judge. Four members were law enforcement managers from small, medium, and large police agencies. All of the law enforcement members were, either graduates of, or students in, the POST Command College. Five members represented non-profit social service agencies in Alameda and Contra Costa Counties dealing directly with spousal abuse.

Because of the universal nature of the offense, and the way in which it cuts across all socio-economic lines, this topic lends itself well to the nominal group forecasting process. It can work as well at the local level for the spousal abuse issue as a national cross section group can for other issues.

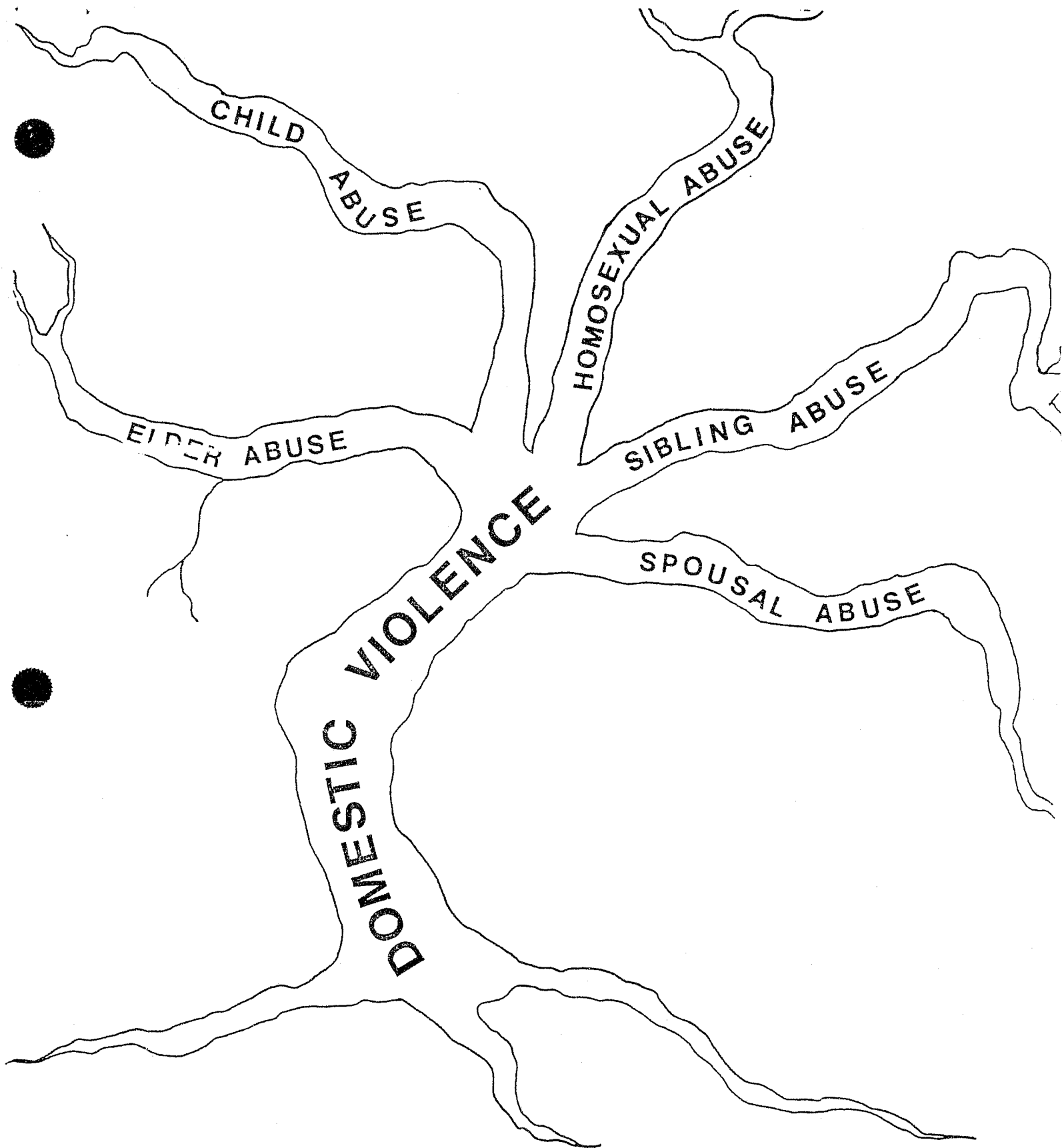


FIGURE #3

## Violence in Our Society

- Violent Acts in Literature
- Violent Acts in Movies
- Violent Acts in the News
- Violent Acts on TV
- Violent Acts by Strangers

First the relevance tree shown in Figure #3 was distributed to all members. Then over 100 candidate trends and 39 candidate events were identified during the process. These were combined and culled until 20 major trends and the 39 candidate events could be voted on by the group. By combining votes and priorities the final trends and events were chosen. This resulted in seven of each being selected for further analysis. The seven trends and events selected are shown below.

#### Final Trends

1. The criminal justice system is less and less able to cope with continued increases in domestic violence cases.
2. Demographics are changing. The family is deteriorating. Population diversity, language types, cultures, values, ethnics, religion, and sexual preferences are all more varied.
3. Funding in mental health services and per capita funding for each case is decreasing.
4. Professionalizing of staff and combining of social services provided to domestic violence participants is increasing.
5. Legal actions for malpractice against government workers in domestic violence cases is increasing.

6. Public sensitivity to the domestic violence problem is increasing.
7. Participation by government, schools, and community in dealing with domestic violence is increasing.

#### Final Events

1. Diversion for first-time offenders is mandated.
2. Police adopt policy of mandatory arrest whenever legally possible.
3. Jail sentence for second domestic violence offense is mandated.
4. State passes probable cause law for misdemeanor domestic violence offenses.
5. Domestic violence cases gridlock the criminal justice system.
6. State mandates domestic violence prevention training at all levels of the education process.
7. State provides funding for mandatory domestic violence prosecution units in all counties.

#### Trends And Events Analysis

The graphs showing the range and mid-point of trends as rated by the nominal group were studied. The events selected were analyzed. It became apparent that three major forces are at

work here. First, there is the criminal justice system and trends or events applicable to that area. Then, there are the trends and events dealing with the social service aspects of crisis intervention and spousal abuse. Finally, there is a small grouping of trends and events that deal with education, prevention and public awareness. All three of these areas could be subject to policy development.

Each trend was studied with the following observations made:

T R E N D # 1

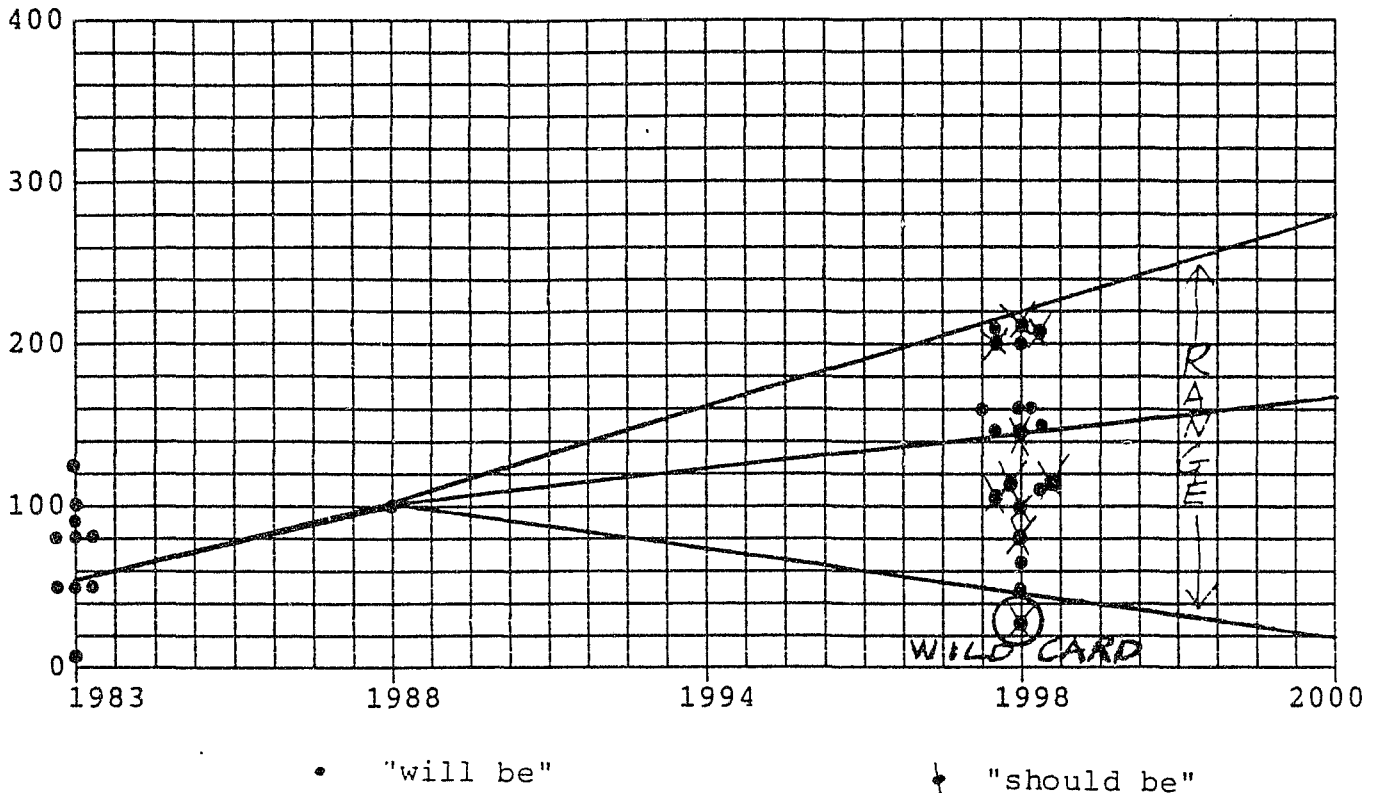


Figure #4

1. The criminal justice system is less and less able to cope with increases in domestic violence cases.

The case loads in the courts and overcrowding in jails and prisons are the major reasons for a decreasing capability. There are other problems as well dealing with both prosecuting attorneys and public defenders. There are not enough of them and vertical prosecution is not always possible. The public defender's office is often understaffed, overworked, and has a conflict of interest in cases where more than one defendant is charged. The police sometimes have difficulty in supplying officers to all calls and even priority calls are not answered as quickly as desired. Probation officers are also in short supply and have heavy case loads.







TREND # 4

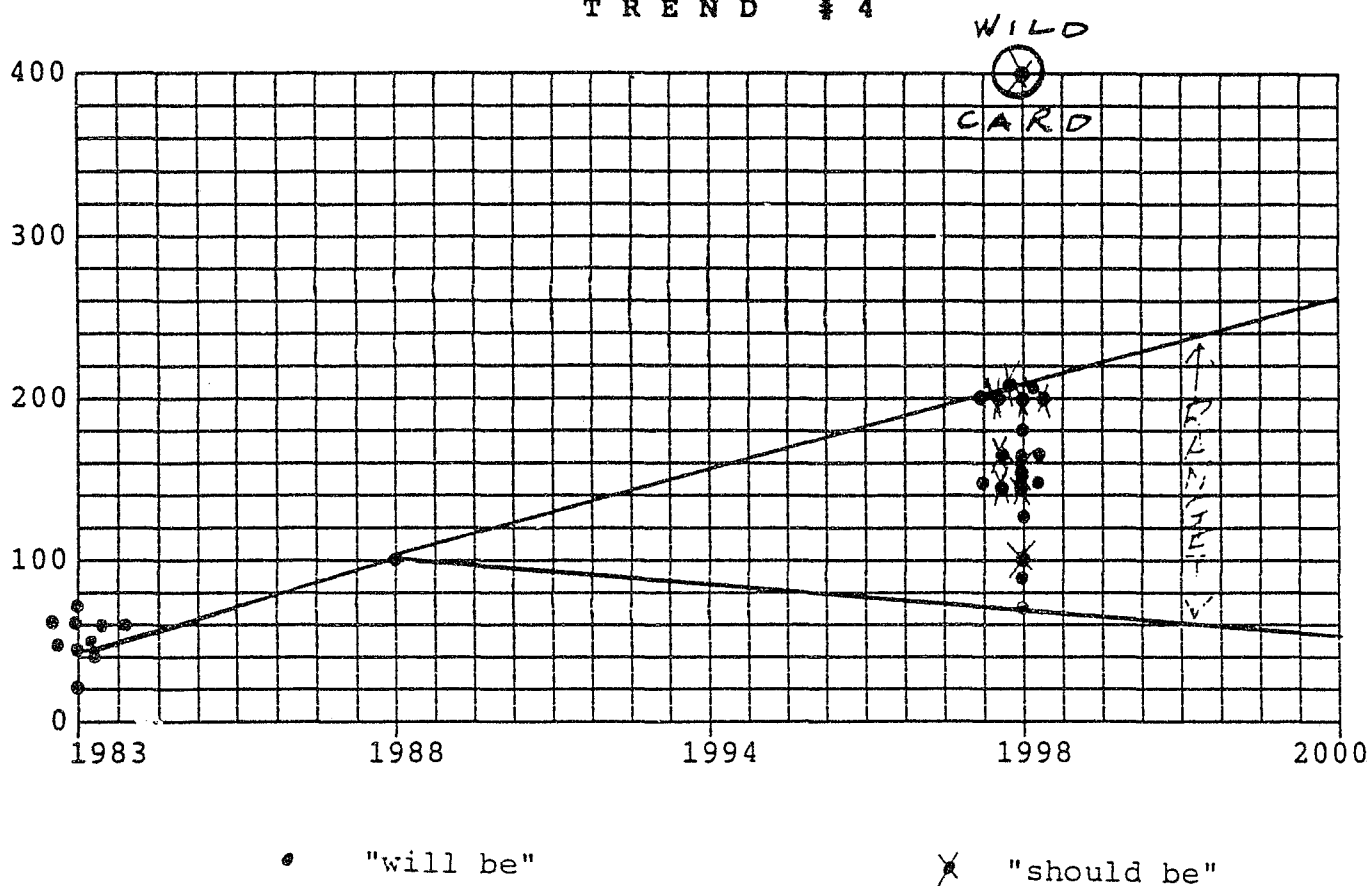


Figure #7

- Professionalizing of staff and combining of social services provided to domestic violence participants is increasing.

Isolating particular problems is not seen as the most effective way to deal with issues. The specialization of counselors is beginning to lessen and a more general approach is being taken. Spousal abuse, drug and/or alcohol abuse, and mental health are being treated together. The training necessary to handle a multi-faceted problem leads to a more professional staff.

T R E N D # 5

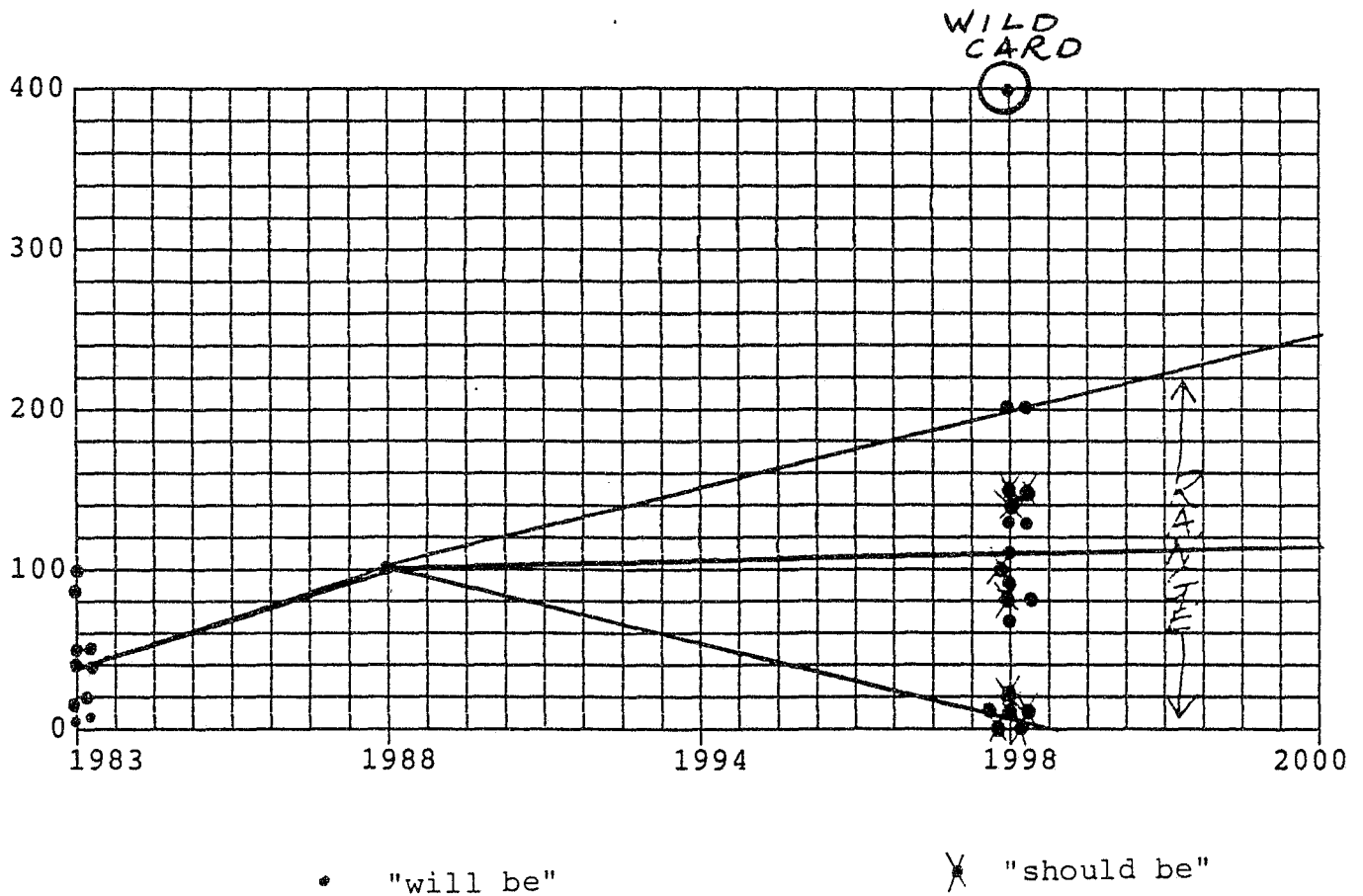


Figure #8

5. Legal actions for malpractice against government workers in domestic violence cases is increasing.

The Thurman vs. Torrington case in Connecticut is just one example of victims suing the police or others for injuries suffered. The main point is unequal treatment under the laws. As arrest becomes more frequent so do the suits for false arrest. The costs for lawsuits could be better used in dealing with the problem before the court actions become possible.

T R E N D # 6

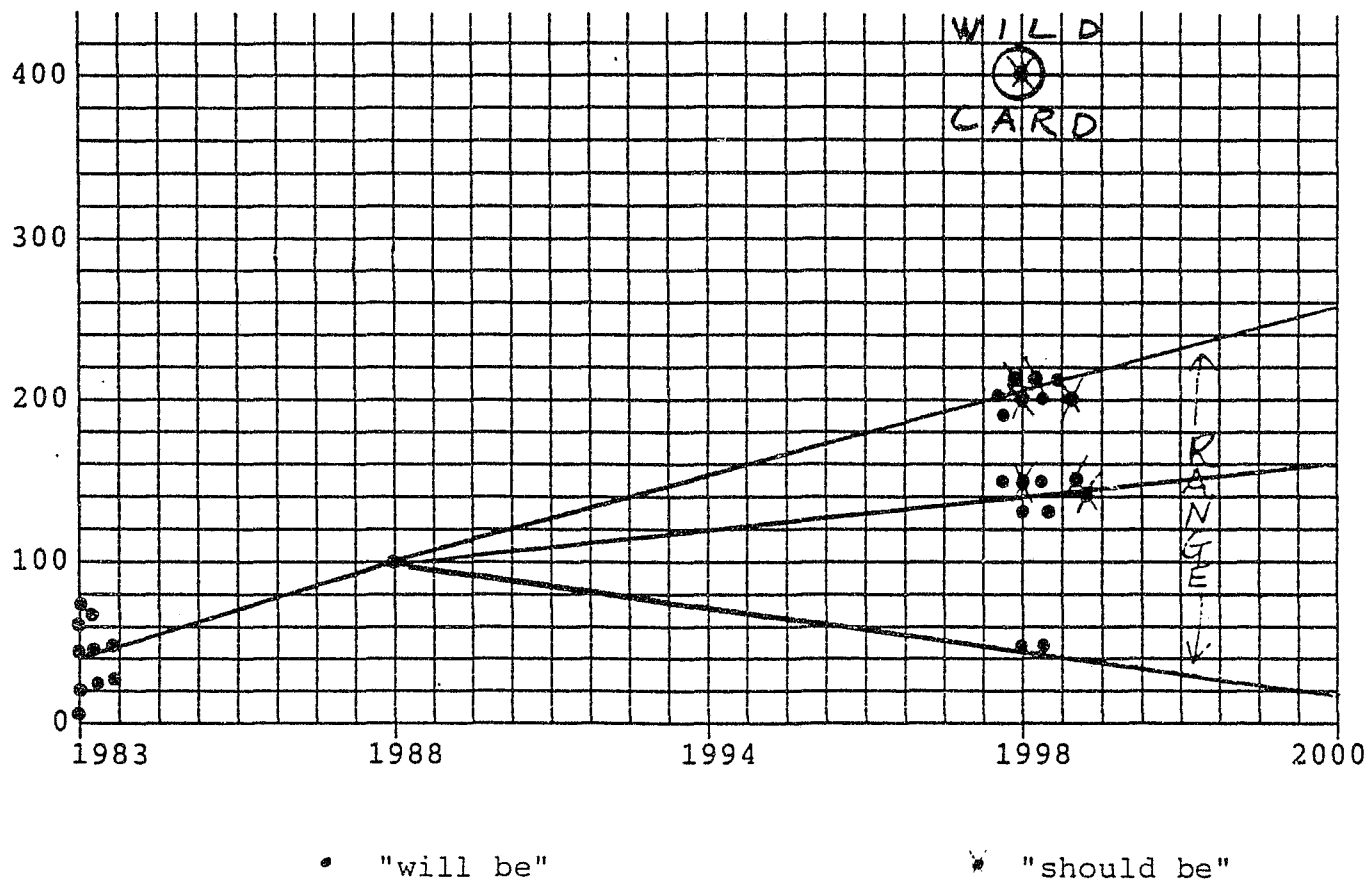


Figure #9

- 6. Public sensitivity to the domestic violence problem is increasing.

Twenty years ago domestic violence and spousal abuse were not important issues. In the 70's and 80's we have seen a major adjustment take place to the point where it is considered and treated like a crime in many states with more states doing so all the time. This sensitivity will require attention be paid to the problem, but it may not last as long as necessary to achieve the desired result. Wild cards at 500 and 800 are not shown here, as they were so far out of the range.

H 88

T R E N D # 7

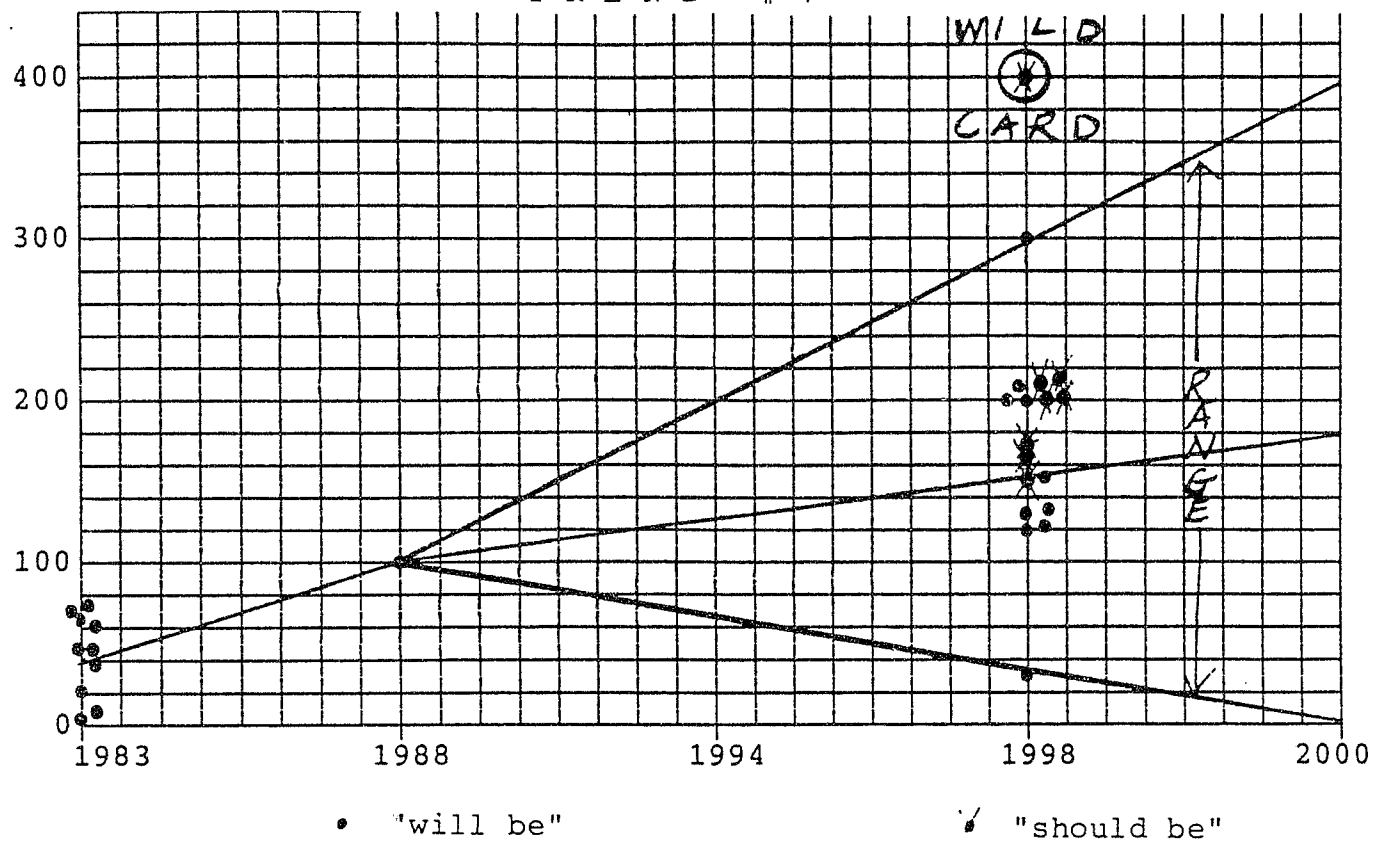


Figure #10

7. Participation by government, schools, and community in dealing with domestic violence is increasing.

The funds expended in the last 10 to 12 years have been extensive. More and more involvement in all areas has taken place. This trend has peaked or will do so shortly. There is still a need for even more involvement. Government intervention is at an all time high. Schools are devoting more and more class time to dealing with violence, including spousal abuse and domestic violence. The community as a whole has taken a stronger stand against this violence. Wild cards at 500 and 800 are not shown here, as they were so far out of the range.

The events below were also analyzed.

1. Diversion for first time offenders is mandated.

The sheer volume of cases expected in the future suggests the necessity of a diversion program just to be able to handle the workload. The goal is to get help for victims and counseling for the batterers. If this can be done more efficiently by diversion, it makes sense to do so. The need also exists to go to prosecution if the offender does not fully cooperate in the diversion program.

2. Police adopt policy of mandatory arrest whenever legally possible.

If increased arrests are matched with diversion and citation release in the field the impact on the justice system would be less than requiring transportation to jail and criminal prosecution. There is a current national trend to treat this offense as a crime, and it has been so declared in California since January 1, 1986. It can be expected that more and more departments will go to mandatory arrest, but it is not legally required at this time. Arrest is the "preferred" response in most California law enforcement agency policies pursuant to the 1985 act.

3. Jail sentence for second domestic violence offense is mandated.

This approach was tried with people arrested for driving under the influence and many ways were found to legally circumvent this provision. Today it is not as easy, but can still occur. The volume and jail capacity seem to have a lot to do with how well such a policy might be carried out. The concept here is one of punishment rather than treatment. In those cases where the offender does not respond to treatment, jail time is the only alternative currently available.

4. State passes probable cause law for misdemeanor domestic violence offenses.

The police would be in a good position to make a lot more arrests if this event were to occur. The attempt was made to include probable cause arrest in misdemeanor incidents as a part of SB1472 in 1985, but was not included. Today over half of the states allow such action, but California is not one of them. If good results are not seen from current public policy in the spousal abuse area, this event may still occur. This could overload of the court system.

5. Domestic violence cases gridlock the criminal justice system.

Based on growing volume, and a sluggish criminal legal system this event is not far-fetched. This could occur

in the near future if something is not done to head off the possibility. Some answers are an increased judiciary, larger jails, more probation officers, and attorneys. Another answer is to seek alternatives to deal with spousal abuse earlier in the cycle before the criminal justice system must be employed.

6. State mandates domestic violence prevention training at all levels of the educational process.

In order to successfully eradicate domestic violence/spousal abuse, it is necessary to train and educate future generations, so they will not accept spousal abuse as the norm. Little girls must be taught that when they grow up and date they do not have to accept violence from their boyfriends. Little boys have to be brought up to think it is wrong to use violence against females with whom they have relationships. This effort must also be included at levels where the male-female dating relationship is already taking place. Finally, for those already in spousal relationships, the new rules of the game have to be conveyed and enforced.

7. State provides funding for mandatory domestic violence prosecution units in all counties.

In small counties this might be the district attorney or a deputy doing prosecutions for spousal abuse part time.

In the bigger counties some deputies, depending on workload, will have to be assigned. The state mandate must also include state funding. Vertical prosecution would be mandated as well. This event would facilitate prosecution in all cases but does not deal with the courts and jails issue.

#### Cross Impact Matrix Analysis

The cross impacts of many events and trends in this analysis are very strong. This can be attributed to the major change that would occur should several of these events come to pass. In many situations, the criminal justice system would be expected to immediately handle a much larger case load than at the present time. The pace of change already felt by society in the way spousal abuse is handled has been very great. Working together, these variables have resulted in the powerful cross impact matrix in Figure #11.

The strongest level of impact occurs should the police adopt a policy of mandatory arrest. With a score of 855 the event would have a far reaching effect on the criminal justice system. Should the event occur, the matrix shows a 95% chance that the criminal justice system would gridlock and be unable to achieve what is desired. Such a policy must be carefully studied to assess the consequences and whether or not it should be followed in all spousal abuse cases.



CROSS IMPACT MATRIX

		E V E N T S							T R E N D S							
		1	2	3	4	5	6	7	1	2	3	4	5	6	7	
1	80%	X	90%	85%	95%	35%	---	10%	40%	60%	-35%	95%	-30%	80%	75%	600
2	85%	90%	X	40%	90%	95%	---	95%	90%	---	50%	60%	90%	85%	70%	855
3	60%	95%	40%	X	20%	95%	---	90%	85%	45%	50%	-40%	85%	80%	65%	710
4	75%	95%	95%	5%	X	90%	---	85%	95%	---	---	---	95%	75%	80%	715
5	70%	90%	10%	85%	95%	X	85%	75%	95%	---	---	---	80%	60%	---	745
6	20%	---	---	---	---	25%	X	---	-25%	-50%	---	---	---	90%	85%	125
7	15%	40%	95%	85%	80%	20%	---	X	-50%	---	---	---	-25%	35%	---	295
		410	330	300	380	360	85	355	330	55	65	115	295	505	375	

Events

Percent Chance of Occurrence

- |   |    |
|---|----|
| 1. First-time offenders diverted                | 80 |
| 2. Police adopt mandatory arrest policy         | 85 |
| 3. Mandatory jail for second offenders          | 60 |
| 4. Misdemeanor probable cause arrest law passed | 75 |
| 5. Criminal justice system gridlocks            | 70 |
| 6. Prevention training mandated at all levels   | 20 |
| 7. State funds special prosecution units        | 15 |

Trends

1. Criminal justice system bogging down
2. Rapid, multi-faceted cultural change
3. Reduction of mental health funding
4. Social services professionalizing and combining
5. Malpractice suits against government workers increasing
6. Public becoming more sensitive to domestic violence
7. Government, schools, and community increasing involvement

Another high level of impact was seen in the jailing of second offenders. The crisis in jail space and the greater efforts taken by defendants to avoid incarceration are two of the major reasons for this high level of impact. A score of 715 was registered here.

The second strongest level of impact was in the gridlock of the criminal justice system. If the system is unable to function properly the whole concept of arrest as a deterrent breaks down. The current assumption is that the system can handle the resulting workload. If that is invalid, this concept must be reconsidered.

Diverting first time offenders had the greatest impact on all other events. This suggests a positive outcome if adopted. Given proper follow up with the counseling, it holds promise as an effective strategy. The down side may be that only when ordered by a judge upon prosecution and conviction can counseling be successful. Current research will hopefully reveal the answer to this in the next two years.

Probable cause arrest for misdemeanors in spousal abuse cases shows a great impact in the matrix. Again the loading up of the criminal justice system could be expected to occur. The taxpayers are likely to favor a strategy which does not require high costs for implementation. Judges and prosecutors are very expensive. Those funds could pay for a

lot of counseling. Strategies are needed to get batterers into counseling without the necessity to always use the criminal justice system to do so.

The least level of impact is universal prevention training. This trend shows great potential in the matrix. There are not a lot of prevention efforts now, but a significant increase could have the best chance of a positive influence in the future.

The conclusion from this cross impact matrix analysis is that while arrest and prosecution is necessary and desired in a good many cases, the vast majority of spousal abuse relationships may be impacted earlier by education, public information, and prevention training. Crisis intervention, where arrest and prosecution are included as a final step, also seems to be an appropriate part of the strategy to be used in California between now and the year 2000.

#### Normative Demonstration Scenario

Hope that somehow by the year 2000, the beginning of a new century, would mean violence reduction in society in general and in spousal relationships specifically, had been dashed. While the police and the criminal justice system continued to do the best they could, considering the limited resources and the large case loads, the problems of violence continued unabated. It appeared we were just treating the symptoms

without affecting the root causes. Almost half of the adult male population of the country had been arrested at least once for spousal abuse. This included judges, district attorneys and police as well as public defenders. With such a systemic involvement and no appreciable efforts in prevention and education being funded, the outlook was not getting any brighter.

The life cycle of the domestic violence movement of the 70's and 80's had given way to apathy in the 90's. With the AIDS, Homeless and other issues of that decade the spousal abuse problem did not receive the same attention that it had earlier. Even with the re-opening of the boarded-up and abandoned Bronx buildings in 1995, for the homeless, and the vaccine for AIDS being perfected in 1996, the earlier interest in dealing with spousal abuse did not reappear.

Homicides of females, where they were killed by husbands or boyfriends, were now 50% or better of all female homicides in most metropolitan areas. Fortunately, with all the arrests and prosecutions, there are so many males in prison that it is just not possible for many of them to commit an additional offense. Contract killings, although not dominant, have increased.

Teen violence is commonplace. Most teenage girls will tell you that it just goes with the territory, and that violence

is one sign of love. They normally feel they can control the male and that he will not seriously hurt them. Even the ones who have already been severely injured believe it was an accident and that he will not do it again. Date rape is rampant and teen age pregnancies are at an all time high, even with the new oral abortion pill. Hopefully, when the cost of the pill goes down, pregnancies will reduce greatly.

Social service agencies, those which still manage to get enough funds to continue to operate, are just not able to do all the victim assistance and batterer counseling that is required. The backlog is great and shelter space is much more available to the homeless than to battered women. Many battered women continue to go the homeless route, because there are more services available. The work that professional staff and volunteers do is to be commended, but it is not enough to do more than maintain the status quo of the past 12 years.

#### Hypothetical System Change Scenario

For the first time in nine years, the statistics from the three-pronged attack on spousal abuse, coordinated for the first time in 1991, show a significant drop! It is finally working! With arrest and prosecution, including jail time (or home arrest time) for second offenders, the first and longest duration program, there was a feeling that the public

was really aware of the criminal nature of spousal abuse and the ensuing penalties and sanctions.

The second program of education at all levels of the educational system had taken hold with the students in 1991. Many of the elementary students of that time are now in dating relationships in high school, and the violence is way down at that level.

The third program has been the most controversial. In the late 80's, arrest and prosecution was thought by many to be the only way to deal with the problem. The use of volunteer interventionists trained in victimology and batterer counseling through intake and commitment to a rehabilitation program has grown rapidly after the freeze-up in the courts in 1990. The time it took to get a batterer before a judge had become so long that many additional batterings were taking place before the first one was adjudicated. Beginning treatment prior to, or just after, the first arrestable battering incident was tried as a way to keep court workloads manageable.

Because the problem has been of such long duration, it is possible to use volunteers with minimal coordination, as there are a lot of qualified people willing to do something to help. This is handled in many areas by a regional approach. The volunteers are scheduled 24 hours a day, 7

days a week, in 4 hour blocks. Some agencies paid for actual response to domestic disputes, or violence where the victim needed immediate follow-up support. The process allows the treatment that originally was ordered by a judge to begin earlier. First offenders are diverted by the arresting officer at the time of arrest and an interventionist is called in to begin counseling and referral. In cases where the offender insists on being prosecuted, the request is granted; but most comply.

Since California never legalized probable cause arrest in misdemeanors, a good many batterers had to be persuaded by the police and/or interventionists to sign treatment agreements. Reminding batterers of the one year statute of limitations, which allows prosecution later, and the new charge, if the plan agreed to at the time of the incident is not completed, seems to be working. The fact that prosecutors are filing complaints for misdemeanor offenses, even with reluctant victims, when the counseling program is not followed, and a law making breach of that contact a separate and new violation, have been sufficient to gain compliance in a good many cases.

The sentence for the breach of contract violation is completion of the counseling or jail. Those that do not comply end up in jail on a warrant for the earlier offense and the new charge. Fortunately, their numbers were small enough that

the courts and prosecutors could handle the load with the new efficiencies required by the Court Reform Act of 1991. The new home detention devices also made incarceration much more feasible, since new cells were not needed!

The "two minutes a day for domestic tranquility" program required in classes K-16 in schools and in all work locations is a constant reinforcement that spousal abuse is a crime and an arrestable offense. This combined with the other two programs has resulted in 1999 statistics of only one case of spousal abuse per 100,000 population. This was a great improvement from 1990 when it was one case per 100 population.

The National Institute of Justice studies replicating the 1982 Minneapolis study on arrest as a deterrent were finally completed in 1990. Their findings showed that while arrest had a short term (about one year) effect, there was often a return to violence. With earlier crisis intervention and voluntary counseling, the batterer learned skills to cope with the abuse problem. With appropriate reinforcement on a regular or as needed basis, many men were able to change and avoid prosecution because they never intensified to the violent stage again. They relearned how to deal with anger and the need for control. The studies showed that arrest with follow-up counseling (the sooner the better) was the



most effective way to break the cycle of violence when it reached that level.

The real key to the crisis intervention technique utilized is the introduction of the interventionist during the contrite stage, immediately following the episode requiring police response. This allows a commitment to be gained at that point, before denial begins to take effect. The change in social work from a referral to a line function allowed this shift to take place. Once social workers and counselors were able to be called to the scene, the police were very glad to get the help and were free to respond to other emergencies.

Once commitment had been gained on a signed contract, the batterer was reminded of the responsibility to follow through on it. Although some had to be arrested later, and prosecuted when they failed to comply, or committed another offense, many successfully completed their training and counseling programs. In all cases where the situation had deteriorated to the point where early intervention would not work, the use of arrest and prosecution continued to be the method employed.

The early introduction of counseling, by legally binding contract, reduced greatly the incidents requiring court and prosecution intervention at a later time. Also the victims participate more assertively in doing their part in necessary

follow-up when they have early bonding with an interventionist to support them.

#### Slice Of Time Scenario

Officer Ned Sampson, of the Wisteria, California, Police Department woke up as his vibrating bed alarm shook him, turned on the heat, and started the coffee. He kicked out at the sleeping form beside him, leaving a large bruise on her thigh. "Get up you lazy bitch!" he shouted to his wife of seven years. As she began to stir he kicked her again to make sure she was getting up to fix his breakfast while he got ready for his 24-hour shift assignment on patrol. (The police had been able to get the same hours as firefighters in 1994.)

Ned stumbled into the automatic bathroom and stood in the traces as the room automatically took care of showering and shaving. The automatic tooth cleaner was broken so Ned had to use the old fashioned backup electric toothbrush he kept for such emergencies. He slipped into his one piece jumpsuit with the built-in pockets for all of his equipment including the phaser which had finally replaced the 19th century sidearm last year.

He went to the kitchen/eating area of the two-room flat and found his breakfast tube microwaved and waiting. As he squeezed the yellow-colored goo into his mouth it burnt his tongue slightly. In a rage, he slapped his wife. She fell

to the floor, crying. He left her there sobbing and went out the door onto the moving hallway.

Five minutes later he was on station in the high rise building to which he was assigned--ready to respond to emergency calls. The small office in the basement was completely lined with television surveillance cameras, and the civilian operator with whom he worked was already at the main console. Ned's supervisor called him on the video phone to give him his orders for the day. Ned had to switch to Spanish because his sergeant was not bilingual. That added to the stress of the day.

Spousal abuse had been decriminalized in 1993 after the criminal justice system ground to a halt because most of the males in the population had been charged, at least once, with spousal abuse. Not only were all the jails full and overflowing, but the social service agencies had stopped taking clients unless they could pay for the service; since there were no other funding sources available. Without a concerted effort to teach people to live in harmony at home, the violence in society was at an all time high and growing!

Only stranger violence crimes were handled by the police. Homicide and non-spousal rape were still investigated. All property crimes were left to the citizens to handle on their own. The increase in self-defense-of-property homicides had increased the work of the police, because they had to

investigate to make sure the case was justifiable. It was certainly not as time-consuming as all of those old property crimes reports would have been.

Ned was glad, with all the stress in society today, that spousal beating was allowed as long as mayhem or murder were not committed. It sure helped to deal with the frustrations of the day. It did mean a lot more mayhem and homicide cases to handle; but with the print media obsolete and the electronic media rampant with violence and sex, it was easy to accept the workload.

## CHAPTER #3--STRATEGIC PLAN

### Situation

The interest in the reduction of spousal abuse as a social issue is currently decreasing as other issues become more prominent. Funds for victim services are decreasing. Some programs are ceasing to exist because of money shortages. The current trend is to treat the offense criminally with arrest and prosecution. The impact on the criminal justice system is very great and may eventually cause gridlock because of the huge case load. The intent is to help victims and get batterers into counseling where they can learn ways of dealing with stress and anger other than violence.

Statistics show increased reports of this type of violence. There does not appear to be any significant abatement of the problem. It is apparent that a new combined and multi-faceted strategy needs to be developed to most effectively alleviate spousal abuse.

A three-pronged approach would seem to be appropriate to achieve the goal. There needs to be arrest and prosecution in a timely manner. There needs to be crisis intervention counseling, where appropriate, as quickly as it can be utilized. There needs to be an educational program at all levels to teach future generations that spousal abuse is a crime and will not be tolerated.

Government funds are not likely to be plentiful in the future. Therefore, money needs to be spent wisely and a reliable source of income maintained. Volunteer help needs to be recruited and maintained. Coordination is necessary among these efforts to get maximum benefit from existing resources. Total reliance on government to provide the answers cannot be expected. Self-help of various types needs to be employed.

There are active advocates in every community. Some are better organized than others, but there are still strong grass roots groups supporting the elimination of spousal abuse.

Local efforts need to continue to be coordinated through the three regional coalitions in California and the National Coalition Against Domestic Violence in Washington, D.C. Local law enforcement agencies must have personnel available to coordinate with these non-profit agencies and individuals working on the problem.

Finally the educational institutions need to have a concerted program both in the schools and as part of their outreach programs. No concerted effort exists at the present time and will need to be implemented by negotiation with them. An extension of the school day may be necessary to accomplish all of the tasks that will be mandated, including domestic violence prevention.

We are at a critical point as a society in dealing with spousal abuse. Success requires continued efforts at the same intensity as the past ten years right into the next century. Without such an effort less desirable scenarios will occur and more people will be victimized and killed.

#### Current Capability Analysis

A questionnaire was mailed to local experts to determine their opinions on the current capability of our social institutions. Eight respondents completed the Current Capability Analysis as shown in Figure #12. These people comprised the Policy Planning Group listed in Appendix E. Only one was unable to attend the March 11, 1988, meeting of the group. The results of the analysis showed no area where the group felt in a superior position to deal with spousal abuse. The need to use resources in an efficient manner remains.

"Hospitals" and the "acquisition of temporary restraining orders" were two areas where at least half the group felt there were above average resources available. In most areas the rankings were below average or average at best. Enforcement of restraining orders is not as well done as the issuance of those orders.

The weakest areas were in "jail capacity" and "shelter space." Housing itself was seen as a significant problem. The need is critical in many places. "Batterer counseling"

CURRENT CAPABILITY ANALYSIS

Please rank each item below in one of the five categories listed. Give your best estimate of the current state of affairs in California as it relates to spousal abuse cases.

<u>SPECIFIC AREA</u>	<u>CAPABILITY</u>				
	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>
1. Court time			1	3	3
2. Police time			3	5	
3. Prosecutor time			1	3	4
4. Victim services		1	2	3	2
5. Batterer counseling		1	2	2	4
6. Child care			2	2	2
7. Social services			3	2	2
8. Hospitals		4	1	2	
9. Homicide investigation		1	2	3	
10. Classroom time			3	2	1
11. Volunteer numbers		1	3	4	
12. Jail capacity		1		1	4
13. Shelter space			2	2	4
14. Civil legal options		2	2	3	1
15. Acquisition of TRO'S		4	1	2	1
16. Enforcement of TRO'S			2	3	2
17. Legislative response			4	4	

I. SUPERIOR - Beyond present needs  
 II. ABOVE AVERAGE - Suitable for present needs with no problems.  
 III. AVERAGE - Meets present needs, but there is room for improvement.  
 IV. BELOW AVERAGE - Not as good as it should be.  
 V. POOR - Cause for concern; action must be taken to improve.

Figure 12



is also seen as an area where more resources need to be assigned. Additional "victim services" were also seen as necessary. "Prosecution time" was seen as the weakest of all. There are not enough prosecutors to do the job.

#### Future Adaptability Narrative

A future adaptability questionnaire to determine the future flexibility, or lack of same, of various social institutions was mailed to selected experts. Eight responses were tabulated as shown on Figure #13.

The police were rated as a reactive agency by all but one. Half the group were police and they all rated this category that way. The other half were women--two attorneys, one legislative assistant and one advocate. Based on this strong finding, the police need to work on proactive responses.

Most of the elements of the criminal justice system are seen as having little ability to change. The expectation to have change happen does not appear strong. Social service agencies, on the other hand, are seen as much more flexible and able to respond to changing conditions. Most respondents rated counseling programs highly proactive.

The educational system and the media are seen as reactive for the most part. They are not viewed as proactive institutions. Movies are seen as the most stable, while television

FUTURE ADAPTABILITY ANALYSIS

Please rank each item below in one of the five categories listed. Give your best estimate of the ability of each to adapt in the future to the needs of the spousal abuse problem in California.

SPECIFIC AREA ITEM	FUTURE ADAPTABILITY				
	I	II	III	IV	V
1. Legislature			5	3	
2. Police			7	1	
3. Social service agencies		2	1	3	1
4. Shelters		1	2	4	1
5. Counseling programs		1		6	1
6. Courts	2	1	3	2	
7. Prosecutors	1	2	4		
8. Education system		2	3	2	
9. Media (printed)		2	5		1
10. Media (television)	1	1	5		1
11. Media (movies)	1	3	2	2	
12. Jails	3		4	1	
13. Probation	2	1	4		
14. Prisons	3	1	3		
15. Parole	2	2	3		

Ratings of I and II indicate very little ability to change.  
 Ratings of III indicate reactive change.  
 Ratings of IV and V indicate proactive change.

Figure 13

and the print media are seen as more flexible. None are seen as proactive, although two members of the group rated movies that way.

More flexibility in all of the systems seems to be indicated. Even the social service functions were not ranked often in the highest category. The policies discussed right after the declaration of the Mission Statement are attempts to build some more flexibility into the entire social system so it will be more responsive, and therefore more successful, in seeking solutions to the problem of spousal abuse.

#### Mission Statement

Law enforcement, the Governor's Office, the Attorney General's Crime Prevention Unit, prosecutors, courts, schools, and social service agencies addressing the problem of spousal abuse must cooperate. All need to manage our limited resources well to allow for successful intervention in the cycle of domestic violence. We must use arrest, prosecution, counseling of batterers, education, prevention, and victim services as the methods to achieve the goal of eliminating, or reducing substantially, spousal abuse, by the year 2000.

#### Execution

The Policy Planning Group members also submitted policies numbered 1 to 11 prior to our meeting, on March 11, 1988. Each member was asked to prepare at least one policy to

address the issue, based on the background material sent to them. All submittals were posted on the wall and policies numbered 12 to 15 were developed during the meeting.

#### POLICIES

1. Spousal abuse cases shall be heard on a timely basis.  
A new law requires that they be heard within 30 days of report/arrest. Rapid response results in quick dispositions and minimizes dangers to involved persons by early sentencing.
2. Temporarily displaced victims of spousal abuse shall be provided accommodations at the expense of the responsible, providing they are capable of paying.
3. Marriage license fees shall be increased to \$200, of which 80% is diverted to a spousal abuse fund to cover costs of such incidents.
4. The State of California shall provide funding for statewide model programs for domestic violence prosecution. The prosecutorial programs should include, but not be limited to the following:
  - a. Domestic violence victim advocacy--done by domestic violence programs in cooperation with local criminal justice providers.

- b. Special prosecution units for domestic violence--featuring vertical prosecution.
  - c. Training in domestic violence response--for prosecutors and other criminal justice providers.
5. Police empowered by legislature to issue five-day temporary restraining orders, in the field in domestic violence cases, without judicial approval. Violations/failures to comply are no-bail misdemeanors for court appearance before a judge within 48 hours of arrest.
  6. The State, through POST, shall provide a minimum of eight hours of anti-domestic violence training each year for sworn police officers assigned to patrol and investigations functions.
  7. The State Legislature shall prohibit plea bargains in domestic violence cases.
  8. The Attorney General's office shall arrange for a mass media public service blitz on anti-domestic violence to coincide with the "Family Tranquility Month" as proclaimed by the governor.
  9. Current arrest and prosecution criteria are to be maintained or increased during the next 12 years. Crisis Interventionist programs are to be included as part of the total criminal justice system response in each county

for calls where arrest is not possible or victims need immediate support.

10. Educational institutions are to spend two minutes a day on "Domestic Tranquility" training for all students and staff. Employers of more than ten employees are to do the same. Training will be standardized by the State Department of Education. A curriculum element will be included for all seventh and eighth grade students.
11. Guaranteed funding for battered women's shelters in each county shall be provided. Enough beds to handle the total need are to be covered. Increased liquor taxes and/or marriage license fees are to be used. Counties under 500,000 population may form combined shelter facilities.
12. Remove sexual connotations from 273.5 PC, a bill which is presently in the legislature.
13. Enact a more standardized definition of domestic violence statewide. Classifications should be consistent.
14. Alcohol and drug abuse must be coordinated with violence prevention efforts.
15. No violence will be allowed on television as a matter of public policy.

After discussion and clarification a modified delphi was administered to the group for all fifteen alternatives. A second round for the top eight policy statements was completed (the results of both rounds can be found in Appendix F).

Further discussion and combining of the top three policies, after the second round, resulted in the following final three policies to be further analyzed:

1. Current arrest and prosecution criteria are to be maintained or increased during the next 12 years. Crisis interventionist programs are to be included as part of the total criminal justice system response in each county for calls where arrest is not possible or where victim assistance is needed immediately.

It is important that the current practices of arrest and prosecution be maintained and enhanced as necessary to handle spousal abuse cases as the legislation intended. Arrest should remain the preferred disposition, whenever possible. At the same time, the majority of cases to which the police respond do not allow for arrest. The indicators for future violence are present; however, and the victim needs some immediate assistance. In some cases the potential criminal offender may be amenable to on-the-spot counseling. This is an opportunity to intervene immediately.

In these instances, a trained, often volunteer, crisis interventionist could be called to the scene to begin the processes required in the particular case. A model crisis interventionist program is outlined later in this report. This program is not a substitute for arrest where criminal violations have occurred but can certainly provide much needed support to potential victims.

2. A minimum of eight hours per year of domestic violence training for peace officers assigned to patrol or investigations will be required to assure consistency and effectiveness in application statewide.

This training would be certified and reimbursable by the state. The instruction could be part of the Advanced Officer Course required by California. The presentations would constantly keep the issue in the minds of the officers and help to gain consistency and effectiveness of application in field situations. Further the training would teach the proper use of crisis interventionists so that officers could correctly utilize this resource.

3. The Attorney General's office shall arrange for a mass-media public service blitz campaign on domestic violence and the connection between alcohol and drug abuse. It will coincide with a "Domestic Tranquility Month" to be proclaimed by the Governor.



The best time for "Domestic Tranquility Month" is from Thanksgiving to Christmas. The declaration would be a yearly event and the Attorney General's Crime Prevention Unit would handle the campaign in a similar manner to the "McGruff" program for crime prevention. "McGruff" could play a role in the youth education portion of this program.

There is also a need to involve schools at all levels, year round. A program to maintain constant awareness that spousal abuse is a crime, and will not be tolerated, is required. Specific instruction for students just beginning male-female relationships, in the seventh and eighth grades, would be included.

Expanding this concept to the work place would provide even wider exposure and gain better results. As the idea is spread, efforts should be initiated with the media to reduce or eliminate violence. The Attorney General, Governor, or both, can direct this effort.

#### Model Crisis Interventionist Program

This model is a replica of the program presently in operation in Escondido, California. That program is staffed by volunteers and coordinated by paid professional staff of the Escondido Youth Encounter organization.

Crisis interventionists would be specially trained to provide immediate assistance to spousal abuse victims 24 hours a day, 7 days a week. They would go to the location of the incident and would give support and advice to the victim in much the same way that rape crisis field workers give help to rape victims. Since sometimes the spousal abuse is rape, there is some crossover possibility here. With additional training rape crisis workers could be very good domestic violence crisis interventionists. Spousal abuse is reported more often than rape, so they would be able to gain more experience in dealing with victims in crisis.

In the majority of cases where the police are called, the incident is reported by someone complaining about the noise or one of the parties to the dispute calls for assistance. Since the police officers are the only ones available on a 24-hour-a-day, 7-days-a-week basis, they are normally called.

In other situations, where there is a 24-hour hot line, that option is selected. Advice is given over the phone. These hot lines are local and there is a national hot line as part of the Shelter Aid program. The police are sometimes called by these hot lines. A real person at the scene is even better than a hot line contact.

In some instances the male is not arrestable but is willing to do anything to alleviate what he sees as a crisis. The police are in his living room advising him of the conse-

quences if the behavior involved continues to escalate. The use of a crisis interventionist--in that case, at that time, at that location, could mean no repeat calls later. Even if victim assistance is all that is accomplished, the intervention may be a success. A subsequent call where the situation has escalated to an arrestable offense being committed is handled by arrest, and the interventionist is available to help the victim.

Since this is a voluntary program the interventionist is only called if the situation warrants it and either party wants to have an interventionist present. This is the same way a rape crisis counselor gets involved in a rape case. For security each interventionist would have a personal panic alarm so the police could return rapidly if needed.

Volunteers can be used or paid interventionists can be hired on a per call basis. Coordination of a program can be by individual jurisdiction or regional in nature. The agency doing the coordination can be a governmental one or a social service agency. Ideally, the police or sheriff's department would do the coordination, because that allows officers to view the interventionists as part of the law enforcement agency, similar to volunteer reserve officers. Call-out would be from a revolving list just like the tow truck list used for towing cars. Certain people would have to be available at certain times.

Training of interventionists should be from a standard statewide curriculum and social service agencies should have a major part in the training of these personnel. Updated training would be done periodically. The training should include when the police should be recalled and what to do when called to an incident where intervention is inappropriate or dangerous. Recruitment and management would require a paid coordinator in larger operations, but that could be an existing supervisor or manager in the agency.

This program does not require a mandate to implement. In some areas there may not be enough volunteers to staff a program. If paid staff must be used, the entity should have the ability to make that decision. If mandated, the state should stand ready to pick up the costs of such a program. Where it is feasible, however, such a program should be in place.

#### Stakeholders and Snail Darters

The policy planning group identified stakeholders and snail-darters for each of the final policies selected. The following definitions were used:

Stakeholders: Any group of people who might be affected or might attempt to influence the policy or the law enforcement approach to the policy.

Snail Darters\*: A non-obvious group of stakeholders who might cause a serious effect on the implementation phase of the policy.

Assumptions about each stakeholder or snail darter, as applied to each policy, were made.

#### Policy #1

Public defenders  
Sheriffs  
Department of Justice-Bureau of Criminal Statistics (DOJ-BCS)  
Probation  
Schools  
County administrators  
Legislature  
League of California Cities  
Governor  
City councils  
Media  
County social service agencies  
District Attorney Association  
County boards of supervisors  
Law enforcement  
Courts  
District attorneys  
Advocates against domestic violence  
Police chiefs  
Victim/witness agencies  
Qualified counselors  
Peace Officers Research Association of California (PORAC)\*  
California Peace Officers Association (CPOA)\*  
American Civil Liberties Union (ACLU)\*

#### Policy #1 Assumptions

1. Public defenders, who are overloaded with cases now, are not going to favor a policy that could increase that workload. They will have to be convinced that an increase in arrests is necessary.

2. Sheriffs would favor the use of crisis interventionists, because it could cut down on arrests and incarcerations later, if the matter is handled early.
3. DOJ-BCS would only be concerned about more statistical work. The policy does not affect them other than in that area.
4. Probation would see an increased case load from increased arrests and would oppose more use of the criminal justice system, which is overloaded already.
5. Schools would not be affected by this policy except as it affects teachers and staff who are arrested for spousal abuse.
6. County Administrators would favor this policy if it would help to prevent future spousal abuse and not impact the criminal justice system further.
7. The legislature would favor this policy as being consistent with the intent of SB 1472 and offering some preventative aspects for future potential violations.
8. The League of California Cities would favor the policy only if savings might be possible in the future. If costs increase for cities, they would oppose the policy.
9. The governor would be neutral in the matter unless legislation was forthcoming for his signature.

10. City councils would favor the policy as a hedge against future cost increases.
11. The media is expected to be reactive and should not have a position one way or the other.
12. County social service agencies will support the policy as a way to deal effectively with spousal abuse and associated social problems.
13. The District Attorneys Association will be in favor of the policy as a prevention program to relieve future case loads.
14. County boards of supervisors will be supportive if costs are not appreciably increased by this policy.
15. PORAC is seen as a snail darter potential. They might see an increase in arrests as an increase in workload and danger for their members, or they may support the concept as an effective additional resource to use when it is needed.
16. CPOA also is a potential snail darter. As a legislative advocate they will review any bills for impact on their members. If they see negative impacts they will oppose the policy. They could also be supportive or neutral.
17. The ACLU is seen as a definite snail darter as they might be concerned that someone would be subjected to

counseling without a court order. Voluntary counseling, however, is not likely to cause such a problem.

18. Law enforcement is assumed to be opposed, because of the increased arrests and prosecution. There is some uncertainty expressed here which means the policy needs to be carefully explained before the program begins.
19. The courts would be supportive of any program that would prevent future instances of spousal abuse and relieve their busy calendars.
20. In the heat of the process the ACLU got listed again!
21. The District Attorney's office would favor this policy except for increased prosecutions unless they can get additional attorney positions.
22. Advocates against domestic violence would be very concerned about regressing from a strong arrest and prosecution policy. They need to be reassured and the crisis interventionist concept explained in detail.
23. Police chiefs would be supportive of the policy as long as it was effective in dealing with the problem of spousal abuse crimes.
24. Victim/witness agencies would favor the policy except for the part about being available 24 hours a day, 7



days a week. If volunteers perform these functions, however, they would be strong supporters.

25. Qualified counselors would be potential volunteers and would be able to use the crisis intervention program as a referral for clients.

26. The Attorney General would favor the policy as anti-crime. Also the crime prevention aspects and the victim assistance portion would garner support.

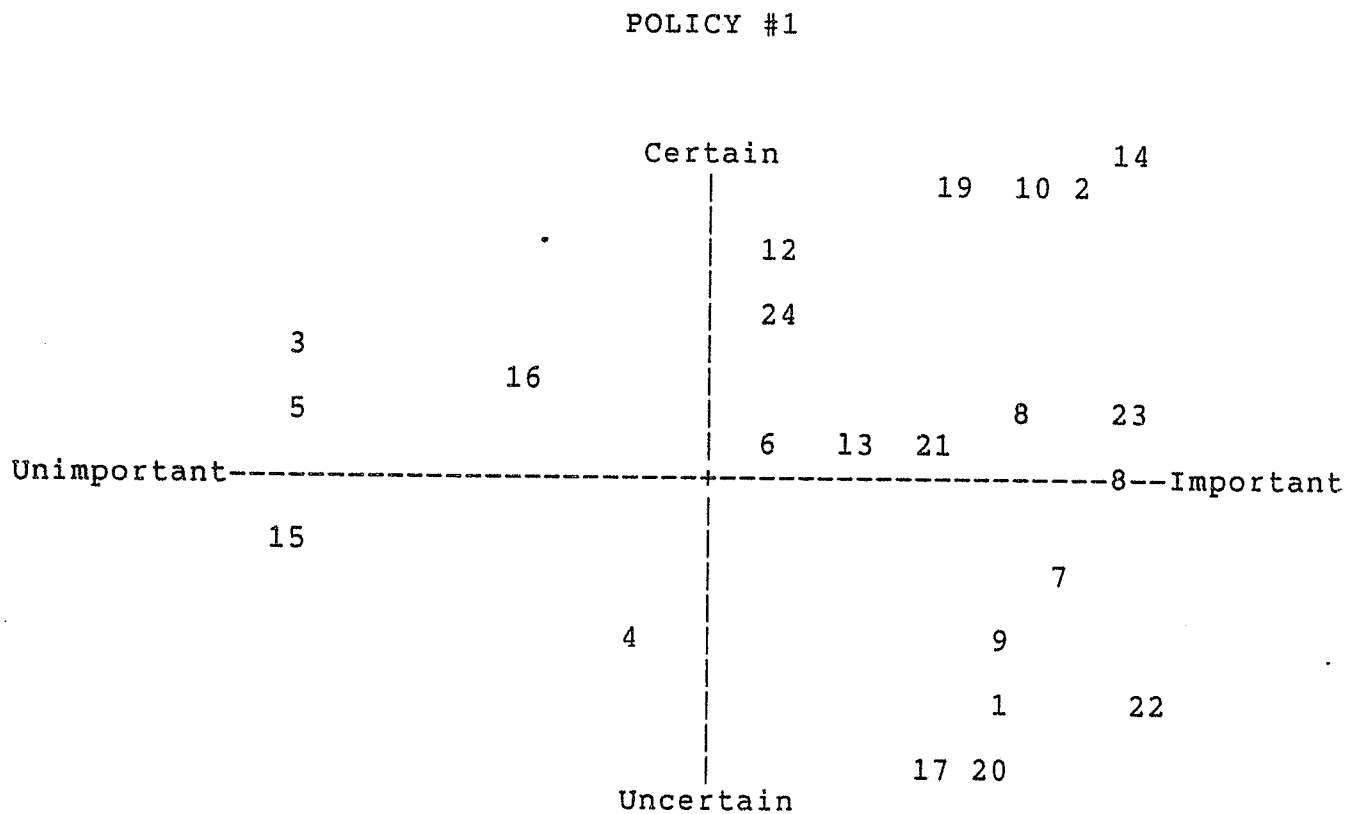


Figure #14

## Policy #2

Domestic violence shelter agencies  
Law enforcement  
Peace Officers Standards and Training Commission (POST)  
Chief executives of law enforcement  
California Association of Police Training Officers (CAPTO)  
Police academies  
Department of Justice-Bureau of Criminal Statistics (DOJ-BCS)  
Women's advocacy groups  
Courts  
District attorneys  
Public defenders  
California Peace Officers Association (CPOA)  
Attorney General  
Legislature  
American Veterans of Foreign Wars\*  
Heart Association and American Red Cross\*

## Policy #2 Assumptions

1. Domestic violence shelter agencies will favor this policy, especially if they can do part of the required training each year.
2. Law enforcement will be supportive of this training as long as it is POST reimbursable and can be part of advanced officer courses.
3. POST will support this policy as it will be the statewide coordinator of the training.
4. Chief executives of law enforcement will support the policy as stated as appropriate training for officers. They will aid in its implementation.
5. CAPTO will certainly approve of this training concept and method to achieve the stated goal. The annual

requirement should be certified by this group as beneficial.

6. Police academies will not object to this policy as long as it can be included as part of existing offerings or funds are available for additional offerings.
7. DOJ-BCS will not be negative about this policy. Little of the policy affects them and some questioned if they would even be a stakeholder for this alternative.
8. Women's advocacy groups would favor this as being in the spirit of SB 1472 and the treatment of domestic violence as a crime.
9. Courts would favor the policy as it would make for smoother court room proceedings with well trained officers testifying on the stand.
10. The district attorney would like the policy for the same reason as the courts, and it would make prosecution easier and quicker.
11. The public defender likewise would appreciate the professional testimony as it would make the courtroom time go more quickly.
12. CPOA is a strong advocate of training and would see this as beneficial. They might even want to do some of the training as part of their own training program.

13. The Attorney General would be a supporter of the training as a way to achieve consistency statewide and to make for better law enforcement in the state.
14. The legislature would be supportive, although the policy could be implemented without additional legislation. POST could do this voluntarily.
15. The American Veterans of Foreign Wars could be a snail darter. The organization is composed mostly of older white males who may feel the training puts too much emphasis on arrest, especially if many arrests are made of their members.

The group felt this was a very low probability snail darter.

16. The Heart Association and the American Red Cross were seen as potential snail darters due to the mandate for CPR and first aid training already required. Additional mandated training may be seen as a reduction in available time for their programs.

POLICY #2

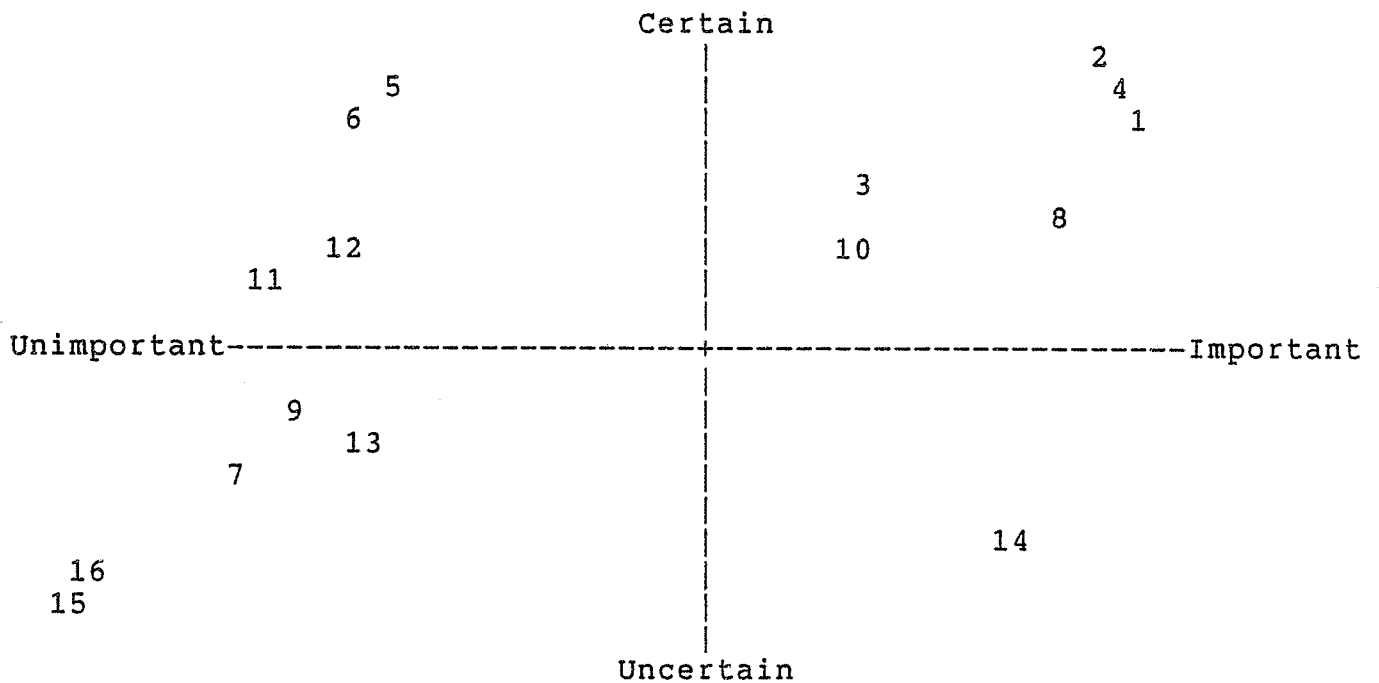


Figure #15

Policy #3

- Schools
- Domestic violence programs
- Attorney General
- Governor
- Alcohol beverage lobby\*
- Woman's advocacy groups
- Crime Prevention Officer Association
- Media
- Legislators
- Gay-lesbian groups
- Clergy
- Taxpayers association
- Mothers Against Drunk Drivers (MADD)
- Ethnic organizations
- Alcohol and drug abuse counselors
- Parent-teachers associations
- Federal Department of Alcohol Taxation\*
- National Coalition Against Domestic Violence\*
- Teamsters\*
- Phyllis Schlafly and the Eagle Forum\*
- National Woman Abuse Prevention Project\*

### Policy #3 Assumptions

1. Schools would support this policy and would be amenable to programs which do not substantially eat into existing class time. Time could be added to the day, if necessary.
2. Domestic violence programs would really favor this policy as a way to keep the issue in the public eye at a busy time of the year. It could also be helpful in fund-raising efforts.
3. The Attorney General would be supportive and would probably use his Crime Prevention Unit to do the coordination.
4. The Governor would also be supportive because of the "Domestic Tranquility Month" program that would emanate from his office.
5. The alcoholic beverage lobby would not favor this policy, because of the connection between spousal abuse and alcohol. It could reduce sales of their product.
6. Women's advocacy groups would feel this was a very good program and would be very supportive and helpful in the media campaign.
7. The Crime Prevention Officers Association would have a major role to fill were this policy to be implemented. This is the type of program it naturally promotes. It would be a strong supporter of the concept.

8. The media position is unclear. It might support it as a public service, but it might also want to be paid. This is a critical area for this policy and will need careful attention in the implementation strategy.
9. Legislators will favor the concept, and really don't have to take any action, but may want to issue resolutions in support to help the effort along.
10. Gay-lesbian groups would be supportive if the definition of family was broad enough to cover their relationships as well. A narrow definition might produce organized opposition from these groups.
11. Clergy would most likely support the policy, but they might also see it as infringing on an area of their own efforts between Thanksgiving and Christmas.
12. The Taxpayers Association of California would favor the program as a way to save taxpayers money in the long run. Since prevention is cheaper than treatment through the criminal justice system, it would expect some savings.
13. MADD would be supportive of the campaign because of the drug and alcohol aspects. It may be able to provide assistance in the effort.
14. Ethnic organizations would be supportive as long as they did not feel the program was detrimental to their

- members. Great care would need to be used to assure ethnic groups do not oppose the media campaign.
15. Alcohol and drug abuse counselors would see this policy as supportive of their efforts and would be for the policy.
  16. The PTA might go either way depending on the way in which the material was presented. If schools are going to include elements in their curriculum, the PTA will be very interested in content.
  17. The Federal Department of Alcohol Taxation was seen as a potential snail darter. The alcohol portion of the program might lessen sales and thereby tax revenues.
  18. The National Coalition Against Domestic Violence might also be a snail darter. It is presently doing some strategic planning of its own and may have a conflict with content or timing. It would be very worthwhile to brief the organization beforehand. The policy group feels it will be supportive if properly briefed.
  19. The Teamsters were mentioned as another possible snail darter. Truck Drivers, Cold Beer, and Red Hot Women are a stereotype that may be close to the truth. As such the materials would also have to be carefully developed.
  20. Phyliss Schlafly and the Eagle Forum were mentioned as snail darters as well. This individual has some



different ideas that may not be supported by the materials used.

21. The National Women Abuse Prevention Project might be a snail darter if they were not consulted. Media Blitz's are one of the things they are trying to do as part of their nationwide program. This program could be a conflict due to timing and competition for media space.

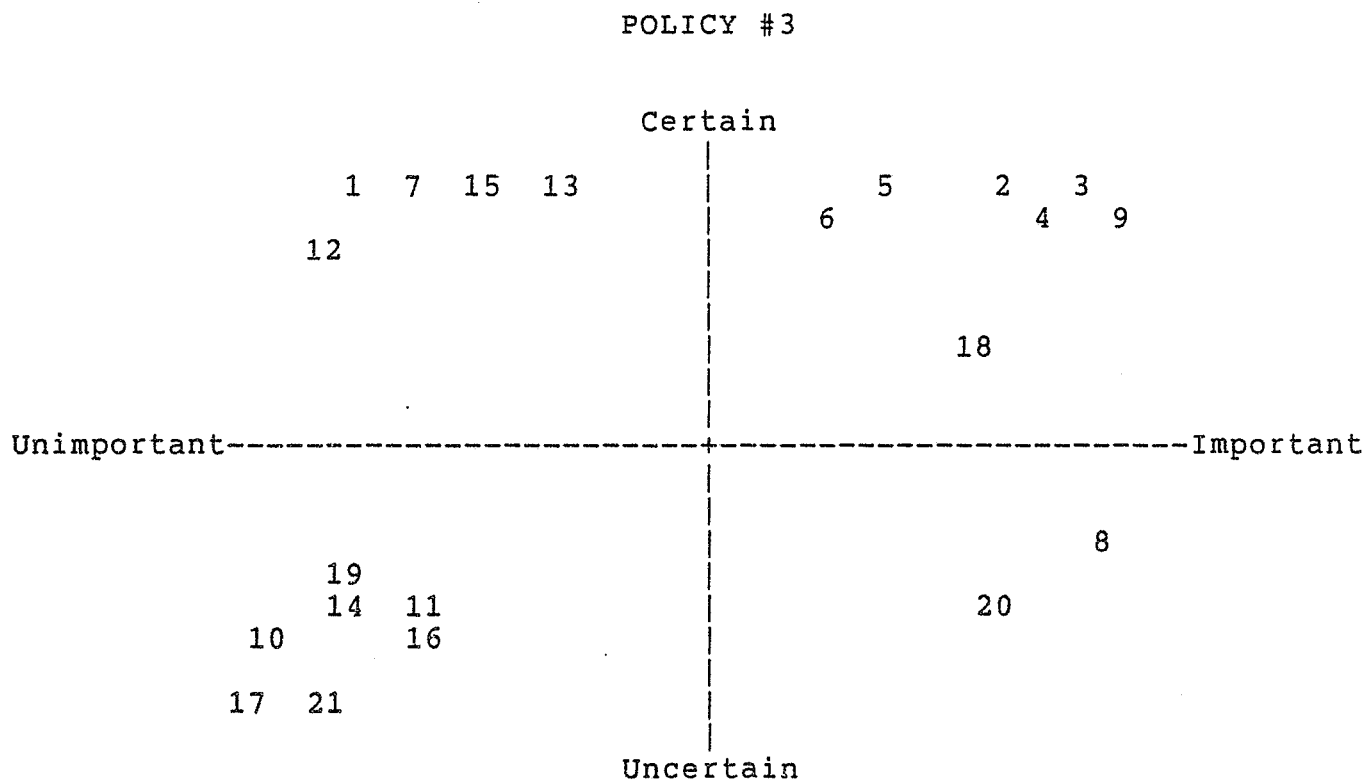


Figure #16

Summary of Assumptions

A review of the assumptions for all three policies shows that they are feasible and can be funded within present capability. The appropriate briefing has to be provided to

certain stakeholders whose support is necessary to implement the policies (see figures #14, #15, and #16). The key stakeholders include the women's advocacy groups and the domestic violence shelter agencies. Law enforcement also needs to be sold on the idea of crisis interventionists. To some, the arrest and prosecution model seems to be sufficient. Statistics from agencies with mandatory arrest and probable cause arrest for misdemeanors, showing a majority of their calls do not result in an arrest, suggests that it is not (Cohn & Sherman, 1987).

The training and public education policies are potentially less controversial but will need to be negotiated to be implemented successfully. The methodology of this negotiation will be discussed in the "Course of Action" section which follows.

#### Course of Action

All three policies should be implemented in a coordinated fashion. Except for 273.5 PC, the other special sections added by SB1472 effective on January 1, 1986, are due to expire on January 1, 1991, unless legislative action is taken (Section 13731, California Penal Code). This gives a timetable for strategy implementation.

The replications of the Minnesota study are expected to be complete with published results by 1990, so it will be possible to take advantage of that data. Further the

schedule gives plenty of time to negotiate this strategic plan with the stakeholders to assure a win-win situation.

Finally, the definitions used can be reviewed and revised to make the statistical data collected in the state much more accurate. Current reporting requirements and practices are producing numbers which are not easily interpreted.

Comparisons are difficult because of the differences in each agency reporting. When the bigger agencies report differently than the smaller ones, the data becomes skewed and suspect. It is important to achieve consistency in legislation slated for 1991.

The number of stakeholders involved and the complexity of the negotiations required will benefit from a time frame ending in late 1990. Data from the NIJ studies will be available for use in the effort. The Governor and the Attorney General elected in 1990 would need to be briefed rapidly on the importance of the strategy already under way.

#### Administration and Logistics

A statewide effort needs to be coordinated to bring all three policies into operation at the right times. The time for the three-prong approach to begin is January 1, 1991, when the old legislation expires. That gives POST enough time to prepare the needed training before that date. Educational institutions would have time to modify curriculum, program,

and class times, to begin with the 1990-91 school year. The Attorney General, the Crime Prevention Unit, and the Governor would be ready to do the first media campaign, for the Thanksgiving-Christmas 1990 period, just before the revised law goes into effect. This might even be possible this year. Both of these efforts would allow for action to begin immediately without any lost time gearing up for the change.

The three Coalitions Against Domestic Violence in California need to be included in the preparation for a more concentrated effort in dealing with spousal abuse. The peace officer associations--California Peace Officers Association, California Sheriffs Association, California Police Chiefs Association, and Peace Officers Research Association of California--need early involvement in the process. Through presentations at conferences and training sessions, there can be information flow and discussion prior to final adoption of a statewide strategy to implement the necessary changes.

With a statewide election scheduled for 1990, the transitional plan will be more complex, because stakeholders may be changing position and snail darters may be much more prevalent. Timing becomes very important and will be discussed further in the "Transitional Management Plan."

#### Planning Systems

The turbulence/predictability graph, (Figure #17), was used to plot the three final policies. Each requires a different

type of planning system. Policy #1 would be issue planning; Policy #2 would be operations planning; and Policy #3 would be periodic planning.

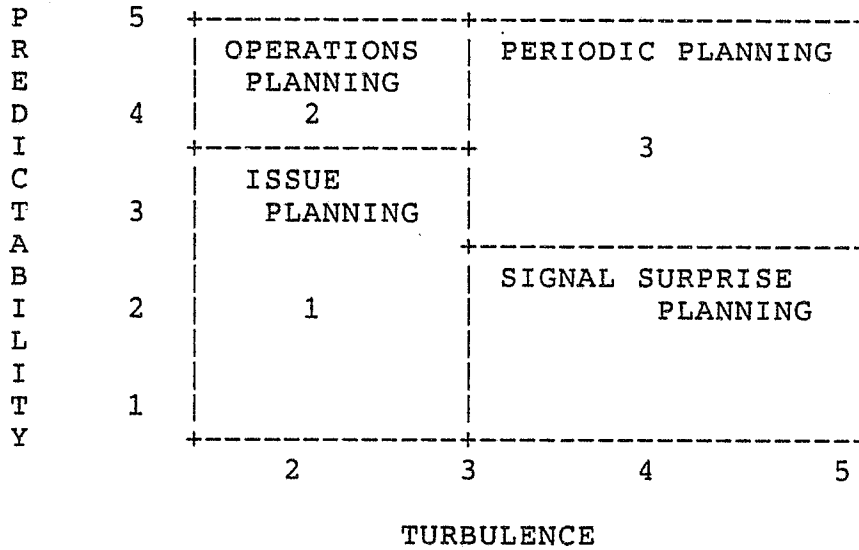
Issue planning is very suited to items which require legislative action. With the sunset clause in current law, the legislature will have to act to maintain and/or increase arrest and prosecution. The legislature might also institutionalize crisis intervention, as outlined earlier, as an element in a comprehensive program against spousal abuse. Monies for prosecution units might be linked to counties which include a crisis interventionist system in the overall approach to domestic violence.

Operations planning is appropriate in the training area. The training delivered and the preparation of the approved material is the specialty of POST. The task force concept originally used to complete the initial training efforts can be repeated for the annual training requirement. The inclusion of this in the advanced officer course or as a one day course is within the purview of POST. the training could be done by the POST Commission without any further legislation.

Periodic planning works well for the annual media campaign and teaching in the schools where there is a definite start and finish to the school year. The curriculum needs to be updated periodically. Each year the media information needs

to be redone. This planning system is the one to be used for Policy #3.

PLANNING SYSTEMS



- 1 - Arrest and prosecution; crisis interventionists
- 2 - Training of police
- 3 - Media blitz tying in alcohol and drugs along with educational institution involvement

Figure #17

## CHAPTER #4--TRANSITION MANAGEMENT PLAN

### Introduction

There is not a statewide vehicle presently in place to implement the strategy necessary to achieve the desired goal. There are three loose knit coalitions in California, geographically located, but they are not wealthy and do not have a lot of present ability to get all of the desired results. The coalitions are limited in scope. The creation of a diagonal slice task force, statewide, to further the strategy outlined here, needs to be formed. The Governor and/or the Attorney General of California needs to begin the process and form the task force. Legislative involvement at the same time should include membership on the task force. Spousal abuse is a non-partisan issue which should garner support from both the legislative and executive branches of the state government.

The task force needs to select a project director and an assistant. The group needs to represent law enforcement, social service agencies, courts, educational institutions, the Legislature, the Governor, and the Attorney General. The task force used by POST to produce the training curriculum required by SB 1472 would be a good foundation for such a diagonal slice task force.

### Future State

The reduction, by twenty-five percent, of spousal abuse in California, by the year 2000, is the stated goal of this project. In place by that time would be legislation, regulations, and education to more adequately cope with the magnitude of the problem. Domestic tranquility is the desired future state. The criminal justice system should be able to handle effectively any perpetrators who have been missed by previous efforts, or the educational efforts taken at all levels of society. Regular refresher training for police and crisis interventionists, as well as social service workers, would be occurring on an annual basis as a normal part of refresher training.

### Present State

Today the identification of battering relationships grows at an ever increasing rate. The use of arrest and prosecution is just now becoming commonplace throughout the state. The educational efforts are piecemeal and on an as-called-for basis without continuity. Legislation is introduced yearly to bolster, here and there, the legal attempts to deal with the spousal abuse problem. The media reports heavily on violence, including domestic violence. Victims are normally very reluctant to proceed with criminal processes. They often stay in the relationship too long and are seriously injured or killed. Social workers are not readily available except during regular business hours. The use of printed



material and hot lines assumes victims will read and act, when reality tells us many will not.

Police are just now finishing training in domestic violence. In some agencies all personnel have not yet received the required training. It will be another year before all officers in this state will have received training. The definition of domestic violence in section 13700 of the California Penal Code is not explicit enough to assure that statistical data being gathered is accurate and will be comparable from year to year. The first full year of state-wide data is not yet available.

#### Transition State

Legislation needs to be coordinated, negotiated, and passed to provide a comprehensive approach to the problem. The task force would be responsible to guide necessary legislation through the process and to obtain the Governor's signature. POST needs to implement an annual training program for peace officers to keep them constantly updated on spousal abuse and methodologies to combat it successfully. An annual media campaign needs to be designed and implemented by the Crime Prevention Unit in the Attorney General's Office. "Domestic Tranquility Month" needs to be prepared and executed by the Governor's Office. The educational institutions need to include curriculum appropriate for each grade level, up to and including college, in their educational programs.

### Critical Mass

"Critical mass" is the group of stakeholders, including snail darters, whose support is absolutely necessary in order to successfully implement the strategic plan. For this multi-faceted strategy the critical mass is relatively large.

The following stakeholders comprise the critical mass for this project:

Sheriffs  
Police chiefs  
Legislature  
Governor  
Attorney General  
Schools  
POST  
Advocates against domestic violence  
Domestic violence shelter agencies  
League of California Cities  
County Supervisor's Association of California  
District attorneys  
Women's advocacy groups  
Parent-teacher associations

A commitment chart was drawn to analyze positions of each critical mass component as presently positioned and as they need to be positioned to implement the strategic plan successfully (see Figure #18).

### Current to Future Commitment

The Legislature and the Governor need to move from helping the change to making the change happen. There will be an election just prior to the implementation date of the complete strategy. This means the strategy must be introduced into that political process so candidates can take a

C O M M I T M E N T   C H A R T

A C T O R S   I N C R I T I C A L   M A S S	T Y P E   O F   C O M M I T M E N T			
	B l o c k   I t H a p p e n i n g	L e t   I t H a p p e n	H e l p   I t H a p p e n	M a k e   I t H a p p e n
1. Sheriffs		O----->X		
2. Police Chiefs		O----->X		
3. Legislature			O----->X	
4. Governor			O----->X	
5. Attorney General		O----->X		
6. Schools		O----->X		
7. POST			O----->X	
8. Advocates Against Domestic Violence			X<-----O	
9. Domestic Violence Shelter Agencies			X<-----O	
10. League of California Cities	O----->X			
11. County Supervisors Assoc. of California	O----->X			
12. District Attorneys		O----->X		
13. Women's Advocacy Groups			X<-----O	
14. Parent Teacher Assoc.		O----->X		

O - Current Commitment  
X - Future Commitment

FIGURE #18

stand. This also creates a lot of free publicity for the strategy and gets it into the public eye, which is one of the main purposes of this plan.

The organizations comprised of elected city and county officials normally would block this strategy on a cost consideration. The cost is not great for the plan, but a selling program is necessary for elected officials' support at the local level through their statewide organizations. They need to let it happen.

Police and sheriff departments have been abdicating their responsibilities to make decisions on policy and manpower deployment because women's groups have been advocating strongly to use the police and the criminal justice system as the response to spousal abuse. It is time for law enforcement to stop letting it happen and start helping it to happen.

The Attorney General and the schools have not been actively involved in this issue. They must move from letting it happen to helping it happen. Both will have major roles to play in the future with the implementation of this strategy.

The women's groups, agencies running shelters, and advocates against domestic violence, have been making it happen for over ten years. As such the inputs of other players have not been as strong. The weaknesses today in our approach to

spousal abuse are a result of an incomplete cast. These groups need to cooperate with other principals to help it happen.

The district attorneys have been letting it happen without enough input into an area where they have ultimate authority to charge persons with crimes. The district attorneys also need to become more involved and help it happen.

Finally The parent-teacher associations need to take a stronger stand. So far they have let it happen, and they need to help as well. A statewide involvement by these groups would really help with the educational and role-modeling elements of the strategy. Without their support we will not see the changes in the schools that are necessary for success.

#### Technologies

Several technologies will be used to accomplish the transition. They will be used in a concerted effort to achieve the objectives outlined in the strategy. Among these are the following:

Constituency Group - The critical mass must be represented in this group. There should be a statewide umbrella group which takes information from advisory constituency groups in each of the counties, or in combined counties with populations under 500,000. This

group needs to be formed in early 1989 in order to have enough time to do its work and make the target date of January 1, 1991, for full operation of this strategy. The group should be a diagonal slice of the agencies involved in dealing with spousal abuse and its aftermaths, and the state government.

Project Director and Assistant - Great care in the selection of these key people is necessary. The Attorney General should chair the statewide constituency group and each county group should have a sheriff, district attorney, or police chief as chairman. These chairpersons would select the project director and assistant to be the staff for the project. They may well come from the state work force, or from a local jurisdiction which can afford to release them for the time it will take to implement the strategic plan.

Doom Scenario - A realistic doom scenario based on the trends and events identified in this project can be created by the constituency group staff based on current information available in early 1989. The scenario would be used in the campaign for offices being decided in elections occurring between then and the target date. The scenario would also be useful in media presentations, if graphically expressed in video spots and the printed media. Audio media could provide assistance with audio spots as well.

Desired Future Scenario - Much as was done with the "Doom Scenario" above, the material could be presented in a similar or contrasting way. The preparation and timing would be the same. Task force staff would develop this scenario also.

Responsibility Charting - With a project this large and encompassing, there would be a real necessity to have this technology in use. Keeping track of who was doing what and that everything required is completed on time will be a large undertaking.

Accountability Charting - This technique will be used in conjunction with the one above. Between the two technologies the project director should be able to manage the task of implementing the strategy by the target date.

Since this effort is intense and of relatively short duration the charting technologies are very important. The scenarios need to be used to provide a common understanding of the approach being proposed so adoption, as necessary, will be possible. Leadership of the project director and the assistant director, as well as the contingency group chairpeople, is paramount.

Time Table

May 2, 1988 - Command College Project submitted by author.

July 1, 1988 - Presentation of Project by author.

July 5, 1988 - Small group formed by author to garner support for these strategies. The group would be law enforcement and social service oriented. Nominal or Policy Planning group members would be asked to participate. Send a copy of the report to the, "Joint Task Force on the Changing Family", of the California State Legislature. Ask for its assistance in implementing the plan.

July 15, 1988 - Chiefs' and sheriffs' associations contacted and support requested.

August 1, 1988 - State Superintendent of Education and state PTA president contacted and support requested.

August 15, 1988 - Governor and Attorney General contacted and support requested.

September 1, 1988 - Coalitions Against Domestic Violence contacted and support requested.

September 15, 1988 - POST Commission presented with the strategy and asked to consider implementing their portion by the target date as well as being a part of the constituency group format.

October 1, 1988 - District Attorneys Association contacted and support requested.

October 15, 1988 - Present the strategy to the League of California cities at their annual conference and ask for support.

November 1, 1988 - Present the strategy to the County Supervisor's Association and ask for support.

November 15, 1988 - Presentation made to California Peace Officers Association and their support is requested.

November 24, 1988 - Consider "Domestic Tranquility Month" being proclaimed by the Governor.

December 1, 1988 - Transfer organization of the task force to the Governor and/or the Attorney General.

January 2, 1989 - Begin forming the constituency group as quickly as possible and appoint chairpersons. Hire the



project director, assistant director, and staff as soon as possible.

February, 1989 - Convene first statewide meeting of the constituency group for organizational meetings and introduction to staff.

March, 1989 - Implementation under way.

April-September, 1989 - Implement strategic plan.

October, 1989 - Introduce necessary legislation.

November 24, 1989 - Second "Domestic Tranquility Month" proclaimed by the governor.

December, 1989 - Implementation efforts and legislation efforts continue. Schools begin discussions of their role and strategy for implementation in 1990-91 school year. 1990 media campaign preparation begins.

January 1990 - Legislation becomes extremely important. Target date is less than one year away! Office hopefuls become bonafide candidates to consider for the fall election. Old and new participants must be considered.

February-June, 1990 - Legislation needs to be passed and signed by Governor.

June-September, 1990 - POST training is finalized and approved. Training to begin in the fall.

September-October, 1990 - Training in high gear. Schools have begun their part of the strategic plan. Media campaign is readied for use.

November, 1990 - Third "Domestic Tranquility Month" is announced by the Governor. Media campaign begins. Training for police continues. School programs also continue.

December, 1990 - Last minute arrangements are made. Crisis interventionist training is provided statewide. All other elements of strategic plan completed.

JANUARY 1, 1991 - Sunset clause on section 13700 et. al. of the California Penal Code occurs. New legislation goes into effect. Crisis interventionist concept is legitimized statewide. POST training institutionalized. TARGET DATE IS ACHIEVED!

## CHAPTER #5--CONCLUSION

### Summary

As a result of the research conducted, it appears that we have a lot more to do if we really want to eliminate spousal abuse in this state. The current trend for arrests and prosecution has shown to be possible only in about 26% of the cases reported in Albuquerque, New Mexico, where they have a mandatory arrest policy and probable cause arrest in misdemeanor cases (Baca, 1987). The percentage is even higher in Minneapolis which is reputed to be one of the toughest towns on spousal abuse in the country, but it is still only about 37% (Sherman, 1988). In Newport News, Virginia, the P.R.I.D.E. program is also tough on arrest and the ability to make probable cause arrests still does not result in a majority of domestic violence calls ending in arrest (Foster, 1988).

The use of arrest and prosecution, even with a hostile and uncooperative victim, in felony cases does not seem to be a problem. Most people agree that arrest is the proper disposition in those cases which have deteriorated to felony offenses. The first assault, however, is not typically that severe. What then do we do with the other 75% or so of the cases where arrest is not possible?

The vast majority of spousal abuse incidents to which the police respond do not have arrest as a potential outcome.

Could these be incidents occurring earlier in the cycle of domestic violence? If so an earlier crisis intervention may be able to break the cycle before arrest is even necessary. Might this be a more effective and less expensive alternative?

In Escondido and San Diego, California, and New York City this writer visited model programs that have this alternative in mind. They provide trained counselors. In California they use volunteers willing to intervene as soon as the police are aware of a potential battering relationship. In Escondido they provide 24-hour, 7 days-a-week coverage, within 30 minutes, and have for many years.

#### Recommendations

The following recommendations appear appropriate to progress towards reducing spousal abuse in California over the next 12 years. These recommendations appear to be the strategy of the 1990's--as separation was the preferred response in the 1960's, mediation was in the 1970's, and arrest was in the 1980's. A more comprehensive approach is needed in the future. These recommendations suggest such an approach:

1. Enlarge the use of voluntary crisis interventionists to provide victim support at the scene. Further, interventionists would serve as field intake workers, both bolstering victims to proceed with appropriate corrective

- action and signing offenders to treatment contracts,  
enforced as separate legal requirements;
2. Add a curriculum element at all levels of the educational system covering spousal abuse as a crime, that should not be tolerated;
  3. Include training for seventh and eighth grade students on proper dating behavior in relationships with members of the opposite sex;
  4. Continue or increase arrest and prosecution to reinforce earlier efforts to stave off criminal violent acts;
  5. Include eight hours of annual training for peace officers in domestic violence in current advanced officer training programs;
  6. Continue the police basic academy curriculum in domestic violence;
  7. Introduce a "Domestic Tranquility Month" declared by the Governor from Thanksgiving through Christmas each year; and
  8. Produce an annual media campaign by the Crime Prevention Unit of the Attorney General's Office on abuse prevention.

These recommendations will require legislation and funds for implementation. The costs are less, however, than continuing to add courts and judges and attorneys and jails and probation and parole officers. By using volunteers or paid staff at the front end, it will be much cheaper in the long run than paying for the more expensive personnel at the other end. We are far better to prevent violence, to save lives and injury, than we are to handle the case in the criminal justice system after the fact.

A paid coordinator in each county, with a small staff in the bigger counties, can handle a lot of volunteers. The use of interns for field work is an excellent way to deal with the need and provide the future counselors with their required 5000 hours of case work before they can be licensed. This will require a change in attitude. We are talking about field work in less than ideal conditions when people are not at their best. This has been the policeman's lot for a long time. It is time for social workers to do the same and be available around the clock and on weekends.

Victim assistance funding is very important in the meantime. Shelters and victim counseling programs need to be in every county so all victims may be served appropriately. By 1990 federal and state funds for this purpose will be greatly reduced unless additional appropriations are made available. A guaranteed source of funding for these services needs to be

obtained. Again we might tap a taxing source like alcohol to provide such funds.

The cost for one prisoner in state prison for a year is \$17,715 (Van Winkle, 1988). A California Youth Authority Ward costs \$29,059 a year (Scammell, 1988). A student in a California public school costs \$3,296.46 a year to educate (Oliphant, 1988). These figures show prevention and education are a lot less expensive than punishment.

Treatment of offenders in counseling programs, where they stop their violent behavior, keeps them from creating future victims.

Alcohol and drugs are more and more involved in domestic violence (Schooley, 1987). That means we need to provide combined counseling and treat the whole person. If we do not, we cannot expect to alleviate the problem. This will cost money, but a multi-faceted approach will be more cost-effective than a criminal justice process which loads up our jails and prisons at a very high price.

APPENDICES

- A. Sources Consulted
- B. Nominal Group Participants
- C. Candidate Trends
- D. Candidate Events
- E. Policy Planning Group Participants
- F. Modified Delphi Process Instrument

APPENDIX A

SOURCES CONSULTED

Personal Contacts

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APPENDIX B

NOMINAL GROUP MEMBERS

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Ross Sutton, Lieutenant, Walnut Creek Police Department.

Barbara Zuniga, Presiding Judge, Walnut Creek-Danville Judicial District.

## APPENDIX C

### CANDIDATE TRENDS

1. More creative sentencing.
2. More community education.
3. Police training increased and improved on domestic violence.
4. Emergency care givers more aware of problem.
5. Increased divorce rate.
6. Increased violence as a reaction to stress.
7. Schools, elementary through high school, increasing curriculum in this area.
8. Constant display of spousal abuse and violence in the media.
9. Increased demand for government to provide funding for emergency care and crisis intervention.
10. Earlier intervention in education and prevention with children.
11. Funding sources for social service agencies decreasing rapidly.
12. Decrease in the stigma of being a victim.
13. Increase in the accountability of the abuser.
14. Reported domestic violence cases increasing.
15. Legal system leaning more to protecting victims.
16. Increase in incidence of domestic violence.
17. Increased population, traffic, density, city congestion/stress.
18. Woman is man's property and he can do whatever he wants with her continues to prevail.
19. Increase in the reporting and incidence of violence in teen dating relationships.
20. Increasing citizen involvement in local issues and problems.
21. Computerizing victim records and networking with more shared information is increasing.
22. Cultural expectation of problem resolution in 30 to 60 minutes or 90 minutes for a special continues.
23. Increase in the number of women abusers due to stress of working/raising family/being a good wife.
24. Change of perception of stereotypes on domestic violence and ethnic populations.
25. Increased need to deal with domestic violence as it affects gay and lesbian populations.
26. Increasing expense of private mental health care, taking it out of people's reach.
27. Increased need to provide care or shelter for children during crisis.
28. Merging of domestic violence services within mental health community services.
29. Male-female roles continuing to change rapidly.
30. Increased competition by women for traditional male jobs.
31. Increase in interest of health and stress reduction techniques.
32. Increased substance abuse, both alcohol and drugs.

33. Increase in working women.
34. Coordination of alcohol, drug, and domestic violence treatment strategies increasing.
35. Increase of women in positions of political authority.
36. Increase in police use of arrest as a crisis intervention.
37. Greater involvement of the clergy in domestic violence treatment.
38. Costs to deal with spousal abuse are rising.
39. Increased awareness that violence is passed on to generations.
40. Increased interest in peer group counseling.
41. Increasing number of fragmented, non-traditional families.
42. Service providers networking and combining services is increasing, i.e. AVAC.
43. Lack of control of availability of deadly weapons continues.
44. Increasing number of divorced women unable to afford child care and to support themselves.
45. Development of domestic violence training and education programs.
46. Increased awareness that domestic violence is not limited to any socio-economic group.
47. More awareness of available services for both victims and abusers.
48. Machismo remains prevalent.
49. Increased use of probable cause arrest across the nation.
50. Increasing community awareness, making it easier for victims to seek help.
51. Increasing immaturity of the younger generation.
52. Increasing women's rights movements/recognition of women's rights.
53. Increased recognition of family court participants as risks to security with protective measures being taken.
54. Historical trend of national policy to intervene in conflict through the use of force.
55. More training and education for service providers on how to defuse violent behavior.
56. Jail population increases and home arrest custody capability.
57. Jail populations increasing.
58. Increased glamorization of violence by the movie media.
59. More re-entry programs for women, i.e. jobs.
60. Number of immigrants with cultural differences in the treatment of spouses; language barriers; distrust of the system.
61. Police departments more responsive and willing to get involved in family disputes.
62. Increased view that domestic violence treatment is more cost-effective than imprisonment in terms of recidivism.
63. Shift of responsibility from state to local jurisdictions for mental health services.
64. Increased need for bilingual and multi-cultural services.
65. Early identification of families with potential for abuse is increasing.

66. Shift in state political structure as a result of third world population increase.
67. Trend of victims to continue relationships with batterers.
68. Increased awareness that children are the silent victims.
69. Increased crimes caused by race, religion, ethnic background, and sexual orientation.
70. Trend to make women responsible for emotional stability of the family while the man earns a livelihood.
71. Increase in marriage breakdown due to the "me first" syndrome.
72. Change in domestic violence policies as to third world populations in metropolitan communities.
73. Counseling for men becoming more prevalent.
74. National trend to return to conservatism.
75. Exploitation of the domestic violence issue by the media.
76. Law suits against cities, counties, and officers for mishandling domestic violence cases is increasing.
77. Trend continues that men are not supposed to show emotion. A man who cries is a sissy.
78. Increasing treatments for batterers including in the field and home visits, i.e. respite centers for men.
79. Funds for local government services are decreasing.
80. Decrease of community respect for the criminal justice system.
81. Increase for child care for working moms.
82. Police involvement in TRO and custody orders is increasing.
83. Continuing trend in society to place blame for domestic violence on the woman.
84. Increased population mobility and loss of support systems such as family and friends.
85. Liberalized sentencing for violent crime perpetrators.
86. Domestic violence victims increasingly identified with the issue of homelessness.
87. Increasing recognition of the costs of domestic violence to business and industry will result in funds for employee assistance programs.
88. Courts are starting to take domestic violence into account in custody and visitation decisions.
89. Aging population.
90. Increased societal violence.
91. Service agencies maxing out on volunteers.
92. Waning interest due to other social problems.
93. Increased awareness of health education training as it pertains to domestic violence.
94. Economic realities prohibit proper disposition of spousal abuse cases.
95. Affordable housing decrease, high density living/stress.
96. Poor population and rich populations increasing; middle class decreasing.
97. Court injunctions against jail overcrowding increasing.
98. Increased professional counseling staff.
99. Self-esteem as an issue being taken seriously.



100. Increased awareness of gender bias in courts against women attorneys.
101. Increased research in domestic violence field.
102. Increased perception by the public that prevention is more cost-effective than treatment.

APPENDIX D

CANDIDATE EVENTS

1. Glut of third world populations saturates prisons.
2. Offenders with domestic violence priors charged with felony or enhanced penalties.
3. Jerry Brown re-elected governor and state goes bankrupt.
4. Southern California becomes a state.
5. Legislation prohibits plea bargaining in domestic violence cases.
6. State prohibits victims from refusing prosecution. It is mandatory.
7. Diversion for first time offenders is mandated.
8. Death by AIDS reduces domestic violence significantly.
9. Police adopt policy for mandatory arrest wherever legally possible.
10. Mandatory jail sentence for second time domestic violence offenders.
11. 1986 definition of domestic violence given in law in California. (AB1594)
12. AB 1599 takes affect on 1 July, 1988. Requires TRO's and other orders to be done by the police.
13. Women gain the right to vote.
14. Twenty percent reduction in community mental health services occurs.
15. No custody at all allowed in misdemeanor cases.
16. First national hot line started in 1987.
17. State passes probable cause law for misdemeanor domestic violence cases.
18. Mandatory metal detectors required in family law court.
19. Mexican government and economy collapse. Massive immigration to California.
20. Steady 1% per year increase in mental health funds guaranteed.
21. Federal government requires mandatory counseling for domestic violence perpetrators.
22. State requires defendants to pay for their own incarceration.
23. U.S. declares war on Iran.
24. Domestic violence cases gridlock the criminal justice system.
25. State mandates domestic violence prevention training at all levels of the educational process.
26. Federal government provides victims with financial assistance.
27. Death penalty enforced in California.
28. California accepts Spanish as a bilingual language.
29. Legislation limits lawsuits against government for domestic violence intervention.
30. Public outcry against pending death penalty cases.

31. Federal or state government bans private ownership of handguns.
32. Economic riots break out due to cultural and social class conflicts.
33. State provides funding for mandatory prosecution units in the district attorney's offices in all counties.
34. Immigration increases 1988 quotas for central American entry.
35. No federal funds allowed to implement Attorney General recommendations.
36. Stock Market collapses.
37. Funding made available for self-esteem building.
38. FCC prohibits physical violence from prime time television.
39. Funding guaranteed for child care and shelter.

APPENDIX E

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APPENDIX F  
RATING SHEET FOR POLICY DELPHI

Alternative 1:

Feasibility	DF	PF	PI	DI	SCORE -
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 2:

Feasibility	DF	PF	PI	DI	SCORE -
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 3:

Feasibility	DF	PF	PI	DI	SCORE -
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 4:

Feasibility	DF	PF	PI	DI	SCORE -
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 5:

Feasibility	DF	PF	PI	DI	SCORE -
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

Alternative 6:

Feasibility	DF	PF	PI	DI	SCORE -
	(3)	(2)	(1)	(0)	
Desirability	VD	D	U	VU	
	(3)	(2)	(1)	(0)	

FIGURE # 19

## APPENDIX F

### MODIFIED DELPHI PROCESS

The first round of the modified delphi process resulted in the following total scores for each of the 15 alternatives:

1. 4,3,5,4,3,5,4=28
2. 5,4,2,4,1,5,3=24
3. 5,5,4,3,2,6,2=27
4. 6,5,4,4,4,5,5=33
5. 3,4,3,3,6,5,6=30
6. 4,6,5,6,4,6,5=36
7. 3,4,5,4,3,4,3=26
8. 6,5,5,5,3,5,5=34
9. 6,5,4,4,3,4,6=32
10. 6,3,4,1,3,6,3=26
11. 4,5,3,4,2,5,5=28
12. 6,3,4,5,4,6,6=34
13. 5,6,6,6,5,6,6=40
14. 5,6,5,5,5,4,6=36
15. 4,4,2,3,4,4,4=25

Each alternative with a score of thirty or more was selected for a second round.

The second round of the modified delphi process resulted in total scores for each of the eight alternatives as follows:

4. 5,3,4,4,6,5,4=31
5. 3,5,4,3,4,4,4=27
6. 4,4,6,6,6,6,6=38
8. 6,3,6,6,4,4,6=35
9. 5,3,3,4,6,6,5=33
12. 5,3,6,3,6,3,6=29
13. 5,5,6,6,6,6,6=40
14. 5,4,4,5,5,6,4=33

Alternatives 6, 8, and 13 received total scores of at least 35 on the feasibility-desirability combination. On that basis the three highest scoring policies were re-numbered 1,2, and 3 for the identification of stakeholders and snail darters.