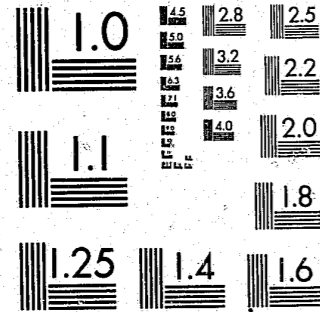


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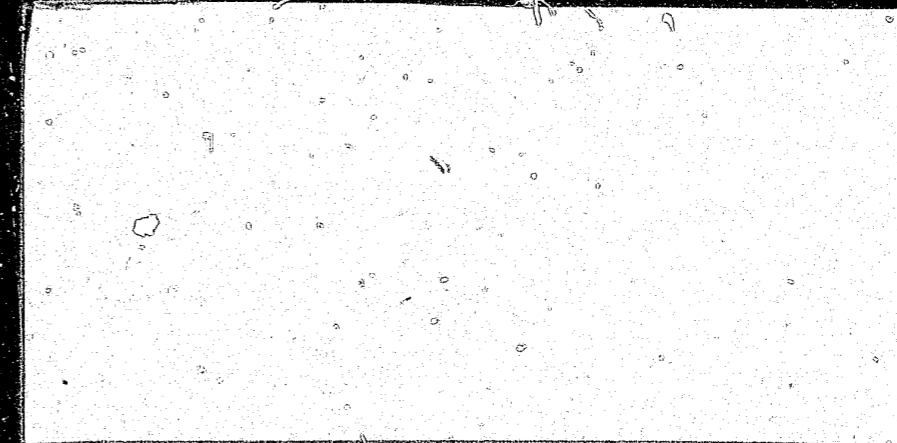
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# EVALUATION OF DOMESTIC VIOLENCE IN THE SAN DIEGO REGION

August 1981

San Diego



ASSOCIATION OF  
GOVERNMENTS

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## Preface

The Criminal Justice Evaluation Unit of the San Diego Association of Governments (SANDAG) was authorized by the San Diego Regional Criminal Justice Planning Board (SDRCJPB) to evaluate projects funded to address the problem of domestic violence. The San Diego region received approximately \$1.1 million for two years from the federal Law Enforcement Assistance Administration (LEAA).

The goals of the projects were to provide an effective response to victims of spouse assault, rape and child abuse, by reducing victim traumatization and by increasing arrests and convictions of offenders. Since the problem of domestic violence requires intervention by many agencies, evaluation efforts examined the impact of these agencies as well as the funded projects.

The Executive Summary of this report presents issues, conclusions and recommendations relevant to issues raised by the RCJPB. An in-depth discussion of each issue and analysis of projects' activities follow the summary.

This report should be useful to social service and criminal justice personnel who are interested in the issue of domestic violence and the factors that affect services to victims. Also, the findings may assist local policymakers and administrators in funding and program decisions regarding the projects studied.

The assistance and cooperation of the projects' staffs and personnel in criminal justice and social service agencies toward evaluation efforts is gratefully acknowledged.

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## EXECUTIVE SUMMARY

## Executive Summary

### NARRATIVE

The San Diego Regional Criminal Justice Planning Board (SDRCJPB) identified domestic violence as a significant problem during the priority development process for 1978-81. Approximately \$1.1 million was allocated from the federal Law Enforcement Assistance Administration (LEAA) to develop new programs and augment existing ones serving battered women, rape victims, and child abusing families. First year evaluation efforts documented the incidence in North County and incorporated the activities of four LEAA-funded projects. Since intervention efforts require coordination among several agencies, evaluation tasks were system-oriented rather than project-focused. In the second year, data were collected from projects/agencies other than North County to enhance the regional perspective on domestic violence. Information obtained about the four projects relates to the overall LEAA objectives and therefore does not address the total scope and nature of services.

The SDRCJPB identified three major objectives in the solicitation for proposals:

1. To provide an effective response to social assault calls.
2. To reduce victim traumatization associated with the investigation and prosecution of these cases.
3. To increase the number of social assault arrests and convictions.

To evaluate efforts toward the objectives, data were collected from project staff, clients/victims receiving services, other service providers, and criminal justice agencies. A brief description of the North County projects is presented below.

Women's Resource Center. The Center has provided services to victims of rape and domestic violence since 1974. Primary services are crisis intervention and referral of victims to appropriate service agencies. Funding sources included the County of San Diego, United Way, and the Regional Employment and Training Consortium (RETC). The LEAA funds were requested to provide services to 72 additional clients by hiring more staff, recruiting and training volunteers, and expanding the telephone hotlines.

Casa de Amparo. Since 1977, Casa de Amparo has provided 24-hour shelter care for abused children and counseling for parent abusers.

Funding sources included the County of San Diego and RETC. The LEAA funds were to provide additional bedspace, expand the telephone hotline, and hire more staff to develop a family caregiver program.

Oceanside Victim Aid Project. Prior to LEAA funding, the Oceanside Police Department had two non-sworn counselors working with victims on both the investigative and counseling/referral aspects of social assault. The project, funded in 1979 by LEAA, intended to fill unmet needs by establishing relationships with victims of assault, rape and child abuse. Victims are advised of appropriate community resources and contacts are made to inform agencies of the victims' needs.

Escondido Victim-Witness Project. The Escondido Youth Encounter (EYE) has been locally funded since 1969 and provides comprehensive counseling to youth and their families. With LEAA funds, the EYE and the Escondido Police Department coordinated a program to work with rape and family violence victims. The counselor was expected to reduce victim trauma, provide assistance during the judicial process, and refer victims to long-term social services when necessary. With the exception of the Oceanside program, services continued through other funding sources when the LEAA funds expired. Pending approval, the Oceanside program will receive continuation funds from LEAA for an additional year.

Since the issue of domestic violence involves coordination and interaction among several agencies, findings, conclusions, and recommendations are systems oriented as well as project focused.

#### RECOMMENDATIONS

##### SPOUSE ASSAULT

1. Police agency administrators should encourage patrol officers to complete written reports on incidents of spouse assault so actual incidence can be determined and repeat occurrences can be documented.
2. The San Diego Regional Criminal Justice Planning Board should encourage law enforcement agencies to compile statistical data concerning incidents of spouse assault. This could be accomplished through the Automated Regional Justice Information System (ARJIS) by an additional code on the regional crime/incident report.
3. Prosecutors should carefully screen complaints filed for spouse assault to increase the number of offenders diverted to mandated counseling programs.
4. The Regional Criminal Justice Planning Board should examine the problems that hinder the effectiveness of the state mandated diversion law and track the number of defendants referred to diversion. If findings suggest areas that warrant improvement, the RCJPB should recommend changes to the state legislature.
5. Criminal justice agencies should insure that all personnel receive training in the dynamics of spouse assault and the alternatives and sanctions available to these agencies for assisting victims.
6. Legislation enacted last year provides additional revenues for shelter facilities by increasing the fee for marriage licenses. As a result, \$141,500 was collected in San Diego County from July, 1979 to June, 1980. When these funds are allocated, the County should insure that the priorities of shelter and counseling continue to be addressed.
7. Services of the LEAA projects should continue and funding sources should require outcome information regarding services provided to insure accountability of objectives. Both Casa de Amparo and Battered Women's Services have developed extensive internal assessments that include client characteristics, kind and quantity of services provided, and client assessment of progress toward specific goals. These procedures should be used as models by other projects.

##### CHILD ABUSE

1. The County should develop a centralized information system to include cases of substantiated child abuse with information such as kinds of services provided, by whom, disposition (e.g., placement



of child, court jurisdiction), adult charges, and data on recurrent abusive behavior.

2. The Department of Social Services, with assistance from the Child Abuse Coordinating Council and service providers, should develop specific procedures and guidelines related to counseling of child abusing families. Explicit goal criteria and behavioral expectations should be developed for specified time periods on a contractual basis. Since coping behaviors of child abusers are contributing factors to abuse, these should be addressed in treatment plans. In addition, data reflecting characteristics of offenders and victims should be utilized.
3. The Department of Social Services should examine staffing levels in the children's division based on investigative and rehabilitative services requested and determine feasibility of increasing staff in these areas.
4. More "parenting" classes should be available throughout the region and parents should be mandated to attend. County administrators should discuss this issue with judges and members of Boards of Trustees of local community colleges and high schools.
5. The County should explore the feasibility of enhancing the Emergency Response System to incorporate a multi-disciplinary approach that would provide services after protection and safety of the abused child are insured.

#### GENERAL

1. The LEAA funds provided the impetus for coordination between criminal justice agencies and social service providers. These efforts should be maintained by continued referrals to social services by police and prosecutors and mutual sharing of information.
2. Projects that serve domestic violence victims should continue their outreach efforts with the public.
3. All forms of media in San Diego should take a more active role in informing and educating the community with regard to the dynamics of domestic violence and available services in the region.

#### ISSUES, CONCLUSIONS, AND FINDINGS

##### ISSUE 1: WHAT IS THE INCIDENCE, PREVALENCE, AND NATURE OF DOMESTIC VIOLENCE IN THE SAN DIEGO REGION?

#### CONCLUSIONS

##### Spouse Assault

Data indicate that the occurrence of violence between spouses is not uncommon throughout the San Diego region and that this offense is underreported by law enforcement. However, during the past year, offenses reported to the police have increased. This is probably due to increased report writing by officers rather than an increase in actual incidence. Victims' requests for services provided by community agencies have also increased.

A significant proportion of spouse assault victims had injuries requiring medical treatment, with hands and feet being the weapons most frequently used. Victims who seek protection from abusers in shelter facilities generally do not have alternative resources. Data reveal that there is an association between spouse assault and child abuse.

#### FINDINGS

1. Reported spouse-related assaults in North County were 17% of the total assaults reported to law enforcement in FY 1979-80.
2. Reported spouse assault cases showed an overall increase of 6% over a two-year period. The proportion of repeat occurrences of spouse assault declined slightly when the two periods were compared, 7% to 6%.
3. Thirteen percent (13%) of the police officers surveyed said they do not write reports in family disturbance incidents and 70% said they complete written reports on from 1 - 4 incidents out of 20. In a study of actual police calls for service to family disturbances in the City of San Diego, reports were written for 8% of the calls dispatched. In Chula Vista, reports were written in 10% of the family disturbance calls.
4. Of citizens surveyed in the region, 32% said that wife beating was a problem in their community.
5. A high proportion of requests for services to Battered Women's Services were from these subregional areas: Central San Diego, Mid-City, El Cajon, Coastal, Kearny Mesa, Elliot-Navajo, National City, Spring Valley, and Southeast San Diego.
6. Hotline calls to Women's Resource Center over a two-year period showed an increase of 210% from the base year (1978-1980). The number of adults given shelter at Battered Women's Services (BWS) during the same period increased by 44%.

7. Of 724 spouse assault incidents studied, 75% involved injuries. In 152 of those incidents, medical treatment was required.
8. Eighty-two percent (82%) of the spouse assault incidents involved the use of hands and/or feet intended to inflict injury. Guns and/or knives were used in 8% of the cases. In the remaining incidents, other types of weapons and objects were used.
9. Of the women provided shelter at Battered Women's Services, 89% had household incomes under \$1,000 per month and public assistance funds were the primary source of income for 40% of the residents. Forty-three percent (43%) indicated that they did not finish high school. More than half (63%) of the residents were married at the time they sought shelter.
10. Of the spouse assault incidents resulting in shelter at the BWS facility, twenty percent (20%) also involved child abuse.

#### CONCLUSIONS - CHILD ABUSE

Reported child abuse has increased substantially over a three-year period (1978-1981). Findings suggest that awareness of child abuse by the community as well as professional service providers has contributed to increased reporting. These factors preclude definitive statements concerning the increase of actual abuse.

The metropolitan area of San Diego reflects the highest concentration of child abuse incidents. Physical abuse comprises the majority of reported incidents in the region and sexual molestation revealed the greatest increase over a two-year period. School personnel are the largest reporting source of abuse incidents. Differences between adult male and female abusers are apparent when the type of abuse and the age of the child are considered.

#### FINDINGS

1. Between 1979 and 1980, increases occurred in child abuse reported by these sources: Department of Social Services (59%), Public Health Department (48%), Regional Crisis Hotline (85%), San Diego Police Department (33%), University Hospital (13%), North County police agencies (5%).
2. Law enforcement records indicate that sexual abuse showed the greatest increase (32%) over the two-year period. Physical abuse is the type of abuse most frequently reported by all agencies (57% of the study cases).
3. In a 1981 telephone survey of 500 citizens in the region, 37% stated that child abuse is a problem in their community. This figure reflects an increase of 7% compared to 1979 survey results. In Oceanside, a higher percentage of the respondents (52%) indicated child abuse to be a problem (1981), compared to citizens in other areas.

4. Of abuse reported to the Emergency Response System (a 24-hour hotline and crisis intervention service) over a one-year period, thirty-one percent (31%) of the calls were initiated from the metropolitan area of the San Diego region. Twenty-two percent (22%) were from East County, 18% from the southern area, and 12% from North County.
5. In a survey of service providers, 56% indicated that all types of abuse have increased with sexual abuse perceived as reflecting the greatest increase (77% of respondents).
6. Over a two-year period, reporting sources did not change. School personnel remain the largest reporting group when accounting for all types of abuse.
7. Analysis of a sample of child abuse incidents indicates that adult males are more likely to abuse children over 12 years old. Males are also more likely to be offenders of sexual abuse with female children. Adult females are more likely to be involved in neglect incidents and physical abuse of younger children.

#### ISSUE 2: HOW DID THE PROJECTS IMPACT THE PROCESS BY WHICH VICTIMS MOVE THROUGH THE SYSTEM?

#### CONCLUSIONS

The North County projects' staffs served over 1,000 victims of domestic violence during the 18-month period studied. Recurrent incidents of spouse assault in the same household were reduced during the projects' operations. In addition, more offenders were charged by the District Attorney's Office. A variety of victims' needs were addressed either by the projects or by referrals to appropriate agencies. The results of intervention in child abuse incidents are difficult to ascertain because of cumbersome record-keeping in the Department of Social Services (welfare). The North County projects as well as other similar programs in the region had a positive impact on victims and enhanced coordination with other service providers and system components (criminal justice, medical, health, schools).

#### FINDINGS

1. A total of 1,123 victims/clients received services by North County projects from July 1979 through December 1980. Spouse assault victims comprised 41% of the total served, child abuse victims accounted for 50%, with the remaining 9% being victims of rape.
2. When two time periods were compared, data indicate that project staff reduced the percentage of spouse assault cases with repeat occurrences by 20%.

3. The number of spouse assault cases in which complaints were filed increased by 6%, based on a review of project records.
4. Ninety-six percent (96%) of the clients surveyed indicated that project staff were helpful. Of those advised to seek help from other agencies, 86% indicated that they did so. Over a third (39%) of the clients said that their problems had been resolved. The wide range of victims/clients needs may preclude total resolution within the scope of projects' services.
5. The proportion of victims in police records who were also served by the projects' staff varied from 32% (Escondido) to 62% (Oceanside).
6. Approximately half of the clients served were referred to other agencies for additional services. Referrals were primarily for shelter, legal assistance, public assistance (welfare) and private counseling. A significant number were not referred, indicating that client needs were met, or would be, through continued interaction with project staff.
7. Of a sample of child abuse cases referred to Casa de Amparo by police agencies, 68% of the children were in their own home six months after contact with Casa, an increase of 17% from the time of the initial contact.
8. North County service providers indicated familiarity with the services of the four projects. Agencies in existence for longer periods (Casa de Amparo and Women's Resource Center) and providing a wide range of services were more likely to receive referrals from service providers. The majority of those surveyed (99%) indicated that services by all projects should be continued.
9. A survey of San Diego City prosecutors indicated that similar projects have been helpful by increasing victims' knowledge of the criminal justice system and providing support services such as transportation.
10. Information was sought in the Department of Social Services (DSS) on 75 cases reported to police agencies, but data were available on only 36 of these through the primary data sources at DSS. Available information indicates that 52% of the child abuse cases in police records were acted on by welfare personnel on the same day as the cases were reported to police. One third (33%) of the 36 sample cases had an incident reported to social services prior to the case being reported to police agencies. Twenty-eight percent (28%) of the sample cases resulted in the juvenile court obtaining supervision of the child. Cases of physical and sexual abuse were more likely to result in court jurisdiction than neglect cases.

ISSUE 3: HAS THE RESPONSE BY THE CRIMINAL JUSTICE SYSTEM CHANGED AND HOW CAN IT BE MORE EFFECTIVE IN RESPONDING TO DOMESTIC VIOLENCE SITUATIONS?

CONCLUSIONS

Actions taken by criminal justice personnel during the projects' operations indicate an improved response to domestic violence disturbances. More arrests were made by most North County police agencies, more cases were referred for prosecution and the complaint/arrest ratio increased. The need for coordination with social service agencies to assist these victims has been recognized by both criminal justice and social service personnel. These changes may reflect corresponding attitudes that perceive domestic violence as a serious crime with victims who have a variety of needs.

Recognition of the significance of the criminal justice role in initial intervention efforts has just begun and must continue if victims are to be effectively served. If police file written reports, the extent of this problem will be documented which will enhance social service intervention. Without charges filed by the prosecutor, an offender cannot be diverted to mandated counseling. A small number of offenders were referred through mandated diversion partially because procedures for implementation of the diversion law are unclear.

Although nearly half of the police officers in the region have received training concerning family disputes, police handling of these situations varies widely among agencies. A substantial number of officers expressed a need for additional training.

FINDINGS

1. All North County police agencies, except Oceanside, reported more arrests of spouse assault offenders during the first year of projects' operations when compared to the prior year.
2. North County referrals to the District Attorney for prosecution increased by 7% and the percentage of those arrested who were charged with spouse-related assault increased by 6% when two time periods were analyzed.
3. The complaint/arrest ratio improved slightly as one of four persons arrested was charged for spouse assault prior to implementation of projects and one of three was charged in the subsequent year.
4. North County police officer survey data indicated that, after funding of projects, 8% more officers would always/often arrest a spouse abuser.
5. The percentage of officers who indicated they would always/often enforce a Temporary Restraining Order increased from 7% to 16%. For the entire region, the range is from 0 to 31% in 1981.

6. Nearly 10% more officers noted that they always/often complete written reports on spouse assault incidents.
7. The percentage of officers who agreed that their department had specific guidelines for handling of family violence situations increased by 15% in the second year (34% to 49%).
8. Prior to projects' implementation, 8% of the officers indicated that they had been trained in the area of family disputes. Two years later, the percentage was 37%. Regionwide, this varied from 0 to 86% in 1981.
9. A need for additional training was expressed by officers concerning procedures related to spouse assault incidents.
10. In 1981, social service providers were more likely to agree that police officers are adequately trained to identify child abuse (18% vs. 11% in 1979).
11. Forty-four percent (44%) of the service providers felt that negative attitudes of criminal justice personnel toward domestic matters had not changed but 19% indicated that attitudes had improved.
12. A survey of prosecutors indicated that the victims' refusal to prosecute is the primary reason that social assault cases do not reach final disposition.
13. The effectiveness of the diversion law mandating counseling for offenders charged with assault is unknown according to 67% of municipal court judges. In its first year of implementation only 33 individuals were referred for counseling. Judges indicated that if diversion is enforced, it may be the most effective deterrent to recurrent spouse abuse incidents.

ISSUE 4: HAS SERVICE DELIVERY TO VICTIMS OF DOMESTIC VIOLENCE IMPROVED AND WHAT FACTORS INFLUENCE THE QUALITY OF SERVICES?

ISSUE 5: WHAT ORGANIZATIONAL STRUCTURES ARE MOST EFFECTIVE FOR SERVICE ASSAULT VICTIMS AND REDUCING REPEAT OFFENSES?

#### CONCLUSIONS

The key to effective intervention in domestic violence cases is the recognition of the need for liaison between criminal justice components and social service providers. In the past two years, the allocation of federal funding to address the issue of domestic violence has allowed these linkages to be developed. Agencies, whether serving battered women or child abusing families, provide more effective services when the scope of services addresses the diversity of victims' needs. Awareness of other agencies that can assist victims also enhances the effectiveness of core service providers.

Public awareness about the problem of spouse assault has increased although findings suggest that many victims are reluctant to seek help. Services for abused spouses considered most important to be maintained are shelter from the abuser, crisis intervention, and counseling. Increases resources should be expended for counseling for the abuser as a deterrent measure.

In regard to child abuse, specific factors previously identified as obstacles to effective intervention continue to be problems, although positive changes have occurred in service delivery. The problems relate to inadequate follow-up information to service providers, insufficient investigative and treatment resources, unclear criteria for quality of counseling services, and poor parenting skills. Service providers suggested ways that these problems can be addressed to enhance service delivery to child abusing families.

#### FINDINGS

##### Spouse Assault

1. In a pre-post survey of service providers, there was a decrease in the proportion of respondents who said that services for battered women are fragmented and poorly coordinated (decreasing from 74% to 50%).
2. Forty-four percent (44%) of the service providers indicated that coordination between criminal justice agencies and service providers had improved.
3. Community awareness of spouse assault has increased according to 47% of the service providers.
4. Forty-eight percent (48%) of the service providers indicated that no change has occurred in victims' unwillingness to seek help. The majority (87%) felt that the lack of awareness of community resources prevents many women from reporting beating incidents.
5. Nearly half (49%) of the providers said minimal resources are expended on the abuser, e.g., counseling.
6. When asked how resources should be expended, these services were ranked the highest: shelter for women and children (1), crisis intervention/referral (2), and counseling for the abusing spouse (3).

##### Child Abuse

1. Over a third (36%) of the service providers indicated that implementation of the state mandated 24-hour Emergency Response System has improved service delivery to child abusing families.

2. Improvement in community awareness about long range implications of child abuse was noted by 47% of the service providers.
3. Problems or obstacles that impede effective intervention in child abuse cases include: a) lack of a centralized, formalized procedure to provide information and feedback to service providers and insure necessary coordination; b) insufficient treatment resources for rehabilitative services to abusing families; c) non-specific guidelines regarding nature and quality of counseling needed for different types of abuse committed by various kinds of abusers; d) poor parenting skills; and e) lack of a multi-disciplinary team approach.

ISSUE 6: WHAT ATTITUDES ARE REFLECTED BY THE COMMUNITY WITH REGARD TO THE PROBLEMS OF SPOUSE ASSAULT AND CHILD ABUSE?

CONCLUSIONS

Based on a telephone survey of 502 San Diego County citizens, findings suggest that a third of the citizens perceive the issue of domestic violence to be a problem in their communities. Perceptions regarding the causes of abuse were consistent with professional research that identifies specific psychological and sociocultural factors associated with abusing families. The majority of citizens feel that outside sources should intervene in these situations to prevent further abuse.

1. Nearly a third (32%) of the citizens surveyed indicated that wife beating was a problem in their community. Eleven percent (11%) of the citizens said they knew a woman who was involved in a battering situation.
2. That police and/or courts should intervene in wife beating situations was agreed to by 66% of the respondents. Most (70%) indicated that they would call the police if confronted with the problem.
3. The majority of respondents (83%) stated that the reasons men beat their wives or girlfriends were related to psychological/ emotional problems of the men which contributed to feelings of anger and loss of control.
4. Forty-eight percent (48%) of the citizens' said that women stay in relationships in which they are abused because of economic dependency on the batterer and perception by victims that there are no alternatives to their situation. A third of those surveyed (33%) indicated that battered women had personality problems, were stupid, or masochistic and enjoyed being abused. Thirty-one percent (31%) of the citizens mentioned fear of reprisal from the abuser as a reason women stay.

5. Over a third of the citizens (38%) said that child abuse was a problem in their community, a 7% increase over 1979 survey results. In North County, 9% of the respondents said they knew a child abuse victim. In the rest of the region, this figure was 3%.
6. Seven percent (7%) of the citizens admitted that in their childhood, a family member had been abused.
7. When asked who they might call for help if they knew of a child being abused, the majority of people (67%) said the police.
8. In response to the question, "Why do some people abuse their children?", the majority of responses (83%) related to frustrations of adults associated with poor self-esteem and insecurity. Over a third of the respondents (35%) noted that parents who abuse children most likely were abused themselves as children and are not aware of alternative ways to handle children.

# Casa de Amparo

August 21, 1981

Susan Pennell  
Director Criminal Justice Evaluation Unit  
Suite 524 Security Pacific Plaza  
1200 Third Avenue  
San Diego, California 92101

Dear Suzie and Staff:

You are certainly to be highly commended on your extensive efforts put forth in this most comprehensive and significant report and analysis of domestic violence. It is rare that we as community agencies are able to examine our efforts objectively through reports and be aware of how they relate to the total impact throughout the County.

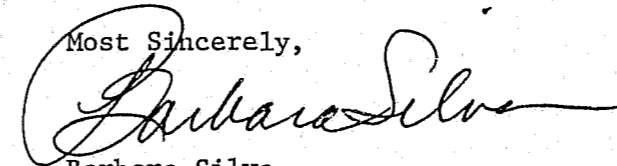
What is most encouraging about the results of your report is that after years of planning, developing and funding various individual programs for intervention in domestic violence, the community is now operating in a supportive and consequently very successful manner. Yes, there are still some problems with centralizing information and coordinating services but the awareness and perspective on the problems and solutions has been heightened. This is evident both by the response of service providers and clients in the surveys and also by the significant gains in intervention and treatment as shown by the statistics. The community agencies and Welfare Department alike have had to make many changes financially and programmatically over the past few years of this project, and many of us have felt frustrated and exhausted in our efforts to provide optimal service to families. Obviously both the individual and joint efforts and energies have proven to be the foundation of strength in the continuing process to minimize domestic violence in our county.

I hope that professionals will utilize this report as a basis for developing new programs to relieve problem areas and also to educate their staff on the total perspective of this issue in our communities.

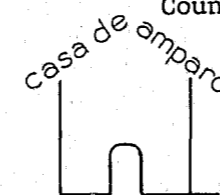
The staff at Casa de Amparo looks forward to working closely in the future with all agencies involved in domestic violence.

In closing, I would again like to give many thanks for your outstanding professional efforts.

Most Sincerely,



Barbara Silva  
Counselor



4070 MISSION ROAD ■ NO. 219 ■ SAN LUIS REY, CALIFORNIA 92068 ■ (714) 757-1200

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"Serving PEOPLE of all ages in North San Diego County"

# Women's Resource Center

4070 Mission Avenue • San Luis Rey • California 92068 • (714) 757-3500 • 24 Hours

August 25, 1981

Susan Pennell  
San Diego Association of Governments  
1200 Third Avenue  
Suite 524  
San Diego CA 92101

Dear Susie,

I would like to commend you and your staff for final report on domestic violence in North San Diego County.

The information in your report is enlightening and should help provide focus as to what services need to be expanded and created for victims of social assault.

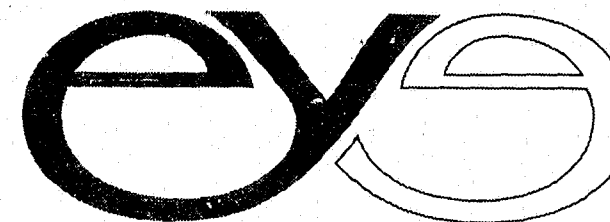
I appreciate your efforts!

Sincerely,

*Marva Bledsoe Chriss*

Marva Bledsoe Chriss  
EXECUTIVE DIRECTOR

MBC/mc



ESCONDIDO YOUTH ENCOUNTER, INC.

511 E. Grand Ave. Escondido, CA 92025

Telephone (714) 747-6281

August 6, 1981

Susan Pennell  
San Diego Association of Governments  
Criminal Justice Evaluation Unit  
Suite 524, Security Pacific Plaza  
1200 Third Avenue  
San Diego, CA 92101

Dear Ms. Pennell:

The Escondido Youth Encounter, Inc., (EYE) as mentioned in the "Evaluation of Domestic Violence in the San Diego Region" offered services for victims of Domestic Violence in Escondido, a city located in North San Diego County. These services were one of two pilot programs funded by LEAA that offered assault victims 24 hour services including crisis intervention, counseling, information, referral, and advocacy. The programs, upon termination of their funding in Fiscal Year 1981, were combined as Crisis Support Services, and have received grants/monies from the City of Escondido, the State of California (OCJP) and United Way.

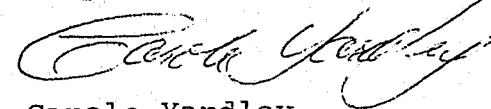
The expansion and institutionalization of the EYE victim services were attributable to community support and coordination with criminal justice agencies. This issue was addressed in "What Organizational Structures are most Effective for Responding to the Needs of Assault Victims and Reducing Repeat Offenses?", Issues 5 Summary, as part of your evaluation. In the summary, you mention coordination with criminal justice agencies was a factor in providing effective services. I strongly agree, that factor has taken a small pilot program of a multi-service agency and enabled us to secure funding for an expanded program. The success of our Crisis Support Services, however, I feel was not emphasized enough in the evaluation and seemed to be consistently compared to larger established programs that solely deal with assault victims. For instance, if the public in the Escondido area had been asked about the EYE programs in general, or client statistics were compared overall, I believe the comparison would have been more positive.

August 6, 1981  
Susan Pennell  
San Diego Association of Governments.  
Criminal Justice Evaluation Unit  
Suite 524, Security Pacific Plaza  
1200 Third Avenue  
San Diego, CA 92101

Crisis Support Services have become one of the EYE's major programs and we are looking to secure additional funding for housing and diversion services. Both services are needed to complete a comprehensive package for victims of Domestic Violence in North San Diego County.

The staff of the EYE and I would like to express our deep appreciation for your efforts and look forward to continued cooperation in the future.

Respectfully submitted,



Carole Yardley  
Executive Director

CY/tg



# CITY OF OCEANSIDE

OFFICE OF THE CITY MANAGER

August 27, 1981

Ms. Susan Pennell  
Director  
Criminal Justice Evaluation Unit  
San Diego Association of Governments  
1200 Third Avenue  
San Diego, California 92101

Dear Ms. Pennell:

This is in response to your letter of July 24, 1981 requesting comment on your draft "Evaluation of Domestic Violence in the San Diego Region" report.

We have completed our review of your above referenced report and commend you for doing an excellent job on the document. We have chosen to utilize your evaluation survey so that we can continue to assess the performance of our Victim Aid Program here locally.

We have no further comment on the report.

Very truly yours,



TODD W. ARGOW  
Assistant to City Manager,  
Intergovernmental & Community Relations

TWA:sw



**CHAPTER 1  
INCIDENCE, PREVALENCE, AND NATURE  
OF DOMESTIC VIOLENCE**

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**Incidence, Prevalence, and  
Nature of Domestic Violence**

ISSUE 1: WHAT IS THE INCIDENCE, PREVALENCE, AND NATURE OF DOMESTIC VIOLENCE IN THE SAN DIEGO REGION?

SUMMARY

Spouse Assault

Review of law enforcement records in North County indicates that approximately 17% of all reported assaults are spouse related. However, findings indicate that such disturbances are more widespread than official police records indicate. Comparison of two years reveals a 6% increase in spouse-related assaults.

Additional indicators of the occurrence of spouse assault reveal the significance of this problem in this region. Examination of written crime reports showed that a majority of victims sustained injuries and the primary weapon(s) involved were hands and/or feet. Also, individuals requesting shelter or protection from the batterer are likely to have minimal alternative resources available (e.g., not employed).

Child Abuse

A variety of indicators reflect that reported incidence of child abuse has increased over the past two years. It is not clear whether the increase is due to more actual occurrences or increased awareness which contributes to the likelihood of reporting. The metropolitan regional area of San Diego reflects the highest concentration of abuse incidents compared to other areas. Sexual molestation is the type of abuse showing the greatest increase and physical abuse accounts for the majority of incidents reported. School personnel report the highest percentage of incidents, but reporting sources vary according to the type of abuse. When age and sex of the child are considered, adult male and female abusers differ as to the extent and nature of abuse.

DISCUSSION OF SPOUSE ASSAULT

Although awareness about the problem of battered women has increased, there has not been a corresponding effort by criminal justice agencies to account for the incidence of violent crime between spouses. (This is not true of reported child abuse cases for which legislation mandates recording.) Law enforcement agencies document reported crimes by type (assault, burglary, robbery) and degree of seriousness (felony/misdemeanor). Since crimes are not categorized by relationship between

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victim and offender, obtaining data on spouse-related incidents reported to police agencies is a time-consuming task.

First year evaluation efforts focused on North County and data were manually collected from dispatch logs and crime cases. Information included reported incidence over a two-year period. During the second year, evaluation efforts expanded and included data from three other police agencies.

For evaluation purposes, spouse assault was defined as those situations in which women are battered/beaten/assaulted/abused and assume the role of wife in household relationships whether or not they are married (Roy, 1977).

The focus is on female victims although the existence of male assault victims is recognized. This emphasis was chosen because reported occurrences more frequently involve female victims and the funded projects direct services to women. Data collected on reported incidents reveal that 6% of the spouse assault victims were male.

Specific charges addressed included assault and battery, assault with a deadly weapon, felony wife beating, attempted murder, and murder. Evaluation staff had intended to also review cases classified as family disturbance, or 415 of the California Penal Code. However, after examining some radio dispatch logs, it was determined that few of these result in written reports and, if physical abuse occurred, such cases were likely to be classified in one of the above categories. Data were collected on the following variables:

1. frequency of spouse assault
2. seriousness of offense(s)
3. sex of victim
4. number of repeat cases
5. occurrence of injury
6. need for medical attention
7. type of weapon involved
8. use of alcohol
9. place of occurrence
10. living arrangement of involved parties
11. time of day reported

Table 1 presents changes in reported incidence of spouse assaults in the North County police agencies and Table 2 shows the proportion of spouse-related assaults to the total assaults reported. Time periods included 2 years, July-June 1978-79 (Time 1) and July-June 1979-80 (Time 2).

TABLE 1

REPORTED SPOUSE-RELATED ASSAULTS, BY POLICE AGENCY  
JULY-JUNE, 1978-79 (TIME 1); 1979-80 (TIME 2)

	Time 1	Time 2	% Change
Carlsbad	20	25	+25%
Escondido	78	44	-44%
Oceanside	172	168	- 2%
Sheriff	88	141	+60%
Total	358	378	+ 6%

TABLE 2

PERCENTAGE OF REPORTED ASSAULTS THAT ARE SPOUSE-RELATED, BY AGENCY,  
TIME 1 AND TIME 2

	TIME 1		TIME 2	
	Total Assaults	Percent Spouse Related	Total Assaults	Percent Spouse Related
Carlsbad	135	15%	138	18%
Escondido	337	23%	275	16%
Oceanside	976	18%	931	18%
Sheriff	753	12%	913	15%
Total	2,201	16%	2,257	17%

Overall, reported spousal assaults increased by 6% from the first year (1978-79). The slight increase should not be interpreted as a result of more assaults being committed. A likely explanation is that more incidents were reported to the police and more reports were completed by law enforcement. Pre- and post-surveys of police officers revealed that officers indicated they were filing more spouse assault reports during the second year (see page 75).

Two agencies showed decreases in reported spouse assaults. Escondido's change was considerable (-44%). Since that department implemented a new computerized recordkeeping system in July 1979, the statistics may be misleading. Oceanside experienced only a slight decrease (2%). These agencies also showed reductions in total assaults in the second year.

The percentage of assaults that were spouse related ranged from 15% (Sheriff's jurisdiction) to 18% (Carlsbad and Oceanside) with an

average of 17% when agency reports were totaled. Repeat occurrences decreased slightly with 7% of the total reported in the first year reflecting recurrent behavior and 6% in the second year.

Additional Indicators of Spouse Abuse Incidence

Since statistics regarding spouse abuse are not mandated, figures reflecting reported incidence are likely to be underestimates of actual occurrences. This finding is supported by surveys of policemen, review of family disturbance calls in three police departments, reports of wife abuse to agencies serving battered women, responses by other service providers, and a survey of citizens.

Analysis revealed that the number of calls for service significantly exceed the actual number of reports taken. In jurisdictions that identify radio calls by type, family disturbance calls may be a more accurate indicator of actual incidents known to the police. In a survey of 360 police officers in the San Diego region, this question was asked: "Estimating, for every 20 calls to a family disturbance, for how many calls do you write crime/incident reports?" Thirteen percent (13%) indicated they do not write reports and 70% said they write from one to four reports.

A two-month study of calls dispatched from the San Diego Police Department shows 620 calls were dispatched to family disturbances in two areas of the City and reports were taken on 8% of these.

Additional information about domestic violence in the City of San Diego includes:

- o In 1980, 20% of the homicides were spouse-related.
- o A two-month study of calls for service dispatched to "disturbances" in the northern and southeastern areas of the City revealed that 39% of the calls (1,597) were spouse-related.

Chula Vista Police Department. An in-house review of domestic violence calls was conducted by a Chula Vista police sergeant. Data were compiled from dispatch logs for a one-year period, from September 1979 through August 1980. The following information was tabulated:

- o Total family disturbance calls - 1,158
- o Percentage of calls that were repeat incidents - 26%
- o Type of call of first time contacts:
  - physical assault - 381 (44%)
  - disturbance/argument only - 478 (56%)
- o Crime reports were completed in 10% of the total calls received.

National City Police Department. From July 1979 through August 1980, the National City Police Department received 6,883 disturbance (415 P.C.) calls. Of these, 15% were family related. When reports of assault were examined over a five-month period, analysis revealed that 30% of the assaults were domestic in nature. No data was collected on the number of incidents in which a report was written.

Data From Service Providers. Additional data on spouse abuse incidence were collected from two major service providers in the region. Battered Women's Services and Women's Resource Center provide 24-hour hotlines, "walk-in" crisis intervention, and shelter for battered wives. The tables below illustrate that the number of calls and individuals provided services have increased over a three-year period.

TABLE 3  
NUMBER OF PERSONS PROVIDED SERVICE  
WOMEN'S RESOURCE CENTER

	1978	1979	1980	% Change 1978-1980
Hotline Calls	89	191	276	+210%
Walk-in Clients	207	300	423	+104%

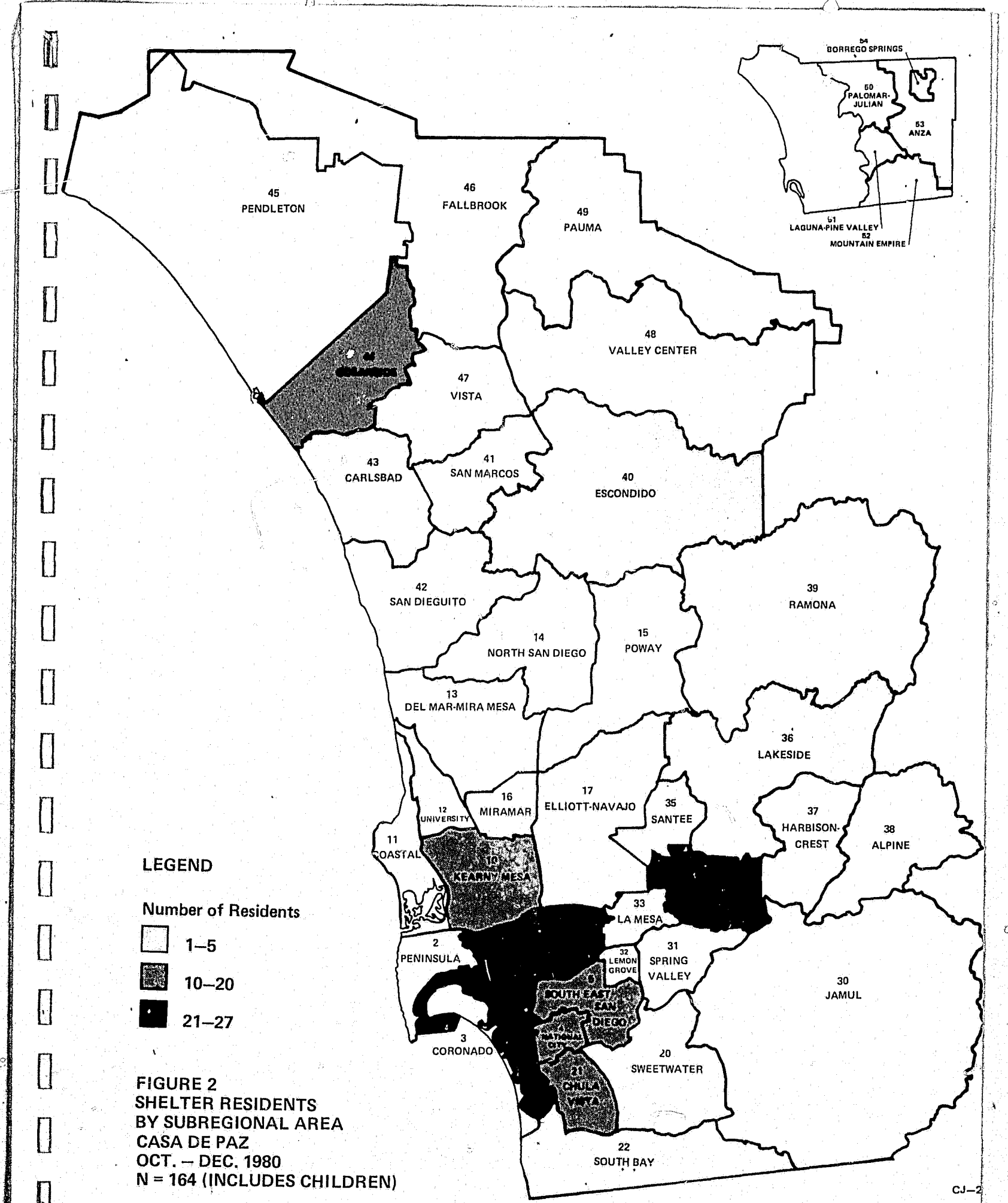
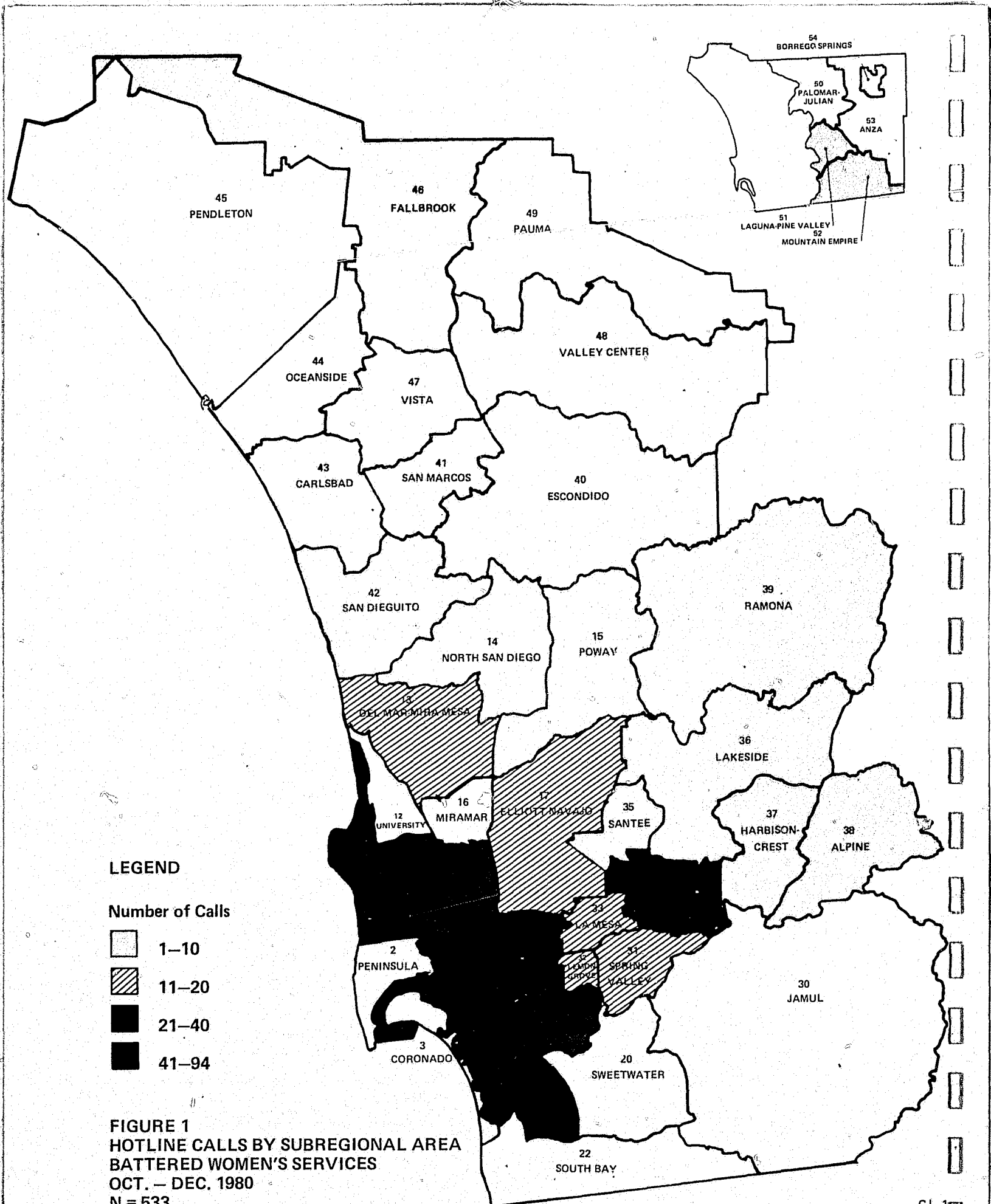
TABLE 4  
NUMBER OF PERSONS PROVIDED SERVICE  
BATTERED WOMEN'S SERVICES

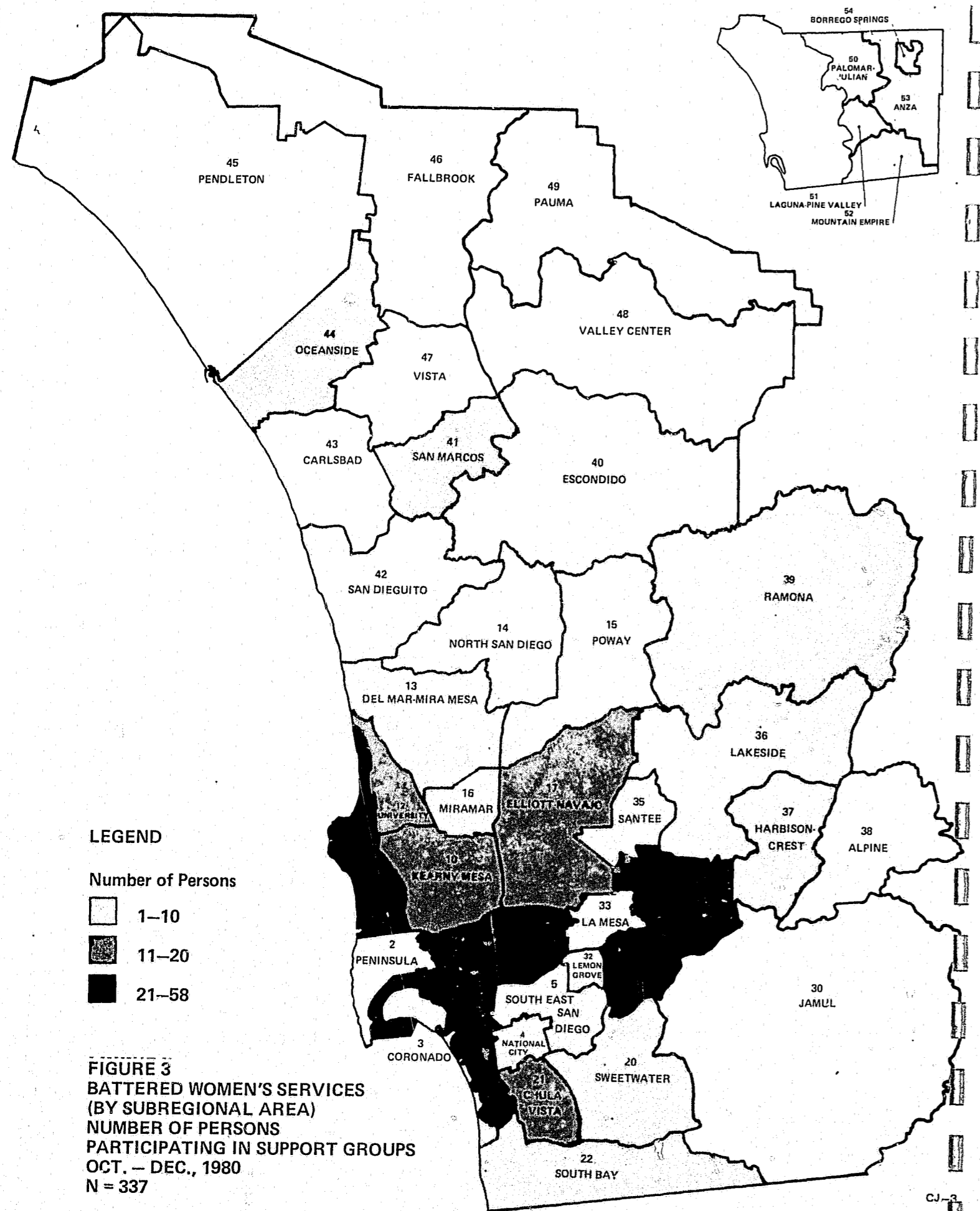
	FY78-79	FY79-80	FY80-81	% Change 78-79/80-81
Hotline Calls	1,578	1,901	2,092	+33%
Adults Given Shelter	104	130	150	+44%
Drop-in Clients	233	495	474	+103%

In a survey of 94 service providers from various agencies, 66% agreed that more spouse assault incidents have been reported due to increased awareness by the public. Twenty-nine percent (29%) indicated that actual incidence has increased.

Regionwide Requests for Services - Spouse Abuse

During the months of October through December, 1980, Battered Women's Services recorded requests for services by San Diego subregional areas. Services addressed included hotline calls, shelter facilities, and counseling/support groups. Figures 1 and 2 indicate that, although hotline calls were received from nearly all areas, the majority of residents provided shelter lived in Central San Diego, Mid-City, and El Cajon. Most of the individuals participating in support groups lived in these areas as well as the coastal region and Spring Valley (Figure 3). Other areas revealing a high proportion of requests included Kearny Mesa, Elliot-Navajo, National City, and Southeast San Diego. These data indicate that the problem of spouse assault, although concentrated in particular areas of the county, is evident throughout the region.





The incidence that is reported, the indicators of non-reporting (no written reports), the percentage of disturbance radio calls that are family-related, and the data compiled by the agencies providing service to abused women indicate that the problem of spouse abuse is evident throughout the region and requires considerable time by law enforcement agencies. In addition, a survey of 502 citizens of the region indicated that 32% of those interviewed said they thought wife beating was a problem in their community.

NATURE OF SPOUSE ASSAULT INCIDENTS

The following data present characteristics regarding 736 spouse assault incidents reported to North County police agencies over a two-year period.

Seriousness of Crime

Misdemeanors constituted the majority of offenses (78%) while twenty-two percent (22%) of the reported assaults were classified as felonies by reporting officers. These felonies included assault with a deadly weapon, wife beating, and attempted murder. The percentage of spouse assaults that were felonies ranged from 12% in Escondido to 24% in Oceanside and the Sheriff's jurisdiction. Whether this difference actually reflects more serious crimes in these areas or differential methods for classifying crimes is not known.

Assault Cases With Injury

Figure 4 shows that of 724 incidents, injury was noted by the officer at the time the report was taken in 75% of the cases. In addition, 152 of the victims required medical attention. This includes treatment by paramedics and/or hospitalization.

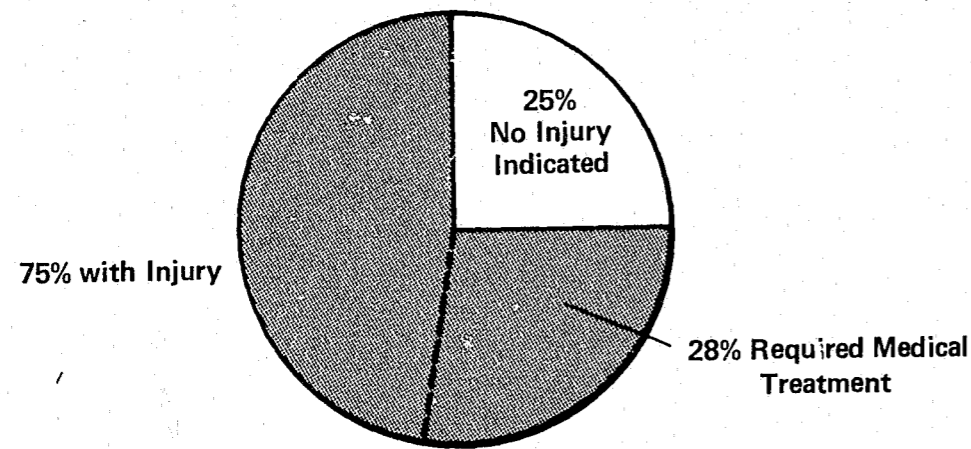
The majority of injuries resulted from slapping, punching, kicking, arm-twisting, hair pulling, and thrown objects. Injuries requiring medical attention were primarily lacerations, bruises and a few more serious injuries such as broken bones, internal contusions and having the teeth knocked out.

Similar findings were revealed in the National Victimization Survey which correlated the extent of injury with the nature of the relationship between the victim and the suspected offender. The study indicated that the likelihood of sustaining injury appeared to increase the more intimate the victim-offender relationship.

Type of Weapon Used

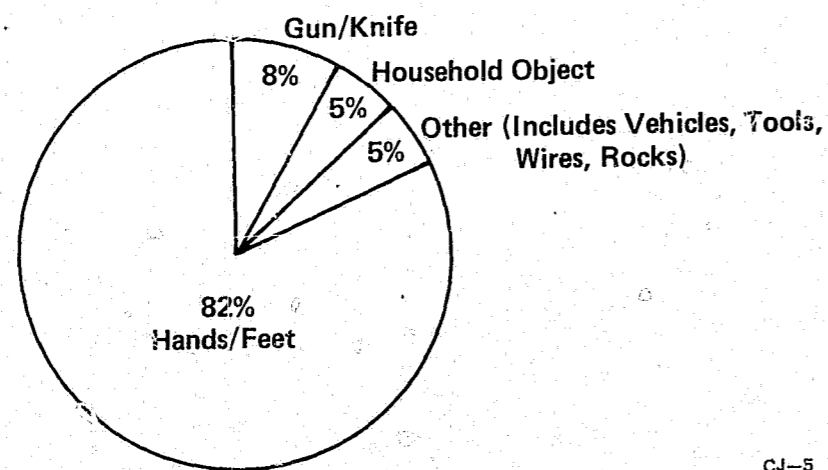
As Figure 5 illustrates, the majority of assaults involved use of arms and feet, perhaps accounting for the finding that 78% of the crimes were classified as misdemeanors. Eight percent (8%) of the offenses involved the use of a gun or knife. In the National Crime Survey, firearms were used in 9% of the spouse assault cases and no weapon was cited in 65% of the cases.

**FIGURE 4**  
**SPOUSE ASSAULT INCIDENTS WITH**  
**INJURY REQUIRING MEDICAL ATTENTION**  
**N=724**



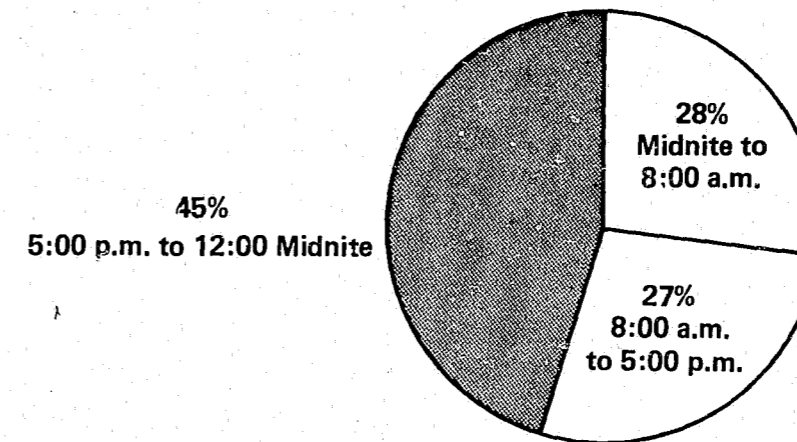
CJ-4

**FIGURE 5**  
**TYPE OF WEAPON USED IN SPOUSE ASSAULT**  
**N=741**



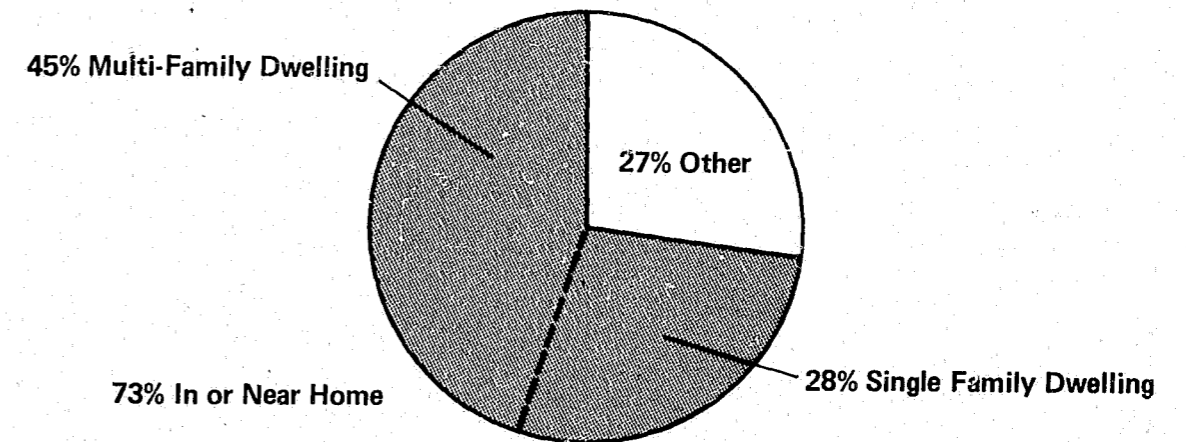
CJ-5

**FIGURE 6**  
**TIME OF DAY OF SPOUSE ASSAULTS**  
**N = 720**



CJ-6

**FIGURE 7**  
**PLACE OF OCCURRENCE OF SPOUSE ASSAULTS**  
**N = 686**



CJ-7

#### Use of Alcohol

Alcohol use/abuse has been cited as a contributing factor in domestic violence acts. Review of North County cases revealed that 27% of the incidents involved some use of alcohol. This may be a low figure since a case was included only if alcohol use was noted by the police officer on the crime report. The Criminal Justice Center in Houston, Texas conducted a survey of 682 citizens regarding domestic violence and found that alcohol was involved in nearly half of the assault incidents. (Stachura and Teske, 1979) In the present study, of those cases involving alcohol, the primary user was the offending spouse.

#### Time of Occurrence

Nearly half of reported spouse assaults (45%) occurred between 5:00 P.M. and midnight (Figure 6). The National Crime Survey yielded similar results (48% of spouse assaults occurred between five o'clock and midnight). Their examination of violent crimes between strangers indicated that the majority occur during the day. These findings are not surprising since family members spend most of their time together in the evenings, thus the opportunity for conflict is greater (Lentzner and DeBerry, 1980).

#### Place of Occurrence

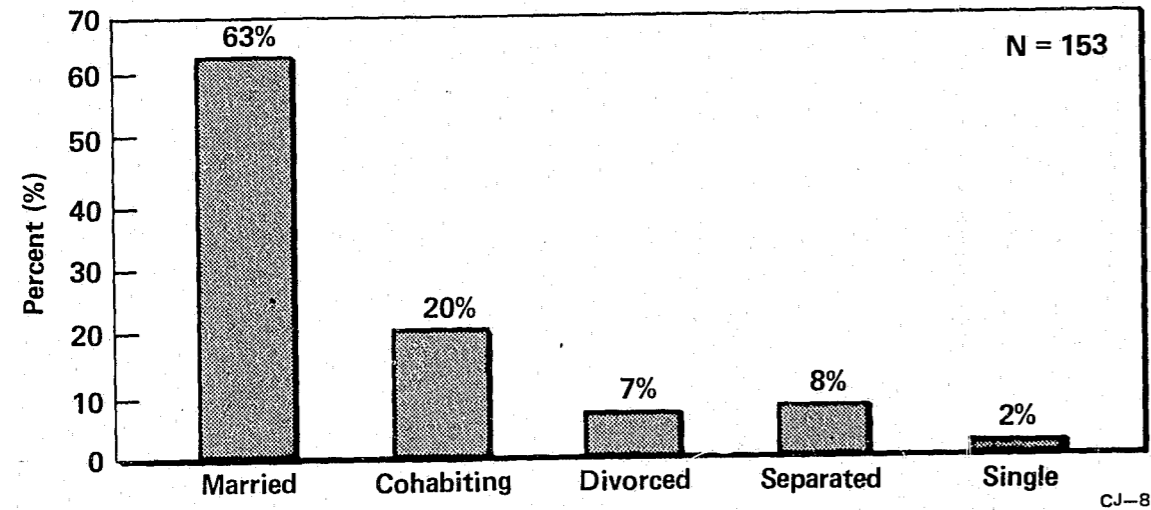
The majority of incidents (73%) took place either in or near residences (Figure 7). Twenty-seven percent (27%) occurred in bars, vehicles, or other places such as friends' homes.

#### Socio-Demographic Characteristics of Abused Women

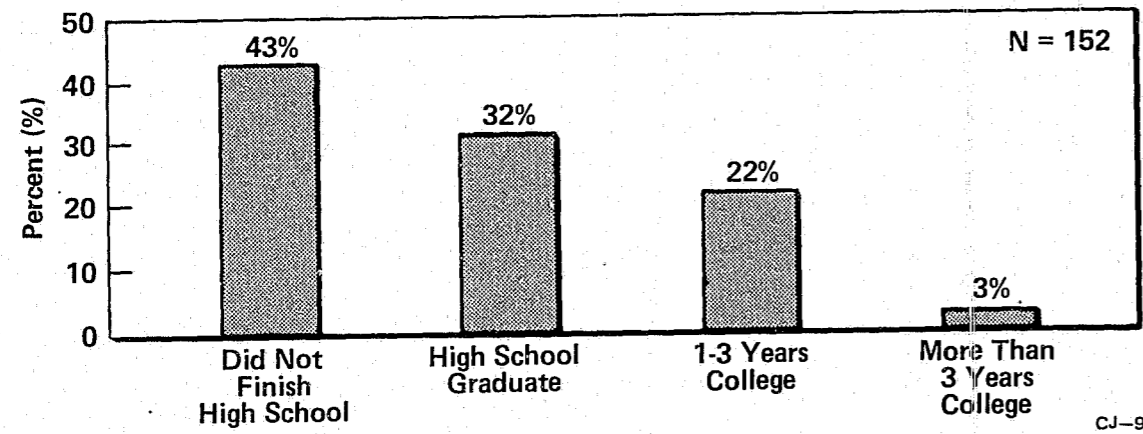
Socio-demographic data were gathered on women who resided in the shelter facility, Casa de Paz, during 1980. Figures 8 - 13 provide a breakdown according to various categories. These should not be interpreted as representative characteristics of all battered women. The majority of women who seek shelter have exhausted alternative resources such as friends and/or relatives and have minimal financial resources to seek other shelter, i.e., motels. Highlights of the figures include:

- o More than half of the residents (63%) were married at the time they sought shelter.
- o Nearly a third of the clients (32%) indicated that they were high school graduates, 43% did not finish high school, and 22% had from 1 - 3 years of college.
- o Eighty-nine percent (89%) of the women indicated their monthly household income was below \$1,000. Public assistance funds were the primary source of income for 40% of the clients.
- o The majority of shelter residents (63%) were between the ages of 18 and 30 and one-third (33%) were between 31 and 40.
- o Analysis of ethnic breakdown of residents revealed that 59% were white, 16% were Black and 14% were Hispanic. The remaining 11% included Asians, Filipinos, and American Indians.

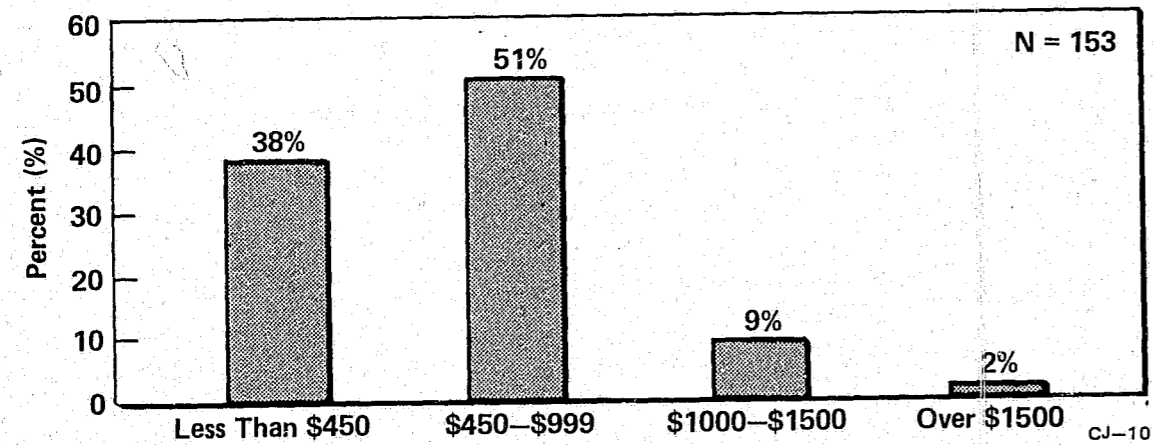
**FIGURE 8**  
SHELTER RESIDENTS BY MARITAL STATUS  
CASA DE PAZ, 1980



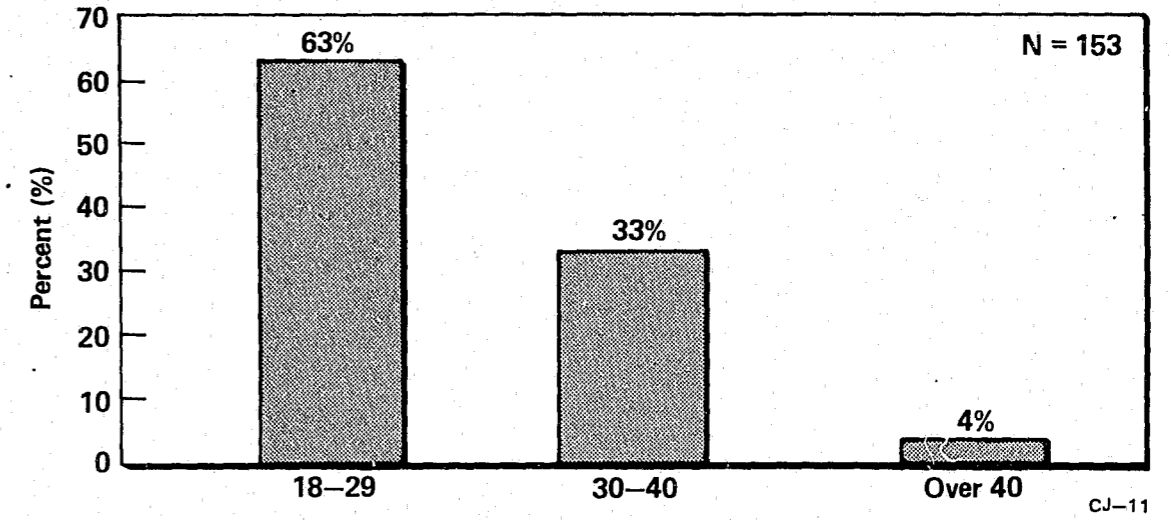
**FIGURE 9**  
SHELTER RESIDENTS BY EDUCATIONAL LEVEL  
CASA DE PAZ, 1980



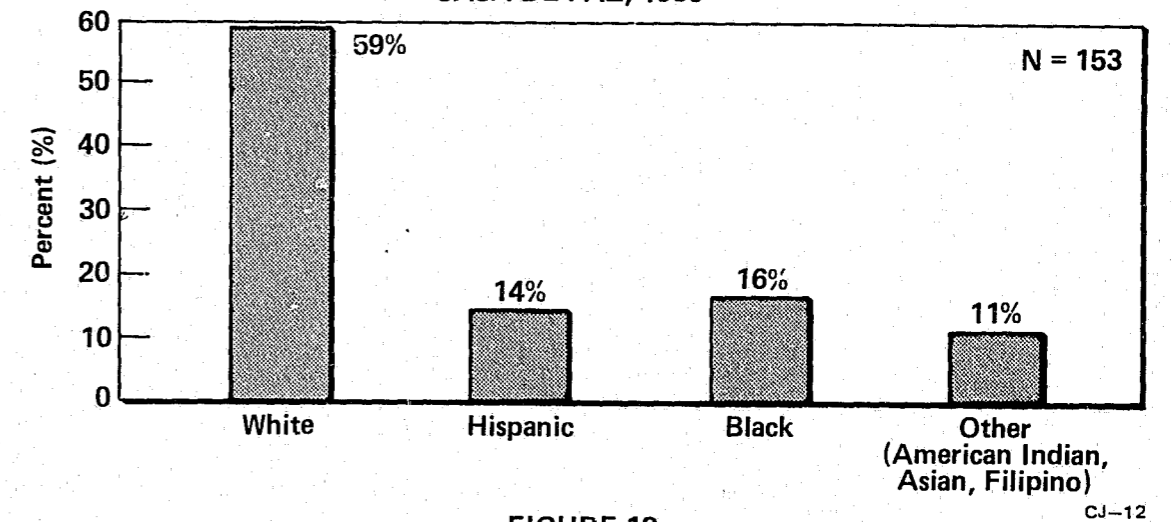
**FIGURE 10**  
SHELTER RESIDENTS BY MONTHLY HOUSEHOLD INCOME  
CASA DE PAZ, 1980



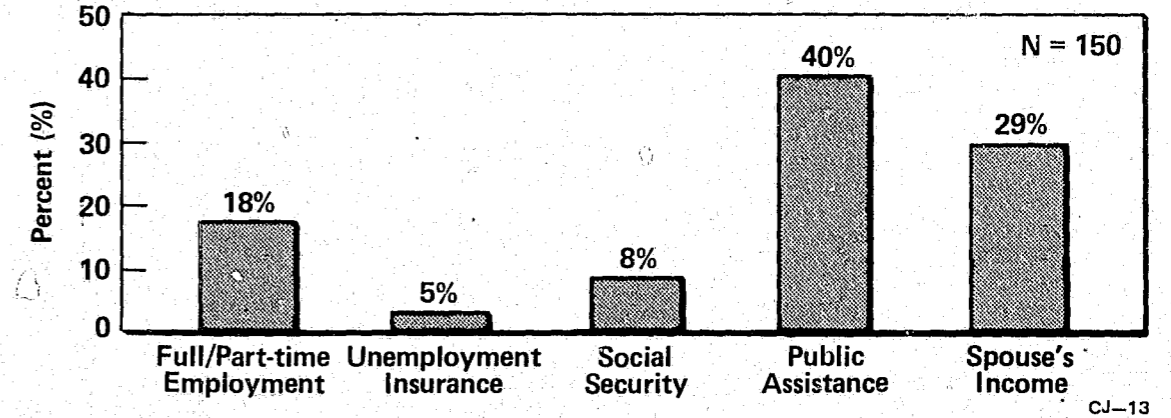
**FIGURE 11**  
SHELTER RESIDENTS BY AGE  
CASA DE PAZ, 1980



**FIGURE 12**  
SHELTER RESIDENTS BY ETHNICITY  
CASA DE PAZ, 1980



**FIGURE 13**  
SHELTER RESIDENTS BY SOURCE OF INCOME  
CASA DE PAZ, 1980





CHILD ABUSE

Several data sources were examined to determine if the incidence of child abuse has increased. The term, "child abuse", is used in the generic sense to encompass all forms of child maltreatment. Table 5 shows cases reported to various agencies over a three-year period. Until January, 1981, state law required persons who suspect abuse to report to both law enforcement and welfare, so it is difficult to discern how many of the same cases are within both systems.

TABLE 5

REFERRALS FOR CHILD ABUSE  
REGIONWIDE PUBLIC AND PRIVATE AGENCIES  
1978-1980

Agency	1978	1979	1980	% Change 1979-80
Department of Social Services (Welfare)	6,212	8,217	13,082*	+59%
Public Health Department,** child abuse admissions	246	322	475	+48%
Regional Crisis Hotline	137	186	345***	+85%
San Diego Police Department	2,240	2,367	3,138	+33%
University Hospital	150	160	180	+13%

\*In October, 1980, this department changed recording procedures to account for all members of a family in which an abuse occurred so the increase may be partly due to this change.

\*\*Analysis of the three years indicates that from 25-30% of all admissions are in North County.

\*\*\*From March to July, 1980, the hotline provided a back-up service to the state-mandated Emergency Response System for abusing families.

Tables 6 and 7 reflect child abuse incidents reported to police agencies in North County. These figures were compiled through a manual search of incident reports filed in these agencies. It is likely that these do not reflect all cases. Some reports are directed to juvenile units, or handled informally, and a crime/incident report is not completed. Also, the data presented include suspected child abuse by family members and relatives or adults living in the household, not abuse by non-family members.

TABLE 6

REPORTED CHILD ABUSE, NORTH COUNTY POLICE AGENCIES  
JULY - JUNE: 1978-79, 1979-80

Agency	1978-79	1979-80	% Change
Carlsbad	23	9	-61%
Escondido	131	138	+ 5%
Oceanside	119	163	+37%
Sheriff	145	128	-12%
Total	418	438	+ 5%

TABLE 7

REPORTED CHILD ABUSE BY TYPE  
NORTH COUNTY POLICE AGENCIES  
JULY-JUNE: 1978-79, 1979-80

	1978-79	1979-80	% Change
Physical	200	215	+ 8%
Neglect	126	112	-11%
Sexual	44	58	+32%
Other*	48	53	+10%
Total	418	438	+ 5%

\*Other includes psychological or medical neglect and various combinations of all types.

The category of sexual abuse shows the largest increase, although the percentage is affected by smaller numbers (Table 7). This is consistent with calls to the Emergency Response System and survey answers by service providers. Physical abuse accounts for nearly half of all reported abuse (48% in Time 1, 49% in the next year), followed by neglect, sexual and "other" types of abuse (Table 7).

Survey Results Regarding Child Abuse Incidence

A telephone survey of 502 San Diego County citizens suggests that actual incidence of child abuse has increased. When asked if child abuse was a problem in their community, 37% of the citizens indicated that it was a problem. This is an increase of 7% compared to results of the survey conducted in 1979. In Oceanside, in 1981, 52% of the respondents said it was a problem, a higher proportion than

in other areas. Also, 9% of North County citizens said they knew a victim of child abuse, a slight increase from 1979 (7%). Although it is not a reliable indicator for current abuse, 7% of the respondents indicated that in their family someone had been a victim of abuse as a child.

- o Survey responses of service providers in several public and private agencies which handle child abusing families also indicated increases in child abuse (118 respondents):
  - Ninety-six percent (96%) of the respondents agreed that reporting of child abuse cases has increased as a result of increased awareness by the public and professionals mandated to report abuse.
  - A smaller percentage (54%) agreed that actual incidence has increased over the past year.
  - Table 8 shows opinions regarding changes over the past year in the nature of reported incidents. Sexual molestation shows the greatest increase (77%) followed by physical abuse and neglect.

TABLE 8

SERVICES PROVIDERS SURVEY, CHANGES IN REPORTED CHILD ABUSE  
BY TYPE, COMPARED TO PRIOR YEAR

N=118

	Percentage of Responses		
	Increased	Decreased	Same
Physical Abuse	56%	5%	39%
Neglect	62%	2%	36%
Sexual Molestation	77%	0	23%
Emotional Deprivation	54%	2%	44%

Child Abuse Reporting Sources

Examination of reported abuse by reporting source shows several individuals and agencies report abuse.

TABLE 9

LAW ENFORCEMENT CHILD ABUSE REPORTS, BY REPORTING SOURCE,  
BY TYPE OF ABUSE, JULY - JUNE, 1978-1980

Source	Physical	Neglect	Sexual	Other*	Total
Victim	21	4	13	5	43
Relative	71 (18%)	26	41 (44%)	19	157
Neighbor	30	45 (19%)	3	11	89
Agency	45	23	9	11	88
School	125 (31%)	26	14	20	185 (23%)
Hospital	59	22	7	11	99
Other**	53	64 (30%)	6	15	138
TOTAL	404	210	93	92	799

\*Other type of abuse includes psychological, medical, and combinations of physical, neglect and sexual.

\*\*"Other" source includes anonymous calls, reports from motels, landlords, babysitters, and situations in which police responded to a call other than abuse but discovered abuse had occurred.

School personnel are the largest reporting source when accounting for all types of abuse. However, physical abuse is more likely to be reported by schools (31%) and relatives (18%). In addition, neglect is more likely to be reported by "other" sources (30%) and neighbors (19%). Relatives report the majority of sexual abuse cases (44%).

Summation of all reported cases showed only slight differences in reporting sources between the two years as shown in Table 10.

TABLE 10  
CHILD ABUSE REPORTING SOURCE,  
ALL TYPES OF ABUSE, 1978-79; 1979-80

Reporting Source	1978-79	1979-80
Schools	23%	23%
Relatives	21%	18%
Others	18%	16%
Agencies*	13%	9%
Hospitals	11%	13%
Neighbors	10%	13%
Victim	3%	7%

\*Agencies included County Public Health, Casa de Amparo, Escondido Youth Encounter, Boys' Club, Project Oz, daycare centers, and nurseries.

Changes in the reporting law revised by Senate Bill 781, effective January 1, 1981, expand the kind of personnel required to report child abuse incidents, e.g., child care custodians, medical practitioners. This change is expected to increase the number of incidents reported in subsequent years.

#### Emergency Response System

The San Diego County Department of Social Services (DSS) initiated the Emergency Response System to meet state requirements to provide "after-hours" crisis intervention to child-abusing/at-risk families. Three-person teams working on a rotating basis were drawn from a pool of social workers who volunteered to respond to calls. The following data provided by DSS include information on calls received from the program's inception in March of 1980 through March of 1981. The "after-hours" social service nature of this program may account for the kinds of abuse reported and reporting sources. Therefore, these data differ from reports to law enforcement.

- o Total after-hour calls received was 3,158 with an average of 263 calls per month.
- o Kinds of referrals:
  - intentional deprivation - .5%
  - sexual abuse - 4.5%
  - physical abuse - 23%
  - general neglect - 24%
  - other - 48%

("Other" includes parent under emotional stress, mental or emotional abuse, requests for out-of-home placements, emotionally disturbed children, and requests by medical personnel for permission to treat a minor whose parents are unavailable.)

- o Geographic area of calls:

- Metropolitan - 31%
- East - 22%
- South - 18%
- North - 12%
- Unknown - 17%

- o Calls by time of day:

- 5 p.m. - 12 p.m. - 67%
- 12 a.m. - 8 a.m. - 4%
- 8 p.m. - 5 p.m. (weekends) - 29%

- o Source of referral

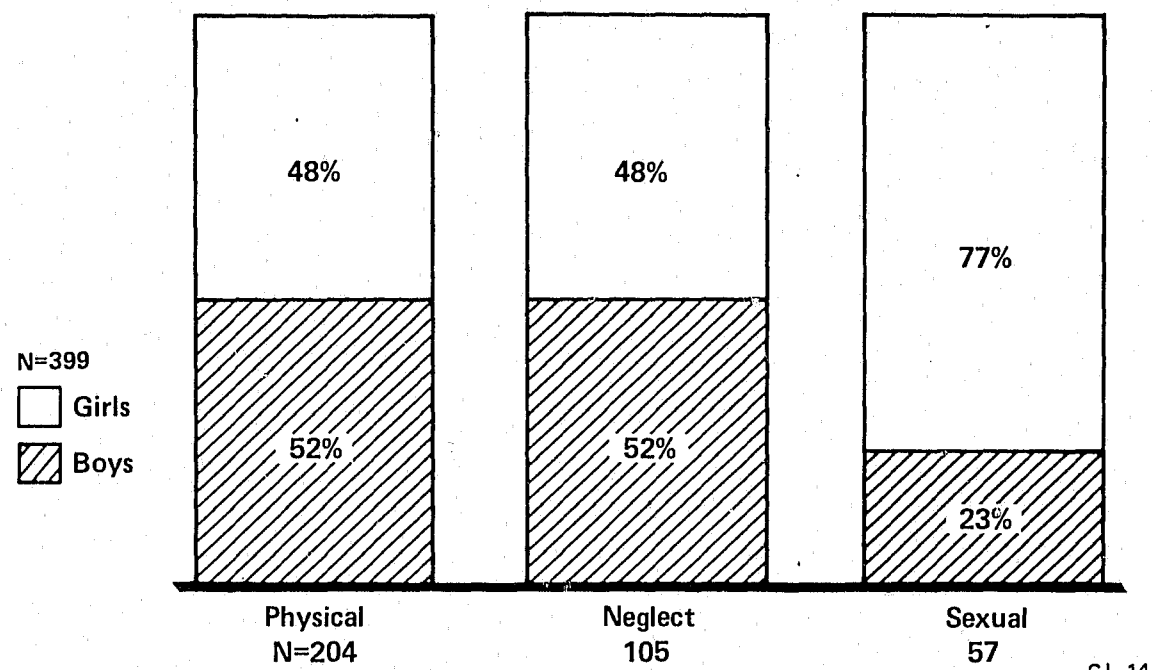
- Calls were received primarily from absent parents, neighbors, physicians, relatives, and victims.

#### CHARACTERISTICS OF CHILD ABUSE INCIDENTS

When child abuse is analyzed in terms of sex and age of the child, type of abuse, and sex of the abuser, significant differences are noted. It is apparent from Figure 14 that girls are more likely to be sexually abused than boys, with girls accounting for 77% of the sex-related cases. In contrast, boys and girls experience physical abuse and neglect at almost equal rates.

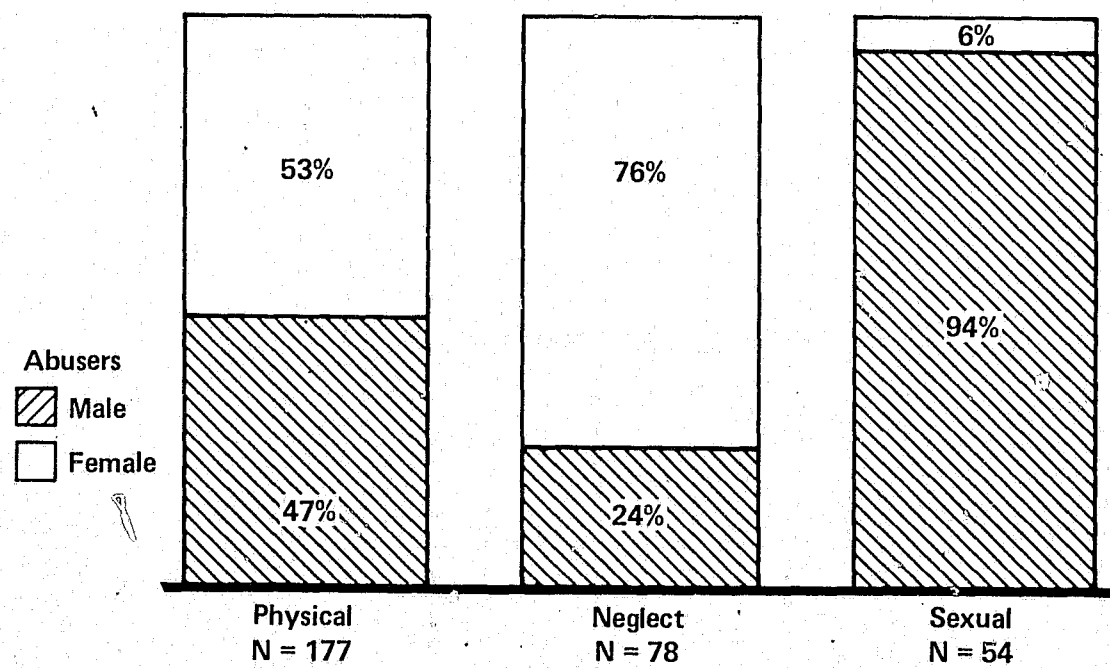
Figure 15 indicates that adult females are more likely to be responsible for neglect of children (76% of the cases) whereas male abusers account for the majority of sexual abuse cases (94%). In addition, male abusers are generally the suspect in cases involving older children, regardless of sex of the child, and females tend to abuse younger children (See Figure 17).

**FIGURE 14**  
TYPE OF ABUSE BY SEX OF CHILD  
1981



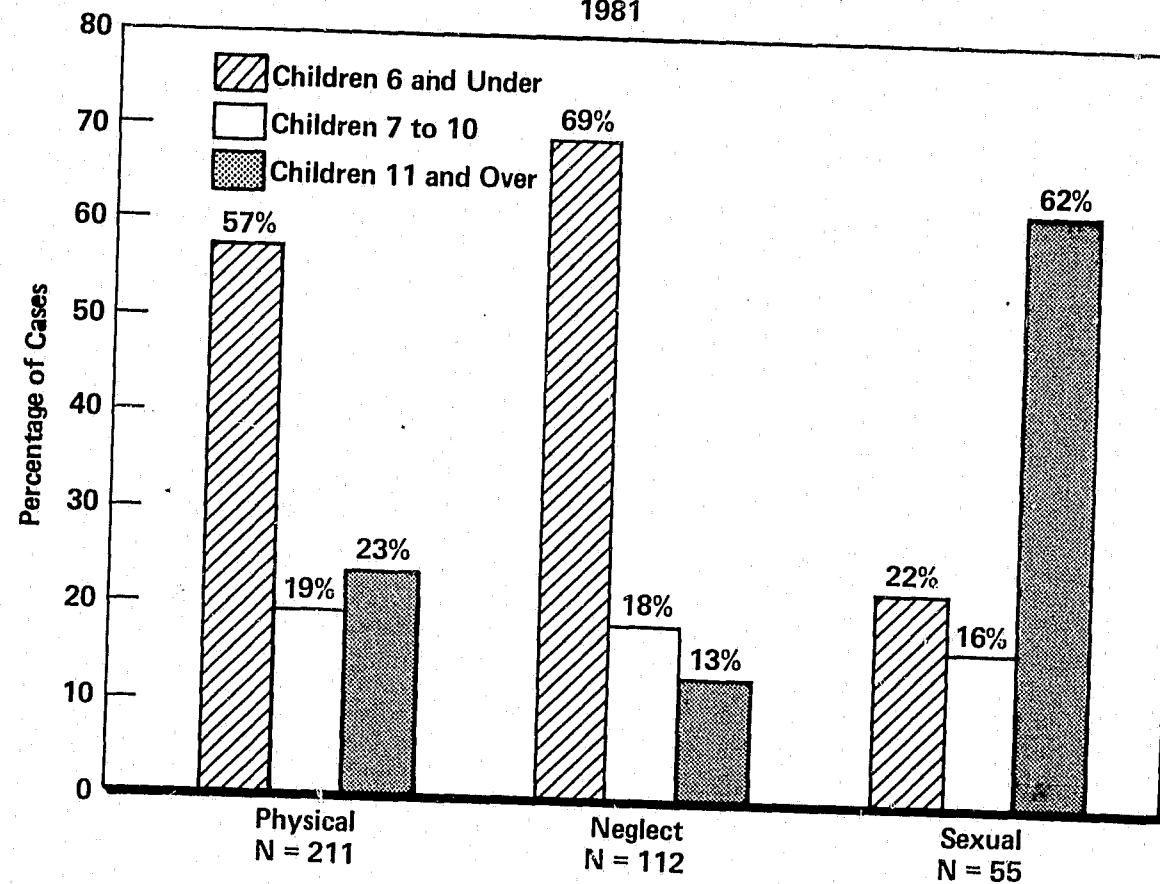
CJ-14

**FIGURE 15**  
CHILD ABUSE CASES BY TYPE OF ABUSE AND SEX OF ABUSER  
1981



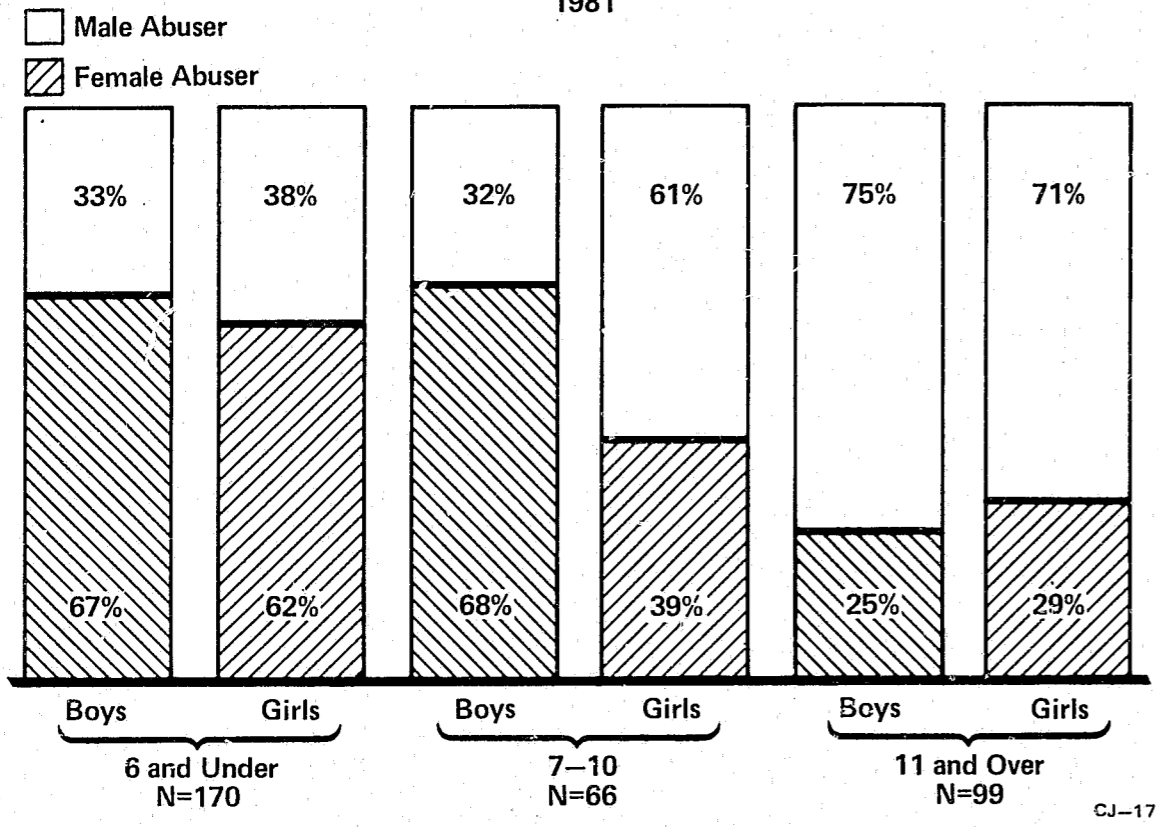
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**FIGURE 16**  
CHILD ABUSE CASES BY TYPE OF ABUSE, BY AGE  
1981



CJ-16

**FIGURE 17**  
**CHILD ABUSE CASES BY SEX OF ABUSER**  
**AND SEX AND AGE OF CHILD**  
**1981**



CJ-17

**CHAPTER 2**  
**PROJECTS' IMPACT**

## Projects' Impact

ISSUE 2: HOW DID THE PROJECTS IMPACT THE PROCESS BY WHICH VICTIMS MOVE THROUGH THE SYSTEM?

### SUMMARY

The four North County projects served over 1,000 victims of spouse assault, child abuse, and rape during the 18-month period studied. Analysis of projects' records indicated that during project operations, repeat occurrences of spouse assault were reduced and more cases of spouse assault were filed with the District Attorney's Office. Surveys of other service providers and clients served by the projects revealed that appropriate, timely services were provided to target clients and a variety of victims' needs were addressed either by the projects or by referrals to other agencies.

Follow-up information regarding results of agencies' intervention in child abuse situations and coordination with welfare personnel is difficult to obtain through the Department of Social Services (DSS) due to non-centralized management of information. Examination of other programs which primarily provide services to domestic violence victims showed victim needs are being addressed in this region.

### DISCUSSION

To address this issue, data were collected from project staff, other service providers, and surveys of victims/clients who received services from the projects. Referral sources and projects' referrals were documented. Data were obtained for an 18-month period, from July 1979 through December 1980 for Women's Resource Center, Casa de Amparo, Escondido Victim-Witness program, and Oceanside Victim Aid program. To provide a regional perspective, additional data were collected from the Battered Women's Services Program, the Emergency Response System, and the Escondido Family Crisis Project. For the issue of child abuse, a sample of incidents reported to law enforcement was tracked through the Department of Social Services and supplemental information was compiled on child abuse cases handled by Casa de Amparo.

### PROJECTS' DESCRIPTION

#### Women's Resource Center (WRC)

The WRC has provided services to victims of rape and domestic violence since 1974. Primary services are crisis intervention and referral of victims to appropriate service agencies. Funding sources included the

County of San Diego, United Way, and the Regional Employment and Training Consortium (RETC). The LEAA funds were requested to provide services to 72 additional clients by hiring additional staff, recruiting and training volunteers, and expanding the telephone hotlines. The Center staff intended to increase their contacts with criminal justice components and other community agencies. These efforts were expected to reduce the number of repeat assaults, increase referrals by law enforcement, and increase the number of assault offenders referred for prosecution.

Casa de Amparo

Since 1977, Casa de Amparo has provided 24-hour shelter care for abused children and counseling for parent abusers. Funding sources included the County of San Diego and RETC. The LEAA funds were to provide additional bedspace, expand the telephone hotline, and hire more staff to develop a family caregiver program. The Casa staff expected to decrease the number of repeat abuse cases, expand linkages with law enforcement agencies, and return more children to their own homes with the family crisis situation resolved or minimized.

Oceanside Victim Aid Project

Prior to LEAA funding the Oceanside Police Department had two non-sworn counselors working with victims on both the investigative and counseling/referral aspects of social assault. The project, funded in 1979 by LEAA, intended to fill unmet needs by establishing relationships with victims of assault, rape and child abuse. Victims are advised of appropriate community resources and contacts are made to inform agencies of the victims' needs. The two victim aides, under the direction of the Oceanside Police Department, advise victims about the legal status of the cases and provide transportation when needed. By encouraging victims to cooperate with the criminal justice system, the project staff expected to increase arrests and referrals for prosecution when such actions were appropriate. In those cases in which prosecution was not viewed as beneficial, referrals were made to appropriate counseling services. This project also helped victims obtain financial compensation from the state and offered programs at various schools on the subject of child abuse.

Escondido Victim-Witness Project

Through an agreement with the Escondido Youth Encounter (EYE), the Escondido Police Department hired a counselor to work with rape and family violence victims to reduce trauma, provide assistance during the judicial process, and refer victims to long-term social services when necessary. The counselor was housed at the EYE. This program was one element of the EYE, which has been locally funded since 1969 and provides comprehensive counseling to youth and their families.

With the exception of the Oceanside program, services continued with other funding sources when the LEAA funds expired. Pending approval, the Oceanside program will receive continuation funds from LEAA for an additional year.

SERVICES PROVIDED

Table 11 shows the number of clients served by type of incident in the North County projects. The number of clients served varies based on organizational structure, number of staff and program thrust. For example, primary services provided by Oceanside are information and referral whereas Escondido staff offers short-term counseling.

TABLE 11  
NUMBER OF INDIVIDUALS SERVED BY PROJECTS, BY  
TYPE OF CRIME, JULY 1979-DECEMBER 1980

Type of Crime	Oceanside	Escondido	Women's Resource Center*	Casa de Amparo	Total
Spouse Assault	180	39	236	N/A	455
Child Abuse	89	17	N/A	457	563
Rape	58	20	27	N/A	105
Total	327	76	263	457	1,123

\*Number of clients seen was actually higher than those presented because during the first year data were compiled only on persons "tagged" as LEAA clients.

Referral Sources

Findings indicate that those projects which have strong linkages with police agencies are more likely to receive referrals from law enforcement. The Oceanside project, operated by the police department, received over 90% of their referrals via the police. Escondido staff has developed liaison with the police as part of the funding agreement, but the project is managed by the Escondido Youth Encounter. Police referred 32% of the total clients provided service in Escondido. According to data collected at Women's Resource Center, 17% of the victims mentioned the police as a referral source. This figure reflected an increase over the project's first year (13% police referrals), an indicator of increased coordination efforts. Also, in a survey of 117 North County police officers, 35% (41) indicated that they refer spouse assault victims to WRC.

An additional study examined the proportion of spouse assault and child abuse victims reported to police who were served by the projects. Table 12 shows the percentage based on 1979-80 police and project records.

TABLE 12

PROPORTION OF VICTIMS CONTACTED BY POLICE WHO WERE SERVED BY PROJECT STAFF, JULY 1979-JUNE 1980

	Number in Police Files	Percent Served by Projects
Escondido	44	32%
Oceanside	173	62%
Womens Resource Center (spousal only)	392*	17%
Casa de Amparo (child abuse only)	438*	46%**

\*These figures reflect totals of all North County police agencies in which reports were taken.

\*\*Percentage based on sample of Casa clients.

IMPACT OF SERVICES ON RECIDIVISM AND PROSECUTION EFFORTS

The project staff were expected to decrease repeat occurrences of spouse assault as well as increase the number of persons referred for prosecution. With regard to those persons served by project staff, results indicate that these objectives were achieved as shown in Table 13. Findings from project data show that repeat incidents for clients decreased by 20% and the complaints filed increased by 6%. The figures differ from those presented for overall efforts in North County because police handled more social assault incidents than the projects and only a portion of police cases were handled by the projects.

TABLE 13

REPEAT INCIDENTS OF SPOUSE ASSAULT OFFENSES AND NUMBER REFERRED FOR PROSECUTION FOR NORTH COUNTY PROJECTS, JULY 1979-JUNE 1980; JULY-DECEMBER, 1980

Spouse Assault Cases	Time 1	Time 2	% Difference
Number Provided Service	199	256*	
Repeat Incidents	61 (31%)	28 (11%)	- 20%
Number of Complaints Filed	31 (16%)	57 (22%)	+ 6%

\*This figure is higher although the time period is shorter because all clients from WRC are included, not just LEAA clients.

It can be assumed that these efforts influenced the overall findings in North County: recidivism percentage decreased from 7% to 6% and cases referred for prosecution increased by 2%.

Referrals to Other Agencies

After initial contact with project staff, over half of the battered women were referred to other agencies for additional assistance. The diversity of agencies involved is an indication of the variety of victim needs, the degree of coordination among agencies, and the awareness of project staff of appropriate referral sources. Table 14 shows the percentage of abused women referred to particular agencies. (Figures exceed 100% because of referrals to more than one agency.)

TABLE 14

PROJECTS' REFERRALS TO OTHER AGENCIES SUBSEQUENT TO INITIAL CONTACT SPOUSE ASSAULT VICTIMS

Project	Agency				% Not Referred
	Shelter	Legal	Welfare	Other*	
Escondido	5%	48%	24%	51%	43%
Oceanside	67%	15%	14%	40%	55%
Women's Resource Center	24%	27%	22%	56%	43%

\*Includes public agencies, e.g., probation, courts, County Mental Health, and private counseling agencies.

Differences among projects are due to the nature of initial services provided at the first contact. A significant number of clients were not referred to other agencies, indicating primary needs were met or would be, through continued interaction with the project staff. Surveys of project staff, clients, and other service providers indicated the following services as most important:

Type of Incident	Most Helpful Service
Spouse Assault	Shelter Crisis Intervention/Counseling Information Concerning Legal Services
Rape	Supportive Counseling Information about Criminal Justice Process
Child Abuse	Crisis Intervention Assistance with Problem Solving Transportation



### Client Survey

Victims/clients contacted by projects' staff in the first three months of 1981 were asked to respond to a survey (see page 145 for methodological procedures and complete data compilation). Opinions regarding services received by projects' staff and police were addressed. Respondents totaled 138, with the following breakdown:

• Battered Women	55	40%
• Child Abusers	25	18%
• Potential (at risk)		
Child Abusers	13	9%
• Rape Victims	11	8%
• Victims of Child Abuse	9	7%
• Batterers	8	6%
• Concerned Family Members	7	5%
• Other	7	5%
• Battered Males	3	2%
	<hr/>	
	138	100%

Summary results of the survey by project are presented on page 57. Analysis is based on total respondents since examination of responses by category, (e.g., type, offender, victim) did not show significant differences. The validity of a survey of this nature may be questioned based on potential bias presented by project staff when distributing surveys. However, tentative conclusions are suggested based on the client sample. Target victims served were generally satisfied with services provided and staff referred to appropriate agencies when necessary.

### Highlights of Survey

- o Responses of clients served by different projects show similar results.
- o Project staff are contacting target victims/clients.
- o The majority of victims indicated that project(s) staff were helpful (96%).
- o Less than 15% indicated that they need (additional) assistance not provided by project staff.
- o Of those clients/victims advised to seek help from other agencies, 86% indicated that they did so. This finding suggests staff awareness of victim needs and knowledge of appropriate resources.
- o Sixty percent (60%) of the clients noted that the police were helpful when responding to problems.

Complaints about police handling focused on these issues (37 clients):

- Respondents felt that police did not clearly explain their actions, (e.g., arrests), and clients were uncertain about what would take place after police involvement.
- Respondents perceived that police were indifferent, insensitive, or unwilling to become involved in domestic problems and/or questioned the credibility of clients' explanation of events.

- o Over half of the respondents indicated that their problems had been occurring one year or less when they sought help, perhaps indicative of the projects' community outreach efforts.
- o Over a third (39%) of the clients said that their problems had been resolved. The following comments are indicative of varying perceptions of problem resolution and the scope of situations that may preclude further assistance by project staff.

### Casa de Amparo

- "My problems will take time to resolve."
- "I still need counseling and help received from Casa."
- "I am still separated from my daughter for no valid reasons."
- "We now understand our child's problems and she understands us better."
- "They helped me assume my parental responsibilities in a realistic way."
- "I have more confidence and better results with my kids."
- "I still need to improve my attitude and get motivated."
- "I am safely out of the house and away from my step-dad."
- "My problem has been resolved, but to better myself, I will keep going to Casa."

### Women's Resource Center

- "I am still working on my problems."
- "I have fully recovered from my experience."
- "My problem won't be solved until I find a better way to live and feel we are safe."
- "I found great help here, I gained some stability."
- "I'm experiencing a more positive change in my attitude, but it takes time."
- "I still don't have a place to stay."
- "I need employment."

### Escondido Victim-Witness Project

- "I'm working on them."
- "I got the right help to make decisions."
- "I'm feeling like I'm OK again."
- "My husband doesn't drink as much."
- "I'm still going through physical and mental problems."
- "We are both in counseling."

"I now have a temporary restraining order to keep him from getting violent."

"I'm still having problems in school."

"The counselor was very helpful."

Oceanside Victim-Aid Project

"I feel I'm ready to take on my responsibilities"

"My husband and I are now talking things over."

"I don't feel as frightened as I did because I know there are people out there who really care."

"They are helping me in court and any help I need."

"I'm taking steps; filing complaint, have TRO, filing for divorce, getting counseling."

"I need a job, food, and money."

"I'm going to contact other agencies."

"I have no problem."

"My problem will not be solved until I have the right to my son."

"I am still trying to solve my problem."

"My boyfriend's problem will not be solved by putting him in jail."

North County Service Provider Survey

To assess the four projects' coordination efforts with other agency staff who have contact with the same clientele, service providers in North County completed a survey concerning their knowledge and interaction with the projects. Seventy-five (75) surveys were returned with the following breakdown by type of agency: (Percentages not equal to 100% due to rounding.)

- Community Agencies 38%  
(included Project Oz, Turning Point, Child Guidance Center, Lifeline, Project Jove, El Camino Psychology Center, and Community Clinics)
- Public Health Nurses 28%
- County Mental Health 13%
- Hospitals 12%
- School Nurses 8%

Survey results are presented in Table 16. Findings indicate that service providers are aware of these projects, are satisfied with services provided, and believe these efforts should continue. (Complete compilation, by project and type of responding agency, is on page 161.)

Survey respondents were knowledgeable regarding the kinds of services each project/agency provides. Respondents appeared to be less familiar with the Escondido project, but this may be a result of survey procedures which did not identify the project with the EYE (Escondido Youth Encounter). The victim-witness project was one program element of the overall EYE program.

TABLE 15  
CLIENT SURVEY  
SOCIAL ASSAULT PROJECTS  
JANUARY - MARCH 1981

Questions	Total N = 137	Casa De Amparo N = 36	Escondido Victim - Witness N = 15	Oceanside Victim - Aid N = 49	Women's Resource Center N = 40
1. Do you feel that program staff were helpful? Yes No	132 (96%) 5 (4%)	36 0	14 0	45 3	37 2
2. Do you have any complaints about the program? Yes No	N = 138 7 (5%) 131 (95%)	4 32	0 15	2 45	1 39
3. Did you need assistance that was not provided by the program? Yes No	N = 138 20 (14%) 118 (86%)	4 32	3 12	8 40	5 34
4. Did program staff advise you to contact another agency or person for help? Yes No	N = 133 58 (44%) 75 (56%)	12 23	3 11	26 21	17 20
5. Have you sought help from any other agencies or persons? Yes No	N = 134 50 (37%) 84 (63%)	15 18	7 8	16 33	12 25
6. Have the police been called regarding the situation for which you are seeking help? Yes No	N = 138 64 (46%) 74 (54%)	9 27	9 4	29 20	17 23
7. Do you feel that the police were helpful? Yes No	N = 108 65 (60%) 43 (40%)	10 17	7 3	38 11	10 12
8. Do you have complaints about the way the police handled the situation? Yes No	N = 108 37 (34%) 71 (66%)	12 14	4 7	9 40	12 10
9. How long had your problem(s) been occurring before you sought help? 4 months or less 5 months to 1 year 13 months to 2 years 2 to 4 years Over 4 years	N = 105 37 } (57%) 23 } 11 } 13 } 21 (20%)	9 7 2 2 7	3 4 1 1 2	17 2 4 5 5	7 10 4 5 10
10. What made you seek help at this time?		Most responses indicated that child care problems were out of control and help was needed. Others noted that contact with Casa was court ordered.	Victims indicated actual or fear of, physical/sexual violence. Others were pregnant teenagers wanting counseling.	Actual and/or fear of physical abuse was response by most.	Physical violence was response by majority. Others cited marital problems and need for legal assistance.
11. Have your problems been resolved? Yes No Not sure	N = 130 51 (39%) 66 (51%) 13 (10%)	15 19 0	8 5 0	21 21 3	7 21 10

Casa de Amparo and Women's Resource Center had the largest proportion of referrals from and to service providers. This is in part due to the number of years both projects have operated and the wide scope of services available. The Escondido and Oceanside projects began in 1979 with comparatively small staffs (1 and 2, respectively). The majority of respondents noted satisfaction concerning their interaction with project staff and indicated that project(s) activities should continue.

#### REGIONAL PERSPECTIVE

To expand the scope of the evaluation toward a regional overview, information was collected from additional sources. Since child abuse cases also can involve the actions of welfare and juvenile court personnel, data were collected regarding welfare and court dispositions of a sample of cases handled by Casa de Amparo and another sample reported to law enforcement. Since Casa provides extensive service to only child abusing families (not spouse assault), its records were used rather than Oceanside or Escondido projects.

Additional information pertaining to other kinds of programs in the region is also included.

#### Children Removed from Home

Children are removed from their homes when their welfare and/or safety is in jeopardy. Police are the only personnel authorized to remove children to protective custody. Hillcrest Receiving Home and Casa de Amparo are the regional agencies responsible for caring for children until a determination is made regarding subsequent placement. Figure 18 shows percentages of children removed in two different years.

The majority of children were taken to Hillcrest; others were placed in the homes of relatives.

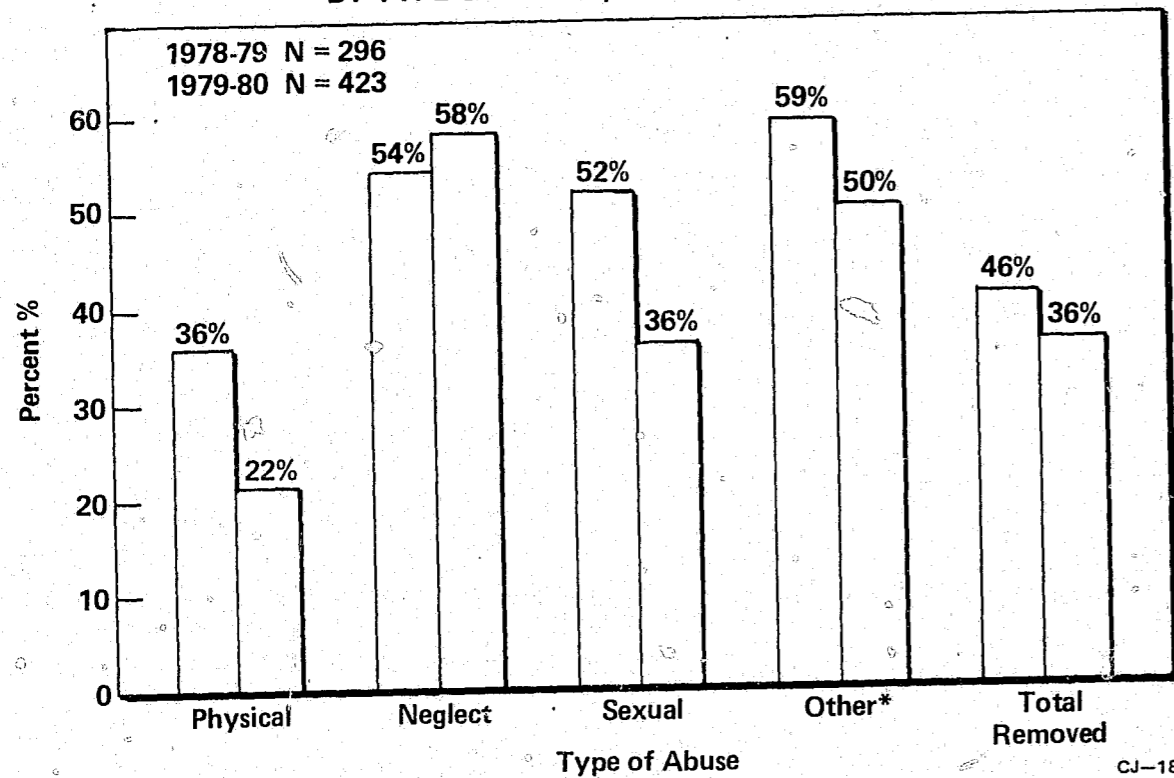
- o Fewer children were removed from their home in the second year (a 10% decrease).
- o Children neglected and victims of multiple types of abuse are more likely to be removed.
- o Fewer physically and sexually abused children were removed in the second year (a decrease of 14% and 16%, respectively). This may be a result of increased emphasis on treatment of abusing families in the home and recognition that removal may be a traumatic experience in many cases. More police officers in North County received training in child abuse investigation compared to the second year and this may have influenced their actions.

**TABLE 16  
SERVICE PROVIDER SURVEY RESPONSES  
NORTH COUNTY PROJECTS**

Survey Questions	Casa De Amparo		Women's Resource Center		Escondido Victim - Witness Program		Oceanside Victim - Aid Program	
	Yes	No	Yes	No	Yes	No	Yes	No
1. Are you familiar with this agency?	73 (99%)	1 (1%)	73 (99%)	1 (1%)	21 (35%)	39 (65%)	40 (62%)	25 (38%)
2. Have you referred individuals to this agency?	64 (93%)	5 (7%)	69 (96%)	3 (4%)	12 (24%)	37 (76%)	19 (34%)	37 (66%)
3. Have you received referrals from this agency?	31 (46%)	37 (54%)	36 (53%)	32 (47%)	4 (8%)	44 (92%)	12 (23%)	40 (77%)
4. Should the services provided by this agency continue?	65 (100%)	0	65 (99%)	1 (1%)	32 (97%)	1 (3%)	40 (100%)	0
5. Have you been satisfied with your interaction with this agency?	51 (88%)	7 (12%)	52 (87%)	8 (13%)	17 (89%)	2 (11%)	27 (87%)	4 (13%)
6. What is the most important service this agency provides?			<u>Respondents</u>		<u>Services</u>			
	Casa De Amparo		44		<ul style="list-style-type: none"> <li>● 24 hour emergency shelter, respite</li> <li>● crisis intervention, supportive counseling</li> <li>● education for parents; child care and parenting skills</li> <li>● prevention</li> </ul>			
			21					
			14					
			3					
	Women's Resource Center		39		<ul style="list-style-type: none"> <li>● Crisis intervention/counseling, emotional support for abused women</li> <li>● Shelter and protection from abuser</li> <li>● Appropriate information/referral service</li> <li>● Emergency response</li> </ul>			
			22					
			9					
			5					
	Escondido Victim - Witness		9		<ul style="list-style-type: none"> <li>● Counseling/crisis intervention</li> <li>● Advocacy/legal advice</li> <li>● Information/referral</li> <li>● Support Services</li> </ul>			
			5					
			2					
			2					
	Oceanside Victim -		10		<ul style="list-style-type: none"> <li>● Counseling</li> <li>● Support services to victims</li> <li>● Advocacy</li> <li>● Information on legal/judicial process</li> <li>● Appropriate referrals</li> </ul>			
			8					
			4					
			3					
			3					

59

FIGURE 18  
PROPORTION OF CHILDREN REMOVED FROM HOME  
BY TYPE OF ABUSE, 1978-79, 1979-80



Casa de Amparo - Services to Child-Abusing Families

From July 1979 through December of 1980, Casa de Amparo provided services to 457 children and over 1,000 families. The following information was obtained regarding the sample of clients studied (41). These cases were also reported to North County law enforcement.

- o Victims/clients served fell in these abuse categories:
 

- Physical -	14	34%
- Neglect -	13	32%
- Sexual -	3	7%
- Combination -	9	22%
- Other -	2	5%
- o Nearly a third of the victims were in contact with Casa staff from one to seven days subsequent to the police report.
  - 27% of the clients had contact with Casa prior to entry in police files.
- o Eleven percent (11%) of the families had subsequent contact with Casa staff beyond the case related to police files.
- o Of those cases referred to Casa, 76% involved actual abuse, 15% potential abuse, and 10% were provided services because parental

supervision was not available, e.g., parent(s) hospitalized or in jail.

- o At the time of first contact with Casa, 51% of the children were in their own home. Six months after initial contact, 68% of the children were in their own home, an increase of 17%.
- o Over half of the children (68%) were dependents of the court six months after first Casa contact.
- o Forty-four percent (44%) of the children were provided shelter care at Casa. Other primary services included counseling (85%), advocacy (46%), and providing services in the home, (37%).

North County Child Abuse Reports to Law Enforcement Tracked Through Welfare Department

The evaluation effort tracked child abuse cases reported to police agencies through the welfare system to determine actions taken by social service personnel. The intent also was to determine if actions were influenced by prior efforts of different police agencies and the nature of follow-up efforts by welfare staff. A sample of 75 was selected (18% of the total reported) stratified by agency, type of abuse, age of child and actions by police (investigated, removed child, etc.). Of the 75 cases selected, only 36 had easily accessible information. Eleven (11) cases were still "active" or under supervision and files were located in outlying districts of the Department of Social Services (DSS). The remaining 50 cases were not available through the primary sources at DSS or the computer terminal. Time restraints precluded additional efforts to find these case files. Since the sample is small, comparative analysis by police agencies is not appropriate and findings concerning actions by social services may not be representative of the total cases of child abuse.

Highlights of Results of Reported Abuse Cases: (N = 36)

- o Slightly over half (52%) of the cases in law enforcement files are responded to by social services on the same day. Neglect cases are more likely to result in same day action than other types of abuse.
- o Twenty-eight percent (28%) of the sample cases resulted in petitions granted (child under supervision of juvenile court). Cases involving physical and sexual abuse were more likely to result in court jurisdiction than neglect cases.
- o At the time of referral to social services, 64% of the children were living in their own home. This percentage increased to 78% at the time of case closure (no further social service involvement).
- o One-third (33%) of the cases had a prior incident reported to social services. Of the prior incidents, there was a higher percentage in the neglect category than other types.

Since the DSS does not consistently compile all of these data, there are no standards by which to compare this information to make judgments regarding change or effectiveness of intervention.

TABLE 17

PLACEMENT OF CHILD AT TIME OF REFERRAL AND AT CASE CLOSURE, BY TYPE OF ABUSE

N = 33	Physical		Neglect		Sexual		Total	
	At re- ferral	At clo- sure	At re- ferral	At clo- sure	At re- ferral	At clo- sure	At re- ferral	At clo- sure
Own home	60%	80%	88%	88%	40%	40%	64%	78%
Foster home	30%	0	0	0	0	0	18%	0
Relatives	5%	5%	0	0	60%	60%	12%	12%
Other	5%	15%	12%	12%	0	0	6%	10%

TABLE 18

PERCENTAGE OF CASES WITH PRIOR CASE KNOWN TO SOCIAL SERVICES, BY TYPE OF ABUSE

N = 36	Prior Case	Physical	Neglect	Sexual	Total
		Yes	27%	50%	25%
No	73%	50%	75%	67%	

TABLE 19

TIME BETWEEN INCIDENT REPORTED TO POLICE AND ACTION BY SOCIAL WORKERS, BY TYPE OF ABUSE, SELECTED SAMPLE

N = 33	Time Period	Physical	Neglect	Sexual	Total
		Same day	48%	63%	50%
2 - 3 days	10%	25%	-	12%	
More than 3 days	42%	12%	50%	36%	

TABLE 20

PERCENTAGE OF CASES IN WHICH CHILD MADE DEPENDENT OF COURT, BY TYPE OF ABUSE

N = 32

Dependent	Physical	Neglect	Sexual	Total
Yes	35%	0	50%	28%
No	65%	100%	50%	72%

Emergency Response System (ERS). The state mandated program for 24-hour social service response to child abusing families provided these services during its first year of implementation (March 1980 - March 1981). Since this program reflects an additional resource for child abusing families and requires coordination among service providers the following information is presented concerning ERS.

o Social worker response

- All calls are screened by a social worker who determines if a child protection issue exists. If so, a social worker responds within 20 minutes of the initial contact with the screener. The majority of calls were handled via a telephone conversation, but 24% (750) required a face-to-face response during the first year.

o Referrals to other agencies - These examples were provided as primary agencies to which clients/victims were referred:

- Adolescent crisis intervention centers (Project Oz, The Bridge, Gatehouse, Juvenile Retrieval)
- Mental health counselors (public and private)
- Private attorneys
- Family Stress Center

o Children removed from home

- Of 2,409 children referred, 8% (196) were removed from their homes within 24 hours.

This information is indicative of the scope and nature of calls received and actions taken. The effectiveness of the system in terms of meeting victim needs and preventing abuse is not known. Data regarding follow-up on services is not available at this time but is being considered as part of a management information system.

When these calls are compared to child abuse reports received by police agencies, a few differences are revealed (notwithstanding the potential for victims to be in both sets of data):

More cases of physical and sexual abuse are likely to be reported to law enforcement than to the emergency response system. This may be due to an increased need for protection and safety of the child. In addition, the emergency response program receives more calls from family members, relatives, and victims, whereas police agencies are more likely to receive reports from public agencies such as schools. One obvious reason for this difference is the daytime hours of most public agencies. Another possible explanation is that families may feel more comfortable calling a social service agency rather than law enforcement. This suggestion is supported by findings from the survey of service providers in which 72% agreed that child abusing families are reluctant to use support services when they are affiliated with law enforcement.

The relatively large proportion of "other" calls (48%) and the finding that only 24% of the calls required face-to-face intervention may be an indication that most of the calls involve families who are potentially at-risk to commit child abuse. If so, the intent of the legislation may have been addressed: to prevent and/or reduce the possibility of child abuse.

The following discussion includes services of Battered Women's Services (BWS) and the Escondido Family Crisis Team. Considerable information was collected on BWS because the data were available and easily accessible.

Battered Women's Services (BWS)

Since 1978, the YWCA has sponsored projects funded to serve victims of domestic violence. BWS receives funds from LEAA, the County, and the State as one of the demonstration projects selected by the State through legislation of Senate Bill 91 (state funds for domestic violence project centers). The following types of core services are offered to all residents of San Diego County:

1. Crisis telephone 24-hour hotline.
2. Shelter for women and children with counseling and on-site classroom for children to continue school (Casa de Paz).
3. Victim support services developed to assist victims through criminal prosecution with supportive counseling by increasing interaction with criminal justice components.
4. Psychological support and peer counseling for non-residents of Casa de Paz.
5. Support groups for men including those referred through diversion legislation.
6. Community education and training.

Any woman over 18 who is physically abused as a result of domestic violence is eligible for protective shelter and supportive services. When shelter capacity is exceeded, client needs are prioritized with these considerations: 1) severity of violence, 2) level of victim's fear, 3) involvement of children, and 4) scarcity of resources or other alternatives.

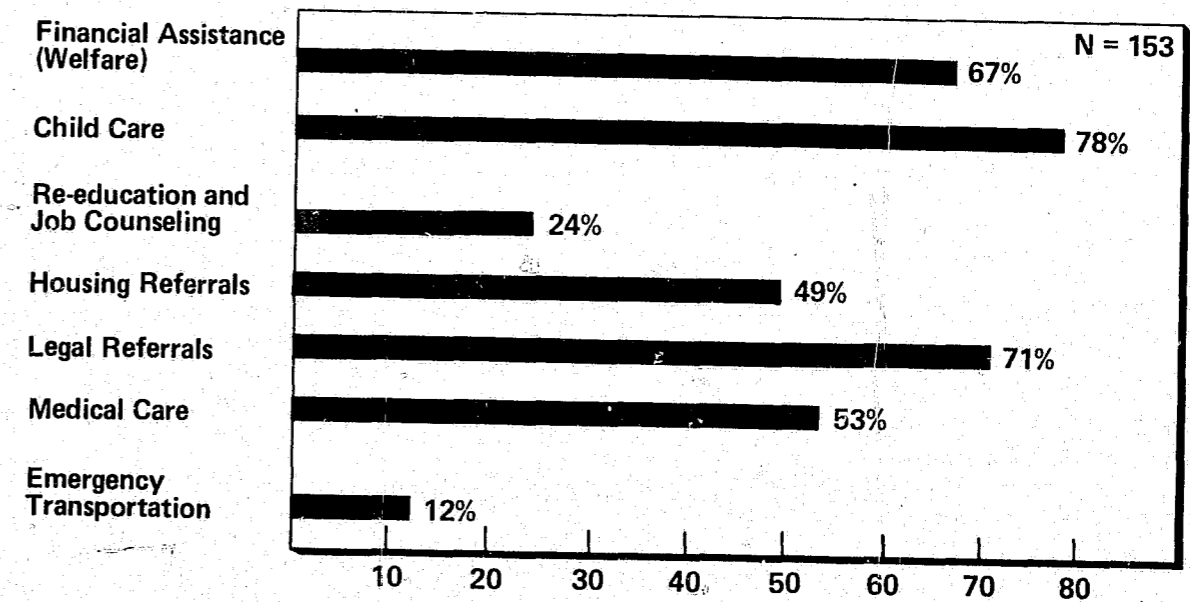
TABLE 21

HOTLINE CALLS AND NUMBER OF INDIVIDUALS SERVED,  
BY TYPE OF SERVICE, BATTERED WOMEN'S SERVICES

Service	Time Period		
	FY78-79	FY79-80	FY80-81
Hotline calls	1,578	1,901	2,092
Adults given shelter	104	130	150
Children given shelter	206	240	269

During calendar year 1980, 472 adults in San Diego County requested shelter at Casa de Paz, the shelter facility of BWS. Thirty-two percent (32%) of these were given shelter: 153 adults as well as 266 children. The average length of stay was 18 days. The wide range of services provided, the length of time in operation, and staff outreach efforts have contributed to BWS being a primary referral source for law enforcement agencies. In a survey in six police agencies, of those officers who indicated that they generally refer victims, BWS was the most frequently mentioned referral agency. Beyond the core services of shelter and counseling, analysis of other services and referrals indicates the diverse needs of battered women as illustrated in Figure 19. The majority of the women need child care (78%), legal referrals (71%), financial assistance (67%), and medical care (53%).

FIGURE 19  
SERVICES PROVIDED SHELTER RESIDENTS  
BATTERED WOMEN'S SERVICES  
1980



Battered Women's Services Assessment of Client Objective

BWS developed an evaluation procedure to determine victim needs/goals at initial contact and the extent to which those needs/goals were met through either direct service or referral to other agencies. Information was collected on a sample of 50 shelter clients (16% of total). Although BWS lists 17 goals, this analysis focuses on the ten that were most frequently chosen by the victim/client. Table 22 indicates those goals and the percentage of victims who reached levels of attainment. Peer counseling was the goal selected by most clients (78%) with 85% realizing this goal.

TABLE 22

SELECTED GOALS AND PERCENTAGE OF VICTIMS ATTAINING GOALS, BATTERED WOMEN'S SERVICES

N = 50

Goal	Percent Selecting Goal	Level of Attainment		
		Information Supplied*	Contact Made with Positive Result	Realization of Goal
1. Peer Counseling	78%	5%	10%	85%
2. Housing	72%	11%	22%	67%
3. Welfare	66%	15%	9%	76%
4. Temporary Restraining Order	52%	30%	35%	35%
5. Legal Custody	48%	29%	38%	33%
6. Medical Care	46%	13%	35%	52%
7. Psychological Support	46%	-	17%	83%
8. Dissolution	44%	32%	41%	27%
9. Recreational Activities, children	36%	-	17%	83%
10. Re-education & Job Counseling	34%	47%	29%	24%

\*No follow-up by client.

A total of 261 goals were selected by the victims, an average of 5.2 per individual.

Client/Counselor Assessment

Individuals provided shelter at BWS are asked to complete an evaluation form concerning their opinions about the services received at Casa de Paz. A sample of 50 client forms was reviewed on selected questions about the staff counselors.

Ninety-four percent (94%) of the women agreed that the counselors treated them with respect. In addition, 96% indicated that counselors were fair and impartial. Strong points of counselors were assistance with goal achievement and empathy. Suggestions for improving counselor effectiveness included adding more staff and more individualized counseling.

Escondido Family Crisis Team

An additional program element of the Escondido Youth Encounter (EYE) other than the victim-witness project was also funded by LEAA. In 1978, a crisis team program was developed to focus on different kinds of family problems (Family Crisis Program). Referrals are made to the EYE by the police. If after police respond to a call, they determine that no violence is occurring, and conclude that contact with the EYE staff will be beneficial, they will call members of the crisis team. The staff is available after 5:00 P.M. to provide whatever assistance is necessary and make appropriate referrals based on victim needs. In the latter months of 1980, the victim-witness element incorporated the Family Crisis Program and both programs were absorbed with state and local funding after termination of federal funds. Table 23 shows the type of calls to which the team responded during a five-month survey period.

TABLE 23

FAMILY CRISIS TEAM CALLS BY TYPE  
ESCONDIDO YOUTH ENCOUNTER  
NOVEMBER 1980 - MARCH 1981

Type of Call	Number	Percentage
Family Disturbance	18	36%
Suicide	10 (2 completed)	20%
Battery	5	10%
Runaway	5	10%
Rape	3	6%
Other	9	18%
Total	50	100%

The use of the Family Crisis Team by police was confirmed in a survey of 26 police officers in which 77% (20) indicated that they refer victims to that program.

State-Funded Victim/Witness Assistance Programs

As a result of the passage of Senate Bill 383 (July, 1980), the state awarded grants to 30 counties in California to provide a legislative response to victims of crimes through development of victim-witness centers. The San Diego District Attorney's Office initiated its program in March of 1981. This program is discussed as an adjunct



service to victims. The overall goal is "to encourage and strengthen the coordinated participation of criminal justice agencies toward providing more effective assistance to victims and witnesses of all crimes." (California Office of Criminal Justice Planning) The funding source includes these objectives for the centers:

1. Provide financial aid to establish and maintain comprehensive programs for victims and witnesses of all types of crimes.
2. Improve the understanding of the needs of victims and witnesses on the part of the criminal justice system, and increase their participation in the administration of justice.
3. Provide for faster and more complete recovery from the effects of crime.

Statements concerning effectiveness of these programs are premature, since they are relatively new and in varying stages of implementation. The majority of these projects are managed by the District Attorney's Office. This kind of structure may limit contacts to only those victims/witnesses who are pursuing criminal complaints. With regard to domestic violence situations, few of these kinds of victims reach the complaint process. Therefore, it is questionable to what extent the needs of these victims will be addressed by these programs. Preliminary data regarding the statewide programs revealed that during a four-month period, victims of domestic violence comprised 12% of the total provided services.

## CHAPTER 3 CRIMINAL JUSTICE SYSTEM RESPONSE

## Criminal Justice System Response

ISSUE 3: HAS THE RESPONSE BY THE CRIMINAL JUSTICE SYSTEM CHANGED AND HOW CAN IT BE MORE EFFECTIVE IN RESPONDING TO DOMESTIC VIOLENCE SITUATIONS?

### SUMMARY

Proportionately, more arrests of spouse assault offenders were made by all North County police agencies except Oceanside during the first year of projects' implementation when compared to the prior year. More cases were referred for prosecution and the percentage of complaints filed also increased. Pre- and post-surveys of North County police officers indicated positive changes in actions and attitudes toward domestic violence situations. Coordination with, and recognition of the value of intervention by social service providers was evident in survey results. Regionwide, officers in several jurisdictions handle domestic violence situations in different ways.

Prosecutors indicated that service providers have been helpful in assisting victims through the criminal justice process. The new diversion law applied to offenders charged with spouse assault may represent an effective alternative to prosecution, but its impact in the last year is unknown. The value of mandated counseling (diversion) for spouse assault offenders will be difficult to assess unless police take more reports and arrest offenders, and prosecutors charge more offenders, thus allowing the diversion procedure to occur and be tested. More criminal justice personnel should be trained regarding the dynamics of spouse assault and alternatives available to police and prosecutors for assisting victims.

### DISCUSSION

The objectives of the funding source with regard to the domestic violence issue included increased involvement by the criminal justice system. This involvement was expected to result in more arrests and complaints filed for spouse assault and increased coordination with social service providers. The emphasis on arrests and complaints is based on the assumption that these efforts may contribute to a reduction in recurrent assaults and serve as notice to the offender that such behavior is unacceptable. Previous research has indicated a reluctance on the part of criminal justice personnel to become involved in "domestic" matters. To effect changes in these areas, the funding source allocated funds to provide for training of law enforcement personnel.

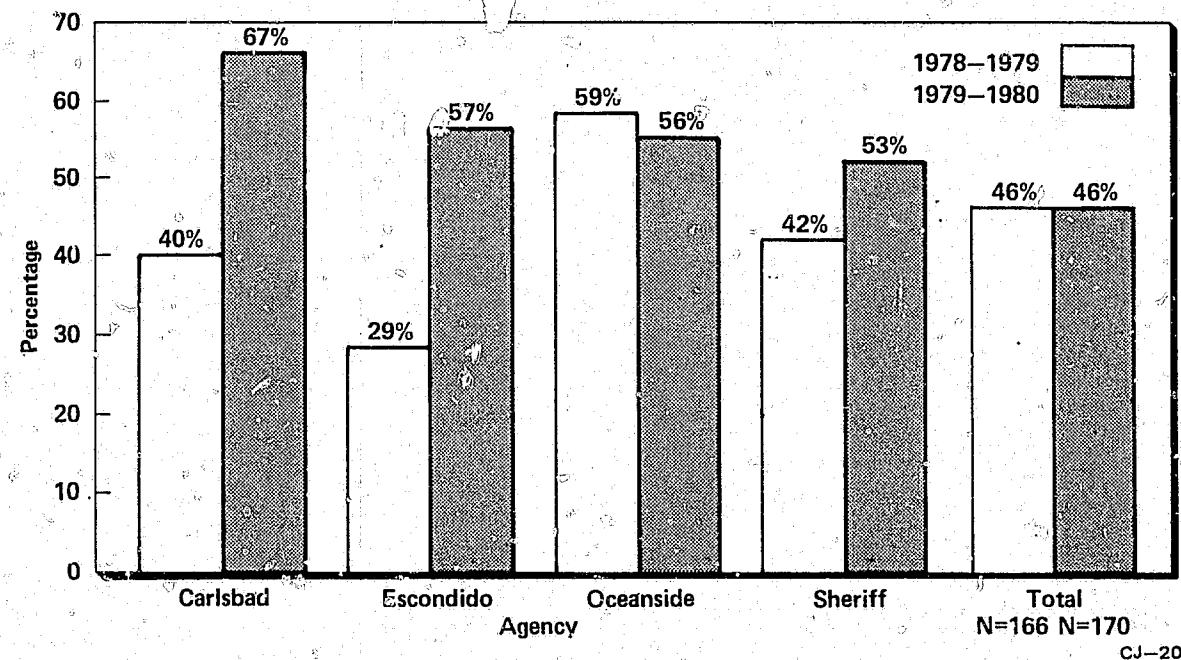
To examine the impact of project efforts on the justice system, these procedures were undertaken:

1. Examination of arrest and complaint data before and after funding
2. Administration of pre-and post-surveys to North County police officers
3. Administration of a survey of police officers in jurisdictions other than North County
4. Distribution of a pre-post survey of social service providers.

**RESULTS**

Arrests for spouse assault increased in all North County police agencies except Oceanside. The slight reduction in Oceanside contributed to the same overall percentage (46%) arrested before and after intervention.

**FIGURE 20**  
**PERCENTAGE OF ARRESTS FOR SPOUSE ASSAULT**  
**BY AGENCY, 1978-79, 1979-80**



Referrals to the District Attorney for prosecution of North County spouse assault cases increased by 7% and the proportion of those arrested that were ultimately charged increased by 6%. The resulting complaint/arrest ratio changed from 1:4 to 1:3 in the second time period.

**TABLE 24**

**SPOUSE ASSAULT CHARGES FILED**  
**NORTH COUNTY POLICE AGENCIES**  
**1978-79 (TIME 1) AND 1979-80 (TIME 2)**

	<u>TIME 1</u>	<u>TIME 2</u>
Number Reported	358	373
Number Arrested	166	170
Percent Referred to District Attorney	35%	42%
Complaints Filed*	39	51
Percent of Total Reported	11%	14%
Percent of Those Arrested Charged with Assault	25%	31%
Complaint/Arrest Ratio	1:4	1:3

\*Five persons in Time 1 and fourteen (14) persons in Time 2 were charged with crimes other than assault, i.e., disturbing the peace, harrasment, etc. These were not included in the analysis.

**LAW ENFORCEMENT ROLE**

Currently, law enforcement is the only agency which has the responsibility, authority, and around-the-clock availability to respond to family conflict. Citizen recognition of this was revealed in a telephone survey of 502 North County citizens. Ninety percent (90%) of the persons called (450) indicated that incidents of wife beating should be reported to the police.

According to the literature in this area, family disturbance calls are recognized as difficult, unpredictable, and frequently hazardous assignments. Statistics compiled nationwide indicate that 25% of the officers killed in action were killed while answering a call for help involving domestic violence. Of the officers injured, 28% were injured when responding to such calls (Younger, 1978). The potential for danger, the highly emotional and stressful dynamics of the situation, and the attitudes toward domestic disturbances influence the manner in which police react to domestic violence calls.

Research has shown that the police are in a position to influence victims' subsequent behaviors with regard to pursuing criminal justice actions and requesting assistance from social service agencies. By applying sanctions, police can affect the extent to which the offender perceives his behavior as unacceptable.

## Police Survey (North County)

In 1979, 155 police officers in North County (approximately 76% of total for area) responded to a survey. This survey was repeated in February of 1981 (119 respondents) to assess changes regarding handling of domestic violence situations. Survey questions involved issues such as which actions were taken when responding to domestic violence calls, the frequency of those actions, and aspects of the situation which influence the kind of action taken. In addition, officers were asked to give their opinions regarding types of intervention, the value of arrest, and training received concerning domestic violence cases. The following discussion presents a summary of survey results. (Complete compilation is on page 133.)

### Results

Analysis of pre- and post-survey responses indicates that, since the inception of social assault projects, police opinions and actions have been positively affected. Specifically, these changes were noted (Table 25):

- o More officers (increase of 8%) indicated that they would always/often arrest a spouse abuser, thereby effecting a sanction and increasing the potential for prosecution and/or diversion.
- o Officers in the second survey were more likely to enforce temporary restraining orders (7% to 16%).
- o Nearly 10% more officers indicated that they always/often complete written reports on spouse assault incidents.
- o In the pre-survey, 34% of the officers agreed that their department had specific guidelines for handling of family violence situations. Two years later the percentage increased to 49%.
- o When asked if they had received specific training in the area of family disputes, only 8% of the officers in the pre-survey responded positively. The figures changed substantially in the post-survey as 37% indicated that had received training.
- o The need for additional training in particular areas was noted. Over half (53.8%) expressed a need for training concerning arrest procedures for violations of Temporary Restraining Orders. Increased knowledge of crisis intervention and/or counseling techniques was indicated by 43% of the officers. Thirty-seven percent (37%) of the officers expressed a need for information about community resources.

TABLE 25  
 ACTIONS TAKEN WHEN RESPONDING TO  
 DOMESTIC VIOLENCE CALLS,  
 NORTH COUNTY POLICE OFFICERS SURVEY,  
 1979 AND 1981

ACTIONS	PERCENTAGE OF RESPONDENTS		% DIFFERENCE
	Time 1 N=155	Time 2 N=119	
<u>Arrest Suspect</u>			
Always/Often	1.3%	9.4%	+ 8.1%
Rarely/Never	60.1%	47.0%	- 13.1%
<u>Enforce Temporary Restraining Order</u>			
Always/Often	7.2%	16.2%	+ 9.0%
Rarely/Never	79.7%	53.0%	-26.7%
<u>Write Report</u>			
Always/Often	11.8%	21.2%	+ 9.4%
Rarely/Never	41.8%	22.8%	-19.0%
<u>Write No Report</u>			
Always/Often	50.0%	30.8%	-19.2%
Rarely/Never	15.1%	18.0%	+ 2.9%

Survey of Officers Throughout the Region

The next section presents regionwide results of the police survey. Comparative analysis by agency revealed some differences. Federal funding was allocated to service providers throughout the region and several police agencies received training by staff of Battered Women's Services. Survey differences are likely due to operating procedures and policies of different police agencies. The following agencies participated in the survey: Carlsbad, Chula Vista, Escondido, La Mesa, National City, Oceanside, Sheriff's substations in Lemon Grove, Poway, Santee, and Vista, and the Northern and Southeastern divisions of the San Diego Police Department. Eighty-two percent (82%) of the officers in these departments responded, with 389 surveys returned.

- o Nearly half of the officers (49%) indicated that they always/often refer victims/suspects to social service agencies.
- o Sixteen percent (16%) of the respondents noted that they always/often enforce temporary restraining orders. The range among agencies was from 0 to 31%.

- o Regarding written reports, only 23% of the officers indicated that they always/often complete reports on spouse assault incidents, but the range among agencies was considerable: from 21% to 40%. When the question was rephrased to estimate reports per 20 calls, 13% of the officers said they complete NO written reports. The range in this category was 0 to 43%. This finding suggests that official records underestimate the actual incidence of spouse assault.
- o Eighty-six percent (86%) of the officers agreed that the decision to arrest is strongly influenced by the victims' willingness to prosecute. The same percentage was indicated concerning non-family assault situations. Therefore, this may be a function of assault cases, not just domestic violence.

Police Procedures for Handling Child Abuse and Spouse Assault Situations

Survey findings revealed differential law enforcement procedures for child abuse cases when compared to spouse assault incidents.

- o Officers are more likely to arrest persons suspected of abusing a child than spouse assault suspects.
- o A report is nearly four times more likely to be completed in child abuse situations than when the abuse involves adult participants.
- o Injury to the victim was cited by 76% of the officers as the situation that would most influence a decision to arrest in child abuse cases. For spouse assault, this reason was noted by 31%.
- o When asked which situation would most influence the decision NOT to make an arrest, the situation where the "victim does not wish to prosecute" was mentioned by 58% of the officers in addressing spouse assault. For child abuse incidents, 54% cited "difficulty in determining who is the offender" as the situation that would influence an arrest decision.
- o Nearly half of the officers (46%) indicated that, of every 20 calls to a child abuse incident, all have written reports. The corresponding figure for spouse assault was 2%. Seventy percent (70%) said reports are completed for from one to four spouse assault incidents (out of 20).
- o Of every 20 calls to spouse assault incidents, 44% of the officers indicated that 10 or more involve mutual combat. As might be expected, this figure was lower for child abuse situations (12% said 10 or more).

Coordination With Social Service Agencies

In developing objectives for funding priorities, the need for coordination between police agencies and social service providers was recognized.

The following discussion relates to opinions of police officers throughout the region regarding social service intervention.

- o Fifty percent (50%) of the officers in the region agreed that their departments had specific guidelines for police handling of family violence situations. The range of agreement varied from 12% to 69%.
- o The majority of officers (84%) felt that it would be helpful to have a social worker/counselor available for referral of domestic violence cases.
- o Intervention by social services was perceived as most helpful on the same day of the incident by 62% of the officers compared to intervention on subsequent days.
- o Eighty percent (80%) of the officers indicated that they have referred spouse assault victims/suspects to social services.
- o Twenty-one percent (21%) of the officers estimated that they make referrals in half of the domestic violence calls.
- o Forty-one percent (41%) of the officers indicated that they had received training in the area of family disturbances during the past year. Considerable variation was noted among agencies as the range was from 0 to 86%.

Social Service Providers Survey

A pre-post survey of 119 service providers in public and private agencies addressed these individuals' perceptions of law enforcement intervention in domestic violence situations. Positive changes in the post-survey can be attributed to increased communication between social service personnel and the police. Percentage differences from 1979 support this finding. Findings indicate that police officers are more concerned about the child's welfare and treatment of the abuser. They are more familiar with voluntary child care resources, and more likely to be adequately trained in identification of child abuse.

Respondents were asked if they agreed or disagreed with these statements (responses do not equal 100% because the category of "don't know/no opinion" is not included):

- o Police investigations tend to be directed toward prosecution of the abuser with less attention toward the abused child and treatment of the abuser.

	<u>Time 1</u>	<u>Time 2</u>	<u>% Change</u>
Agreed	60%	50%	- 10%
Disagreed	29%	42%	+ 13%

- o Most police officers are not familiar with the voluntary child care resources for abusing families.

	Time 1	Time 2	% Change
Agreed	47%	43%	- 4%
Disagreed	24%	35%	+ 11%

- o Most police officers are not adequately trained to identify child abuse.

	Time 1	Time 2	% Change
Agreed	56%	45%	- 11%
Disagreed	21%	39%	+ 18%

With regard to police intervention in spouse assault incidents, respondents were asked to determine if change had occurred in factors identified previously as barriers to effective intervention. The following responses are pertinent to law enforcement and indicate that coordination efforts have considerably improved but little change was noted regarding negative attitudes of criminal justice personnel.

TABLE 26

PERCEPTION OF LAW ENFORCEMENT, SERVICE PROVIDERS SURVEY  
N=119

BARRIERS TO MEETING VICTIM NEEDS	LEVEL OF CHANGE			
	Improved	No Change	Deteriorated	Don't Know
Inadequate coordination between police and social service agencies	44%	27%	0	29%
Inadequate training of police	29%	37%	6%	29%
Negative attitudes of criminal justice personnel	19%	44%	4%	33%

Police-Social Service Coordination in the San Diego Police Department

Operating procedures in the San Diego Police Department provided a setting in which the effects of close linkages between police and referral sources could be examined. In the Southeastern area of the city, a family referral program was developed in conjunction with the Family Services Association (mid-1980). When police responded to a family disturbance, they referred victims/offenders to the program. If program staff were not contacted, staff then contacted the victim to

determine if counseling or referral services was desired. The expectation of the program was to provide alternative resources for the police and reduce recurrent violent acts. The first outcome was examined in this study but it is not known whether the program contributed to a decrease in repeat behavior.

Evaluation Procedures

Due to the volume of activity in the City of San Diego, only one other area (Northern Division) was selected for comparison with the southeastern area. A twofold approach was taken: (1) A survey of police officers in the northern and southeast areas; and (2) an examination of radio calls dispatched for family disturbances in these areas over a two-month period. The first analysis assessed attitudes and actions taken while the second explored actual behavior when responding to these incidents. Although findings indicate substantial differences between the areas in terms of practices and attitudes of officers, interpretation of findings should include recognition that differences may also be due to other factors, such as composition of areas and the possibility of differing police practices.

Data indicate that a close link with a social service referral agency has benefits. Table 27 reveals that officers in southeast were more likely to complete written reports, almost twice as likely to enforce temporary restraining orders, and twice as likely to refer participants to a social service agency. Officers in Northern were more likely to express a need for additional training in knowledge of community resources and procedures for enforcing temporary restraining orders. (Responses represent 87% of the patrol officers in northern and southeast divisions.)

TABLE 27

SAN DIEGO PATROL OFFICER SURVEY  
NORTHERN AND SOUTHEAST DIVISIONS  
N=148

Survey Questions	Percentage of Respondents	
	Northern N=64	Southeast N=84
o Actions taken when responding to domestic violence calls: (Percent always/often taking actions) (multiple responses)		
Make an arrest	11%	22%
Write a report	25%	40%
Enforce a Temporary Restraining Order	11%	20%
Refer participants to social service agency	29%	68%
o Have you referred victims to social service agencies?		
Yes	65%	90%
No	35%	10%
o Please name agencies to which you have referred.		
Battered Women's Services	58%	
Southeast Family Referral		75%
Others	42%	25%
o Estimating, out of 20 calls to domestic violence situations, how many have you referred?	5%	32%
o Estimating for every 20 calls to a family disturbance, for how many calls do you complete reports:		
None	7%	13%
1 - 4	86%	60%
5 - 9	7%	24%
All have written reports	0	3%
(The following response percentages do not equal 100% because "don't know" category is deleted.)		
o Domestic violence situations are personal matters that should be handled by social service agencies rather than criminal justice agencies.		
Agree	22%	40%
Disagree	67%	49%
o Police referral to a social worker or counselor could be accomplished by:		
- Giving the victim a card with agencies and phone numbers	45%	32%
- Having social service staff contact all victims reporting assaults to police	21%	39%
- Having police officers select victims to be contacted by social worker	30%	27%
o Which of the following best describes your primary responsibility after insuring peace and safety?		
- Act as mediator	38%	43%
- Advise parties of legal options	33%	20%
- Refer parties to appropriate agencies	25%	35%
- Provide family counseling	2%	0
o In which areas do you desire training? (multiple responses)		
- community resources	58%	32%
- causes and dynamics of domestic violence	34%	59%
- crisis intervention and/or counseling techniques	54%	52%
- arrest procedures for violations of Temporary Restraining Orders	66%	59%
o Have you received training in the area of family disputes during the past year?		
Yes	29%	50%
No	71%	50%

Actual Response to Family Disturbance Calls. During the months of November and December, the San Diego Police Department's communications division "tagged" every disturbance call that they perceived as a situation between adults who were either spouses or boyfriend/girlfriend. The resulting computer printout provided information about differences in police handling between officers in the Northern and Southeastern areas. Table 28 indicates that officers in Southeast were slightly more likely to file written reports than Northern officers (7% compared to 2%) and expended more time at the residence.

TABLE 28

SAN DIEGO POLICE ACTIONS IN FAMILY-RELATED DISTURBANCE CALLS

	Northern	Southeast
Total 415 calls*	552	1,045
% Family-Related	35%	41%
No Report Taken	94%	88%
Report Taken	2%	7%
Other Action	4%	5%
Number of Units Dispatched: One	24%	29%
Two	53%	51%
Three	22%	19%
Total Time Expended (Out of Service):		
Less than 5 minutes	6%	6%
5 - 10 minutes	19%	12%
11-20 minutes	27%	21%
21 minutes or more	48%	61%

\*Analysis did not include "barking dog", loud party, noise or disturbances in non-residences. Also, a recent study conducted by the U.S. Dept. of Justice on crime and seasonality indicates that a higher number of disturbances occur in spring and summer months, so the two-month study period should not be considered representative.

PROSECUTION EFFORTS

Findings in the preliminary evaluation indicated that prosecution efforts toward child abusers were rare but more likely to be pursued in cases of sexual molestation and/or death of a child. Also, charges filed against abusers are associated with actions taken in juvenile court, e.g., child removal, mandated counseling for parents. The second year evaluation focused on the issue of prosecution in spouse assault cases. Evaluators examined the value of prosecution of these cases as perceived by prosecutors, the role of social service providers, changes in conviction rates, and preliminary results of the new diversion law (provides for mandated counseling for first-time spouse assault offenders).



**CONTINUED**

**1 OF 2**

In addition to data collected on dispositions of offenders, surveys were conducted with prosecuting attorneys and municipal court judges. The District Attorney chose not to have all deputies participate but permitted one deputy district attorney to reflect the views of the department. City attorneys responsible for filing misdemeanor complaints in the City of San Diego did complete the survey. Attorneys surveyed are part of a domestic violence unit developed by the City Attorney's Office. Highlights of the survey include: (Complete compilation of survey data is in Appendix B.)

- o Deputy city attorneys indicated that battery (242 P.C.) is the most common charge filed against spouse assault offenders. The deputy D.A. said that felony wife beating (273.5 P.C.) was typically filed in the District Attorney's Office.
- o Half of those surveyed said more spouse assault cases had come to their attention in the past year.
- o The majority of the attorneys indicated that common dispositions include charges dropped before the preliminary hearing and/or a plea to a lesser charge (415 P.C., disturbing the peace).
- o The reason given for these cases not proceeding through the criminal justice system was that victims refuse to prosecute.
- o City attorneys indicated that they refer victims to social service agencies. Agencies/persons included Battered Women's Services, Conciliation Court, the clergy, and marriage counselors.
- o City attorneys noted that staff in these agencies have provided assistance by encouraging victim participation in the criminal justice process, improving victim knowledge of criminal justice operations and legal options, and providing support services to victims, e.g., transportation, child care.

Deputy District Attorneys interviewed in North County in 1979 agreed that the primary reason that complaints do not proceed through the system is the victims' refusal to prosecute. Analysis of crime reports for two years showed that 6% more victims initially wished to prosecute, perhaps accounting for the slight increase in assault charges filed.

Although more persons were charged for spouse abuse in the second year, proportionately fewer offenders were convicted. Based on the limited information available, 63% (17 of 27) of those in Time 1 were found or pled guilty, whereas in the second year, 38% (15 of 40) were convicted. Several studies have indicated that assaults committed between intimates are likely to result in fewer complaints filed, more dismissals, and lighter sentences than assaults between strangers (Williams, 1978). Even when services are implemented primarily for legal advice and referral, the results are similar. The Victim Support Services element of the Battered Women's Services provided legal counseling to 1,244 individuals from August 1979 through May 1981. Prosecution efforts were initiated in 30 cases and final dispositions were completed in 15 of these (50%).

The value of prosecution in preventing and/or deterring acts of violence between intimates is not known. Two assumptions are prevalent among criminal justice personnel regarding the influence of participants' marital status. If the couple is remaining together, prosecution efforts appear futile, yet if the couple is seeking dissolution there is a perspective that there is no need for prosecution. Since 33% of the reported assault incidents occurred between persons who were not living together at the time of the assault, this assumption may not be accurate. Nevertheless, these attitudes negate prosecution efforts and place many women in a "catch-22" situation. Research in this area suggests that prosecution is necessary to modify societal attitudes so that wife beating is perceived as unacceptable behavior. The new diversion law may represent a more satisfactory remedy for victims as well as less frustration for criminal justice personnel.

#### Diversion of First-Time Offenders

On July 1, 1980, legislation was enacted to provide diversion for first-time offenders charged with a misdemeanor assault on a spouse or a felony reduced to a misdemeanor. The provision allows a batterer, with no conviction for violence seven years prior to divertible offense, to be diverted into counseling instead of criminal prosecution if he is considered treatable. Diversion provides an alternative to prosecution and/or divorce and reduces the potential for economic pressures on the participants, e.g., hiring an attorney, loss of breadwinner during jail time. Since an offender must be charged with the offense before consideration of diversion eligibility, the criminal sanction is retained.

Once diverted, the batterer can receive from six months to two years of counseling subject to review by the Probation Department. The legislation states that "criminal charges shall be dismissed if the divertee performs satisfactorily during the diversion period. If the court finds that the divertee is not performing satisfactorily in the assigned program, or that the divertee is not benefitting from diversion, or that the divertee has been convicted of a violent offense, the criminal case shall be referred back to the court for resumption of criminal proceedings" (SB 1845).

Although the legislation, in concept, provides a desirable option, local experience indicates gaps and problems that may hinder its potential effectiveness. From April 1980 through April 1981, 86 individuals were granted diversion. However, 53 of these were adult abusers of children. Prior to January 1, 1981, the legislative language included violence against children in households. As a result of protests from criminal justice professionals and social service providers, diversion pertaining to child abusers was excluded. In the 13-month period, only 33 spouse batterers were referred for diversion.

In North County, 31% of those arrested for spouse beating were charged with the crime, yet only three of those diverted were from the North County courts. Surveys and interviews with municipal court judges, a representative of the District Attorney's Office, San Diego City attorneys, and probation officers offer explanations regarding infrequency of referral for diversion and implementation problems.

### Problems Hindering Diversion Efforts

According to those surveyed, the legislation failed to specify which batterers are "treatable", what kind of counseling is necessary, or for how long. Of utmost concern is the fact that no funds were appropriated to provide the services. It was assumed that probation officers would investigate cases based on a recommendation by the court, determine eligibility, refer to a designated service provider upon court authority, and subsequently supervise the cases. In reality, operating procedures are quite different. The involvement of probation for determining suitability and qualifications differs among the courts. In some courts, defendants are referred for pre-diversion screening to assess eligibility; yet in other courts, judges automatically divert with no pre-investigative report.

The County Department of Social Services designated five service providers to be used for diversion counseling. (The divertee also has the option of private counseling at his own expense.) Of the five agencies, two serve service child-abusing families and cannot accept defendants unless a child was involved in the offense. Since the section including children was eliminated, these agencies are serving only defendants diverted prior to January 1 of this year. An East County agency, FOCUS, was not funded for FY 1982. The remaining referral sources, Women's Resource Center (Oceanside) and Battered Women's Services (San Diego YWCA) presently can handle the limited caseload. But as more criminal justice personnel become aware of the program, the volume may increase, thus placing additional burdens on staff funded to provide other kinds of services. Referrals to public agencies such as County Mental Health have been accepted reluctantly by personnel with existing caseloads. Also, recent research conducted in Seattle, Washington, indicates that wife beaters require specialized treatment by counselors trained in the dynamics of spouse abuse.

Some criminal justice personnel believe that the probation office supervises diverttees. Beyond the referral to the counseling source and a phone call six months later, there is no supervision by probation officers. If diverttees select their own counselor, there is no assurance that the therapist is qualified or skilled in this problem area. Since nearly half of those diverted choose private counseling, guidelines should be developed specifying counselor qualifications, type of treatment, and clear definitions of the terms "satisfactory performance/benefitting from counseling".

### Judicial Response

Twelve municipal court judges throughout the county responded to a survey about spouse assault cases. Excluding traffic court judges, survey results reflect 32% of the municipal court judges. Comments concerning diversion are presented below. (Complete compilation of survey data is in Appendix B.)

The majority of judges felt that some form of mandated counseling may be the most effective sentencing alternative for deterring future

violent acts, when all alternatives are considered. Yet 67% said they did not know if the mandated diversion legislation will be an effective deterrent. These comments were given:

1. Efforts toward diversion are new and untested.
2. Counseling must be enforced and supervised.
3. Both parties should have counseling.
4. No spouse assault case should ever be dismissed without proof that parties have had at least 10 hours of counseling with a qualified therapist.

Only two judges indicated that more cases involving spouse assault have come to their courts compared to last year. Half of the judges agreed that charges are likely to be reduced in spouse assault cases and this is likely to occur at the prosecutor's level. In addition, fifty-eight percent cited the victims' refusal to prosecute as the most common reason that most of these cases do not proceed through the justice system.

Comment by judges: Prosecution should persist so court can force offenders into counseling. The tendency toward violent acts will not end by divorce, but be transferred to another partner. Prosecutors are often persuaded that divorce is pending and problem will be solved. Screening for domestic violence counseling should be required in every case by recommendation of the prosecutor.

### IMPLICATIONS OF CRIMINAL JUSTICE RESPONSE

The development of federally funded projects to address the problem of domestic violence increased coordination of efforts between criminal justice components and social service agencies. These efforts contributed to addressing the needs of several hundred victims of domestic violence. Long-term effects on deterrence and victim traumatization cannot be measured in a study of this nature. Activities initiated by criminal justice personnel, if continued, may have the following results:

1. An attitude by criminal justice personnel that perceives domestic violence as a serious crime in this region.
2. Actions that indicate to the victim and offender that this behavior is unacceptable and requires intervention such as arrest, referral to social service agencies, complaint filing, diversion.

Prosecution of offenders may not always be a desirable alternative for victims/offenders, but mandated diversion to counseling cannot occur until an incident reaches the prosecutor's level. Therefore, criminal justice administrators throughout the region should encourage the following actions:

1. Additional personnel in police agencies, prosecutor's office, and the courts should receive training regarding dynamics of spouse assault and available sanctions/alternatives for victims.

2. Police officers should be required to complete reports on spouse assault incidents.
3. Law enforcement agencies should be required to compile statistical data concerning incidents of domestic violence.
4. Training should occur to increase the awareness of prosecutors so that more cases of assault can be diverted, (provided the criteria are met).
5. Effects of diversion as deterrence should be examined.

It should be remembered that mandated diversion to counseling cannot occur without the following actions:

1. An incident is reported to police.
2. Police complete a report.
3. Suspect is arrested.
4. Suspect is charged with crime.
5. Prosecutor/defense attorneys review eligibility for diversion.
6. Diversion is recommended and approved by the court.

## CHAPTER 4 QUALITY OF SERVICE DELIVERY AND EFFECTIVE ORGANIZATIONAL STRUCTURES

## Quality of Service Delivery and Effective Organizational Structure

ISSUE 4: HAS SERVICE DELIVERY TO VICTIMS OF DOMESTIC VIOLENCE IMPROVED AND WHAT FACTORS INFLUENCE THE QUALITY OF SERVICES?

ISSUE 5: WHAT ORGANIZATIONAL STRUCTURES ARE MOST EFFECTIVE FOR RESPONDING TO THE NEEDS OF ASSAULT VICTIMS AND REDUCING REPEAT OFFENSES?

### SUMMARY

The key to effective intervention in domestic violence cases is the recognition of the need for liaison between criminal justice components and social service providers. In the past two years, the allocation of federal funding to address the issue of domestic violence has allowed these linkages to be developed. Agencies, whether serving battered women or child abusing families, provide more effective services when the scope of services addresses the diversity of victims' needs. Awareness of other agencies that can assist victims also enhances the effectiveness of core service providers. The outcomes of different interventions in child abuse cases are difficult to assess. This is because the data are not easily accessible and criteria defining effective intervention have not been developed.

### DISCUSSION

The problems of child abuse and spouse beating involve intervention by a variety of agencies. During the projects' first year, a survey was completed by different service providers to identify major problems which hinder effective intervention efforts. The survey was repeated in March, 1981, to assess changes in these areas. Respondents included staffs of community agencies, county mental health, hospitals, public health, schools (nurses), Department of Social Services, and private agencies and therapists.

### SPOUSE ASSAULT

Ninety-four (94) service providers responded to the survey about services for battered women. Summary of findings describe differences in responses compared to the survey conducted in 1979 and new information collected in 1981. (Complete compilation of survey data is in Appendix B.)

- o The majority of service providers (87%) still feel that lack of awareness of community resources prevents many women from reporting beating incidents.

- o A smaller percentage of respondents felt that the initial role of police discourages victims' subsequent requests for assistance (67% compared to 74%).
- o Fewer post-respondents felt that services for battered women are fragmented and poorly coordinated as 50% agreed with this statement compared to 74% in 1979.
- o Seventy-eight percent (78%) of those surveyed agreed that one agency should serve as the focal point for initial referrals.
- o Intervention at the time of crisis is perceived as most effective by 75% of the respondents.

Meeting Victim Needs

In the pre-survey, the following factors were identified as obstacles to meeting the needs of spouse assault victims. Table 29 indicates the extent to which respondents perceive changes in these barriers. Areas showing the greatest improvement were coordination between police and social service agencies and public attitudes toward spouse assault. Factors perceived as continuing obstacles include negative attitudes of criminal justice personnel, minimal resources expended on the abuser as a preventative measure, and victims' unwillingness to seek help.

TABLE 29  
 OBSTACLES TO EFFECTIVE INTERVENTION  
 SPOUSE ASSAULT SITUATIONS, LEVELS OF CHANGE  
 PERCEIVED BY SERVICE PROVIDERS  
 FEBRUARY 1981

N = 94  
BARRIERS

	LEVEL OF CHANGE			
	Improved	No Change	Deteriorated	Don't Know
Inadequate coordination between police & social service agencies	44%	27%	-	29%
Victims unwilling or reluctant to seek help	35%	48%	1%	16%
Victims not aware of available services	37%	38%	4%	20%
Public attitudes toward spouse assault	47%	33%	1%	19%
Negative attitudes of criminal justice personnel	19%	44%	4%	33%
Inadequate training of police	29%	37%	6%	29%
Insufficient resources (personnel and/or facilities)	20%	42%	18%	20%
Minimal resources expended on abuser as a preventative measure	7%	49%	16%	27%

NOTE: Percentages may not equal 100 due to rounding.

Resources Needed for Effective Intervention

In the 1979 survey, service providers identified resources necessary for effective intervention in spouse assault situations. In the post-survey, these resources were ranked with 1 being the resource needed most. As the rankings indicate, shelter facilities, crisis intervention counseling, and counseling for both parties are the resources perceived as most necessary:

<u>Resources</u>	<u>Ranking</u>
Short-term shelter for women and children	1
Crisis intervention counseling	2
Counseling for both spouses	3
Preventative services	4
Continuing support services for abused women	5
Community outreach (awareness & education)	6
Training for law enforcement officers	7
Legal assistance	8
Job training/placement	9

This responses were consistent with results that ranked how financial resources should be allocated.

<u>Resource Expenditure</u>	<u>Ranking</u>
Shelter care facilities	1
Counseling and referral services for the victim	2
Counseling services for the abuser	3
More emphasis toward "at-risk" families as a preventive measure	4
Training of criminal justice personnel	5
Educating the public	6
Implementing court-ordered diversion programs	7

CHILD ABUSE

Two events may have influenced survey responses concerning services to child abusing families. In March, 1980, a state-mandated, 24-hour Emergency Response System was instituted. This provides immediate crisis intervention/protection by social workers to families in need after normal working hours. Also, in mid-1980, the Department of Social Services combined the divisions of Dependency and Child Protective Services with the goal of improving efficiency. This measure also limited the voluntary services provided by the department and focused on court-ordered services. Notwithstanding the effects of these changes, highlights of survey findings are presented below (118 respondents):

Emergency Response System

Over a third (36%) of those surveyed agreed that implementation of the 24-hour response system has improved service delivery to child abusing families. However, respondents were divided on whether the system has reduced confusion about which agencies have responsibilities at different intervention points. Thirty-two percent (32%) agreed that it had, 32% disagreed, and 41% did not know.

Central Information System

A problem that hampers effective service delivery is the lack of centralized information and feedback to professionals who report abuse. In both the pre- and post-survey, this was mentioned by a majority of

respondents. Eighty-seven percent (87%) indicated that a centralized information system should be developed to record and track cases of child abuse.

Coordination with Criminal Justice Agencies

Over half the professionals (52%) agreed that coordination efforts between criminal justice components and social service agencies have increased since 1979.

Combining of Divisions of Department of Social Services

Forty-three percent (43%) of the service providers did not feel that combining the dependency and child protection divisions has improved service delivery to child abusing families. Forty-two percent (42%) had no opinion and 13% agreed that service delivery has improved as a result of the reorganization efforts. That efforts should be taken to treat the family with the child remaining in the home was noted by 73% of the service providers.

Resources Needed for Child Abusing Families

Service providers were asked to identify resources necessary for effective service delivery to victims of child abuse. Respondents rank-ordered the services with one (1) being the most needed. The order did not change from the time of the pre-survey:

<u>Service</u>	<u>Rank</u>
Bedspace for children in crisis	1
Counseling for abusing parents	2
Increase in Department of Social Services staff	3
Adequate training for professionals in identification and treatment	4
Respite care facilities	5
Improved quality of out-of-home placements	6
Quantity of out-of-home placements	7
Transportation services	8
Homemaker services	9

In the survey conducted in 1979, service providers identified obstacles or barriers to effective intervention in child abuse situations. The post-survey asked respondents to indicate the extent to which improvements have occurred in specific areas. Table 30 presents the results.

TABLE 30  
 RESPONDENTS' OPINIONS REGARDING CHANGES IN  
 OBSTACLES TO EFFECTIVE INTERVENTION IN CHILD ABUSE CASES  
 SERVICE PROVIDER SURVEY

N = 118

Obstacle/Problem	Level of Change			
	Improved	No Change	Deteriorated	Don't Know
1. Poor parenting skills	12%	56%	11%	21%
2. Lack of formal policies concerning treatment	31%	28%	7%	34%
3. Lack of formal policies concerning child removal	22%	31%	12%	35%
4. Lack of a multi-disciplinary approach to investigation and treatment	30%	32%	12%	26%
5. Lack of community awareness regarding long-range implications of abuse	47%	26%	9%	18%
6. Inappropriate placement of children	18%	31%	13%	37%
7. Inadequate follow-up after substantiated abuse	16%	28%	24%	32%
8. Insufficient investigative resources	9%	36%	23%	32%
9. Insufficient treatment resources for families	20%	42%	15%	23%

Note: Percentages may not equal 100 due to rounding.

The area showing the most improvement was increased community awareness about the implications of abuse. This change was evident also in citizen responses to a telephone survey conducted by evaluation staff. Citizens indicated a high degree of awareness regarding available services and the dynamics of child abuse incidents. The obstacle showing least change was "insufficient investigative resources". Since the Department of Social Services has primary responsibility for investigation, this response refers to staff reductions in the children's division of that department. Fifty-two percent (52%) of the service providers noted that either no change had occurred in "inadequate follow-up investigation after abuse is substantiated" or that this situation had deteriorated.

The need for follow-up counseling to child abusing families was reiterated when respondents indicated how resources should be allocated for assistance. Table 31 shows the breakdown. The most frequently mentioned resource was follow-up counseling for abusing families.

TABLE 31  
 RESOURCE ALLOCATION FOR CHILD ABUSE SERVICES  
 SERVICE PROVIDER SURVEY

N = 118

Area of Need	Percent of Resource Allocation (Dollar Apportionment)
Follow-up Counseling with Abusing Family	30%
Bedspace for Children	22%
Support Services (Homemakers, Transportation, Child Care, etc.)	20%
Training of Criminal Justice/Social Services Personnel	19%
Other	9%
Total	100%

Improving Services to Child-Abusing Families

Respondents were asked their opinions concerning how rehabilitative services to abusing parents could be improved. Since additional resources are generally indicated as most important, respondents were asked to consider other issues beyond the need for more staff and money. The majority of responses are categorized below:

Counseling - Comments about counseling focused on quality and kind:

- o When abuse has been identified, parents should be mandated to become involved in counseling.
- o Explicit goal criteria should be developed when counseling begins and legal action taken if concrete expectations are not achieved within specific time periods.
- o More counseling should occur in the home with emphasis on home-making skills and coping behaviors. These areas are often deficient in child abusing families.
- o Use/availability of church counseling services should be explored as potential for additional resources at lower cost. If churches are willing to accept the challenge, services could be available in areas of residence.
- o Counseling services should reflect needs of different cultural groups.



Presenting Classes/Workshops

- o More classes should be available in more locations and abusing/ at risk parents should be mandated to attend.
- o An incentive program (reward system) should be developed to motivate attendance.
- o Classes should account for cultural differences regarding child rearing and differences between parents' mental capabilities.

Self-Help, Support Groups

- o Additional groups like Parents Anonymous should be initiated with professional guidance and made available throughout the region.

Use of Volunteers/Para-Professionals

- o More effort should be made to encourage former abusive parents to work in support groups.
- o Volunteer community resources should be explored to provide support services, e.g., transportation, child care.

Public Education/Awareness

- o Efforts to inform the community of the problem and available resources should be strengthened. An "educational van" could be used for many locations.
- o The media should provide more information about abuse in creative ways to attract public attention.

Mobilization/Utilization of Existing Resources

- o Existing community resources (public and private) need adequate support for continuation. A formalized procedure to insure linkages and feedback at intervention points is needed.
- o Professionals need training to learn of available and appropriate services for referral to counseling sources.
- o Private sector counseling/legal personnel could be asked to donate time and expertise.

Involved Professionals Should Be Required to Attend Monthly Meetings to Insure Coordination and Continuity of Assessment and Treatment Efforts

- o Cross training should be conducted to increase awareness of functions of police, courts, and the Welfare Department (Department of Social Services).

Increased Accountability for Rehabilitation Outcomes

The need for coordination between police and the Department of Social Services is obvious since state law requires involvement by both entities. Assessment of intervention in child abuse cases is difficult because minimal information is available regarding the kinds of services provided. It is clear that protection and safety of children are carried out in a timely manner. What is not evident is the nature of follow-up services with child abusing families and the extent to which services deter further abuse. There are two reasons for the paucity of information. First, there are no policy guidelines regarding which kinds of services are needed for which kinds of families, or how long these services should be provided. Procedures are more specific for those children under court supervision, yet actual kinds of services are directed at the discretion of juvenile court judges. Secondly, obtaining follow-up information on reports of child abuse at the Department of Social Services is an extremely time consuming task requiring manual examination of numerous file systems. The lack of standards and the difficulties in obtaining information preclude any definitive statements regarding the effectiveness of various intervention in child abuse situations.

Evaluation efforts based on a small sample of cases revealed that 33% of the families had a prior incident reported to DSS. This figure could be higher or lower when the total number of reported cases is examined. The point to be stressed is that this kind of information is not accessible to provide benchmarks for assessing quality of services. In essence, there is minimal information about what kinds of services "work" with which kinds of families.

EFFECTIVE ORGANIZATIONAL STRUCTURES

Evaluation efforts over two years allow some general conclusions regarding organizational structures of agencies serving victims of domestic violence.

- o Service providers with strong linkages to law enforcement and prosecutors receive more referrals, can provide immediate intervention, and are more likely to have easy access to police files in order to contact victims.
- o If police agencies have some involvement or voice concerning the operations of program, the program's credibility with police officers (primary referral source) will be enhanced. Additionally, continuity is more likely if staff turnover results.
- o Those agencies that have been in existence for at least two or three years and offer a wide scope of services are most effective in meeting the needs of victims. Obviously, the abuse or beating is symptomatic of other problems which influence the quality of life of the individuals involved. Also, research suggests an association

between child abuse and spouse abuse. Awareness of, and appropriate referrals to, other agencies that can assist victims also enhances the effectiveness of the core service providers and establishes project credibility.

#### Child Abuse

The Department of Social Services (DSS) has the primary responsibility for follow-up investigation of abuse cases and supervision of rehabilitation efforts with abusing families. DSS staff in the children's division coordinate their activities with other public and private agencies (public health, schools, Casa de Amparo, Family Stress Center). The previous section described the problems affecting service delivery and the lack of available information regarding effective intervention.

To improve service delivery and develop accountability regarding intervention efforts, the following activities should be considered:

- o The Department of Social Services, with input from the Child Abuse Coordinating Council and private agencies, should develop standards regarding rehabilitative services to child abusing families and hold service providers accountable for provision of these services. To facilitate this process, a centralized information system should be developed to include cases in which abuse has been sustained, kind of services provided, length of service, and outcomes pertinent to concrete expectations determined in initial discussions. Regular, periodic assessment of these data would provide administrators and elected officials with information on which to base decisions and implement policy regarding the handling of child abuse cases. Enhancements to the state reporting law can assist this process if carried out as stated. According to changes enacted by Senate Bill 781, effective January, 1981, mandated reporters no longer need report to both law enforcement and welfare, but each of these agencies are required to report incidents of suspected abuse to the other. The other change requires the recipient of the report (police or welfare) to inform the mandated reporter of the results or disposition of investigation of the incident. If these activities are carried out, available information can be streamlined for use in the data base.
- o A multidisciplinary team concept should be implemented by the Department of Social Services. Initial services should be centralized with a member of each primary agency (police, medical, social service) on a 24-hour on-call basis. After safety and protection is insured, team members should mutually develop assessment and treatment plans with realistic goal expectations for families, to be achieved within a specific time period. A coordinator from the team should be assigned to the family and provide feedback to service providers and family members.

Operationalizing the team concept should be undertaken with recognition of these considerations:

1. The children's division has reduced its services to families who voluntarily seek assistance. Many service providers assist these families.
2. Turnover of staff in the children's division hampers coordination efforts.
3. When a staff from an agency, (e.g., public health, school), is requested to assist in a child abuse case, that person is pulled away from an assigned area with specific tasks. A team concept could not be operationalized without increased staffing in all primary agencies.

Why Men Beat/Abuse Wives or Girlfriends - Citizens were asked: "In your opinion, why do some men beat their wives or girlfriends?" Only 47 people said they didn't know or didn't have an opinion, so responses were given by 455 citizens. Opinions fell in the following categories: (Multiple responses were tabulated.)

- o 83% -- Psychological/emotional problems of the man which lead to feelings of insecurity and limit ability to cope with life situations were seen as major reasons for spouse abuse. These factors were considered to influence feelings of anger and frustration and associated with loss of control.
- o 27% -- Individuals said that men who abuse women were likely to have been abused as children and/or witnessed their parents' involved in violent acts. Experiencing such behavior could lead to similar patterns in adult life.
- o 23% -- The influence of drugs and/or alcohol was considered a contributing factor.
- o 12% -- Marital difficulties, e.g., poor communication, lack of love, sexual problems, were expressed by some.
- o 12% -- Respondents indicated that females frequently provoke the abuse either by verbal confrontation or initiating the first physical act. Some persons said that women contributed to the abuse by staying with the abuser. The female as an instigator to violent acts was more likely to be cited by male respondents than females, 17% to 8% respectively. This was the only category that reflected a difference between male and female respondents.
- o 11% -- Some persons indicated that other external factors such as financial problems and job stress affected the frustration level of males.
- o 5% -- A minority of persons associated wife beating with a cultural acceptance of violence.

Why Women Stay - Individuals were asked their opinions about the reasons that women remain in relationships in which they are abused/beaten. The total respondents was 468 and are categorized below: (Multiple responses were given.)

- o 48% -- Factors relating to economic dependency were mentioned along with the idea that many women feel "trapped" and do not perceive alternatives to their situation. Female respondents were more likely to express these reasons than males.
- o 33% -- A third of those surveyed indicated that battered women were "masochistic", "disturbed", "stupid", or "enjoyed" being abused (no difference between male and female respondents).
- o 31% -- Fear of reprisal from the abuser was a factor noted by more females than males.

## CHAPTER 5 COMMUNITY ATTITUDES

## Community Attitudes

ISSUE 6: WHAT ATTITUDES ARE REFLECTED BY THE COMMUNITY WITH REGARD TO THE PROBLEMS OF SPOUSE AND CHILD ABUSE?

### SUMMARY

A telephone survey of San Diego County citizens sought opinions regarding the problems of spouse assault and child abuse. Attitudes concerning the scope of the problem in individual communities were explored as well as reasons for this behavior. The majority of citizens' responses were consistent with professional research in this area that identifies psychological and socio-cultural factors associated with abuse.

### DISCUSSION

To examine citizen attitudes toward the problems of spouse assault and child abuse, a telephone survey was conducted. This effort was undertaken in late 1979 and repeated in January, 1981 to assess changes in awareness levels and opinions. The 1981 survey comprised 502 citizens throughout the region, although the first survey involved only citizens in North County. Highlights of the survey are presented below. (Complete compilation of survey data is in Appendix B.)

### SURVEY HIGHLIGHTS

#### Spouse Assault

- o Nearly a third of the citizens (32%) felt that wife beating was a problem in their community.
- o Eleven percent (11%) of those surveyed said they knew a woman who was involved in a battering situation.
- o Sixty-six percent (66%) agreed that the police or courts should intervene in wife beating situations rather than participants trying to resolve the problems themselves.
- o Most respondents (70%) indicated that they would call the police if confronted with this problem.
- o When asked what efforts might prevent wife beating, 83% said counseling for the involved parties; educating and informing the community was indicated by 52%, and over a third (36%) said that arresting the abuser might prevent this occurrence.

Why Men Beat/Abuse Wives or Girlfriends - Citizens were asked: "In your opinion, why do some men beat their wives or girlfriends?" Only 47 people said they didn't know or didn't have an opinion, so responses were given by 455 citizens. Opinions fell in the following categories: (Multiple responses were tabulated.)

- o 83% -- Psychological/emotional problems of the man which lead to feelings of insecurity and limit ability to cope with life situations were seen as major reasons for spouse abuse. These factors were considered to influence feelings of anger and frustration and associated with loss of control.
- o 27% -- Individuals said that men who abuse women were likely to have been abused as children and/or witnessed their parents' involved in violent acts. Experiencing such behavior could lead to similar patterns in adult life.
- o 23% -- The influence of drugs and/or alcohol was considered a contributing factor.
- o 12% -- Marital difficulties, e.g., poor communication, lack of love, sexual problems, were expressed by some.
- o 12% -- Respondents indicated that females frequently provoke the abuse either by verbal confrontation or initiating the first physical act. Some persons said that women contributed to the abuse by staying with the abuser. The female as an instigator to violent acts was more likely to be cited by male respondents than females, 17% to 8% respectively. This was the only category that reflected a difference between male and female respondents.
- o 11% -- Some persons indicated that other external factors such as financial problems and job stress affected the frustration level of males.
- o 5% -- A minority of persons associated wife beating with a cultural acceptance of violence.

Why Women Stay - Individuals were asked their opinions about the reasons that women remain in relationships in which they are abused/beaten. The total respondents was 468 and are categorized below: (Multiple responses were given.)

- o 48% -- Factors relating to economic dependency were mentioned along with the idea that many women feel "trapped" and do not perceive alternatives to their situation. Female respondents were more likely to express these reasons than males.
- o 33% -- A third of those surveyed indicated that battered women were "masochistic", "disturbed", "stupid", or "enjoyed" being abused (no difference between male and female respondents).
- o 31% -- Fear of reprisal from the abuser was a factor noted by more females than males.

- o 14% -- Respondents indicated that cultural values and expectations such as the sanctity of marriage, pressure to keep the family together and the stigma attached to divorce could influence a woman to stay.
- o 11% -- Respondents noted that, in some relationships, there may be more "love" expressed than beatings, and women may feel that the men will change their behavior.
- o 5% -- A minority of people indicated that early childhood experiences involving violent acts between parents may affect expectations of behavior regarded as acceptable or "normal".

#### Child Abuse

- o Over a third (38%) of the citizens said that child abuse was a problem in their community. This reflected an increase of 7% over 1979. In Oceanside, a higher percentage (52%) of the citizens felt child abuse was a problem.
- o Nine percent (9%) of the North County respondents indicated that they knew a child abuse victim. In the rest of the region, this figure was 3%. When asked if that person was receiving help from an agency, 46% said they were. This was a substantial increase over the previous year (22%).
- o When asked who they might call for help if they knew a child being abused, the majority said the police (67%).
- o Seven percent (7%) of the citizens admitted that, in their childhood, a family member had been abused, with physical abuse mentioned most often.
- o The majority of citizens (69%) agreed that the government has the legal right to determine when discipline of children by parents is excessive.

Why Children Are Abused - In response to the question, "Why do some people abuse their children?" citizens' responses were consistent with professional opinions concerning causes/reasons for child abuse.

- o The majority of responses (83%) related to frustrations of adults associated with poor self-esteem and insecurity. Citizens perceived that the combination of these factors create difficulties in coping with children and can lead to a loss of control.
- o Over a third of the respondents (35%) noted that parents who abuse children most likely were abused themselves as children and are not aware of alternative ways to handle children.
- o Twenty-five percent (25%) indicated that child abuse was a result of ignorance, lack of education, and poor parenting skills.

- o Citizens (17%) perceived external factors such as socioeconomic and cultural differences, inflation, and family breakdown to be associated with child abuse.
- o A small minority of citizens (4%) indicated that children are responsible for their own abuse because they misbehave and resist discipline.

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APPENDICES

# Appendix A Data Collection Forms

## SOCIAL ASSAULT

Agency \_\_\_\_\_

Case Number \_\_\_\_\_

Penal Code \_\_\_\_\_

<p><b>Type</b> 1 = Spouse 2 = Family 3 = Non-family</p> <p><b>Report Type</b> 1 = Crime 2 = Incident 3 = Citizen's arrest form</p> <p style="text-align: right;">Occurred    Reported</p> <p>Date (mo/day/yr) _____</p> <p>Time (24 hr clock) _____</p> <p>Name of Victim _____</p> <p>Address of Victim _____</p> <p>Name of Suspect/Birthdate _____</p> <p>Address of Suspect _____</p> <p><b>Victim - Suspect Relationship</b> 1 = Spouse 2 = Boyfriend-girlfriend 3 = Parent-sibling 4 = Siblings 5 = Other family 6 = Acquaintance 7 = Stranger 0 = Unknown</p> <p><b>Victim - Suspect Status</b> 1 = Living together 2 = Not living together 0 = Unknown</p> <p><b>Place Occurred</b> 1 = Residence 2 = Single family 3 = Multi-family 4 = Mobile home or trailer 5 = Commercial Structure 6 = Vehicle 7 = Street or alley 8 = Lot, yard or park 9 = Other 0 = Unknown</p> <p><b>Weapon Used</b> 1 = Hands or feet 2 = Gun 3 = Knife 4 = Household object 5 = Other 6 = None 0 = Unknown</p> <p>Describe _____</p>	<p><b>Evidence of Alcohol/Drug Use:</b></p> <p>Victim    Suspect</p> <p>Physical Injury    0 = Unknown Medical Treatment    1 = No Paramedics    2 = Yes Hospital</p> <p>Describe _____</p> <p>Prior Incidents 0 = Unknown 1 = No 2 = Yes</p> <p>Describe _____</p>	<p>Suspect Present 0 = Unknown 1 = No 2 = Yes</p> <p>Police Referral 0 = Unknown 1 = No 2 = Yes</p> <p>To _____</p> <p>Victim Desires Prosecution 0 = Unknown 1 = No 2 = Yes</p> <p>Victim Changes Mind 0 = Unknown 1 = No 2 = Yes</p> <p>Date _____</p>																														
	<p><b>Characteristics</b></p> <table style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th></th> <th style="text-align: center;">Victim</th> <th style="text-align: center;">Suspect</th> </tr> </thead> <tbody> <tr> <td>Age (in years)</td> <td style="text-align: center;">_____</td> <td style="text-align: center;">_____</td> </tr> <tr> <td>Sex</td> <td style="text-align: center;">_____</td> <td style="text-align: center;">_____</td> </tr> <tr> <td>0 = Unknown 1 = Male 2 = Female</td> <td></td> <td></td> </tr> <tr> <td>Ethnicity</td> <td style="text-align: center;">_____</td> <td style="text-align: center;">_____</td> </tr> <tr> <td>0 = Unknown 1 = White 2 = Black 3 = Mex-Am 4 = Asian 5 = Indian 6 = Other</td> <td></td> <td></td> </tr> <tr> <td>Employed</td> <td style="text-align: center;">_____</td> <td style="text-align: center;">_____</td> </tr> <tr> <td>0 = Unknown 1 = No 2 = Yes</td> <td></td> <td></td> </tr> <tr> <td>Military</td> <td style="text-align: center;">_____</td> <td style="text-align: center;">_____</td> </tr> <tr> <td>0 = Unknown 1 = No 2 = Yes</td> <td></td> <td></td> </tr> </tbody> </table>		Victim	Suspect	Age (in years)	_____	_____	Sex	_____	_____	0 = Unknown 1 = Male 2 = Female			Ethnicity	_____	_____	0 = Unknown 1 = White 2 = Black 3 = Mex-Am 4 = Asian 5 = Indian 6 = Other			Employed	_____	_____	0 = Unknown 1 = No 2 = Yes			Military	_____	_____	0 = Unknown 1 = No 2 = Yes			<p><b>District Attorney</b></p> <p>Complaint Filed 0 = Unknown 1 = No 2 = Yes</p> <p>Date _____</p> <p>Reason not filed _____</p>
	Victim	Suspect																														
Age (in years)	_____	_____																														
Sex	_____	_____																														
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Military	_____	_____																														
0 = Unknown 1 = No 2 = Yes																																
	<p><b>Police Action</b></p> <p>Patrol Officer _____</p> <p>Suspect Arrested 0 = Unknown 1 = No 2 = Police Arrest 3 = Citizen's Arrest 4 = Warrant 5 = Misd. Release Citation</p>	<p><b>Victim in Project Files</b> 0 = Unknown 1 = No 2 = Escondido 3 = Oceanside 4 = WRC 5 = Case De Paz</p> <p><b>Judicial Action</b></p> <p>Conviction 0 = Unknown 1 = Convicted on original charge 2 = Plea bargained 3 = Not Guilty</p> <p>Sentence 0 = Unknown 1 = Probation 2 = Jail 3 = Prison 4 = Diversion 5 = Other</p> <p>Describe _____</p>																														



# Appendix B Surveys

February, 1981

## CHILD ABUSE

Agency \_\_\_\_\_ Case Number \_\_\_\_\_ Penal Code \_\_\_\_\_

**Type of Report**

- 1 = Crime
- 2 = Incident
- 3 = 516

**Type (516 Only)**

- 0 = Unknown
- 1 = Referral
- 2 = Information Only

**Date**

Occurred      Reported

Victim's Name      DOB

Victim's Address

**Siblings**

- 0 = Unknown
- 1 = No
- 2 = Yes

Suspected Abuser      DOB

Suspected Abuser's Address

**Relationship to Child**

- 0 = Unknown
- 1 = Parent
- 2 = Step parent
- 3 = Foster parent
- 4 = Sibling
- 5 = Grand parent
- 6 = Baby sitter
- 7 = Cohabitant or Boyfriend - girlfriend
- 8 = Other

**Type of Abuse**

- 1 = Physical
- 2 = Neglect
- 3 = Sexual
- 4 = Psychological
- 5 = Combination
- 6 = Other

Describe \_\_\_\_\_

**Reported by**

- 0 = Unknown
- 1 = School
- 2 = Relative or Foster parent
- 3 = Public Agency
- 4 = Private Agency
- 5 = Medical Personnel
- 6 = Neighbor
- 7 = Victim
- 8 = Other

**ACTION TAKEN BY POLICE**

Officer's Name      Date

**Investigated**

- 0 = Unknown
- 1 = No
- 2 = Yes

Describe \_\_\_\_\_

**Referral**

- 0 = Unknown
- 1 = No
- 2 = Yes for follow-up
- 3 = Yes for info only

**To**

**Child Removed**

- 0 = Unknown
- 1 = No
- 2 = Hillcrest
- 3 = Other

**Abuser Arrested**

- 0 = Unknown
- 1 = No
- 2 = Yes

**Complaint Filed**

- 0 = Unknown
- 1 = No
- 2 = Yes

Date Filed \_\_\_\_\_

**Known Agencies Involved:**

Name      Kind of Service

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**ACTION TAKEN BY WELFARE**

BC No. \_\_\_\_\_

Date \_\_\_\_\_

Reported      Investigated

Action Taken \_\_\_\_\_

\_\_\_\_\_

**Sustained**

- 0 = Unknown
- 1 = No
- 2 = Yes

**Referral**

- 0 = Unknown
- 1 = No
- 2 = Yes for follow-up
- 3 = Yes for info only

To \_\_\_\_\_

**Petition filed**

- 0 = Unknown
- 1 = No
- 2 = Yes

Date Filed \_\_\_\_\_

**Petition Rejected**

- 0 = Unknown
- 1 = No
- 2 = Yes

Date Rejected \_\_\_\_\_

**Placement**

- 0 = Unknown
- 1 = No
- 2 = In-home detention
- 3 = Foster Home
- 4 = Relative
- 5 = Other

**JUDICIAL ACTION**

**Referral to Counseling**

- 0 = Unknown
- 1 = No
- 2 = Yes

**Conviction**

- 0 = Unknown
- 1 = Not guilty
- 2 = Convicted

Charge \_\_\_\_\_

**Sentence**

- 0 = Unknown
- 1 = Probation
- 2 = Probation/Jail
- 3 = Jail
- 4 = Prison
- 5 = Diversion
- 6 = Other

Describe \_\_\_\_\_

\_\_\_\_\_

**Data Collector's Notes:**

### SERVICE PROVIDER SURVEY

The Criminal Justice Evaluation Unit of SANDAG (San Diego Association of Governments) is examining the issue of domestic violence as requested by the Regional Criminal Justice Planning Board. The purpose of this survey is to assess intervention efforts of agencies/programs and determine if the needs of abuse victims are being met. As a professional, your opinions about these issues will be most helpful.

Please complete this survey and return to Susan Pennell, Mail Station C-56. If you are not part of the county mail system, please use the enclosed self-addressed, stamped envelope. If you have any questions or wish to discuss the survey, call Ms. Pennell at 236-5383. It is not necessary to sign your name.

You will note that the survey is divided into two parts: Child Abuse (I) and Spouse Assault (II). Only respond to the survey concerning the problem you address. If you work with victims or abusers in both these areas, please fill in both sections of the survey.

PLEASE RETURN THE SURVEY BY MARCH 5.

Please check the area of the county in which you work.

1. 5 City of San Diego
2. 4 East County
3. - South Bay
4. 41 North County - Coastal
5. 45 North County - Inland
6. 20 All

n=118

PART I - CHILD ABUSE

The following definition of child abuse should be considered:

2 3 4 Any act of omission or commission that endangers or impairs a child's physical or emotional health and development. This includes physical abuse, emotional abuse, emotional deprivation, physical neglect, and sexual abuse.

1. Please check the space which best describes the field/agency in which you work. (Check only one)

- 5
1. 25% Community Agency
  2. 11% County Mental Health
  3. 1% Civil/Criminal Defense Attorney
  4. 1% District Attorney
  5. 13% Hospital
  6. 2% Law Enforcement
  7. 0 Probation Department
  8. 20% Public Health Department
  9. 12% School
  10. 7% Welfare Department
  11. - Courts
  12. 10% Other \_\_\_\_\_ (please indicate)

2. Approximately, what percent of your work tasks are directed toward abused children?

- 6
1. 75% 0-24%
  2. 9% 25-49%
  3. 5% 50-74%
  4. 11% 75-100%

The following statements reflect current ideas and opinions about practices and procedures for handling child abuse cases. Please circle the response which best describes your feelings about each statement.

3. Police investigations tend to be directed toward prosecution of the abuser with less attention toward the abused child and treatment of the abuser.

7

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
10%	40%	7%	39%	3%

4. Most police officers are not familiar with the voluntary resources available to child abusing families and child abuse victims.

8

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
6%	37%	22%	33%	3%

5. Most police officers are not adequately trained to identify child abuse.

9

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
8%	37%	17%	36%	3%

6. Law enforcement agencies should provide victim support services such as family counseling, transportation, etc., in child abuse cases.

10

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
22%	27%	7%	35%	7%

7. Child abusing families are reluctant to use support services when services are affiliated with a law enforcement agency.

11

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
13%	59%	16%	10%	.8%

8. Implementation of the 24-hour emergency response system for child abuse has improved service delivery to child abusing families.

12

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
10%	26%	41%	15%	8%

9. Implementation of the 24-hour emergency response system has reduced confusion about which agencies have responsibilities at different intervention points.

13

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
4%	28%	36%	21%	12%

10. A central information system that records child abuse cases should be developed to provide information and feedback to professionals.

14

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
41%	46%	6%	6%	.8%

11. A central information system should include all cases of reported child abuse or neglect.

15

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
42%	36%	6%	13%	3%

12. A central information system should not include cases which are unfounded.

16

1. Strongly Agree	2. Agree	3. No Opinion/Don't Know	4. Disagree	5. Strongly Disagree
14%	27%	17%	39%	3%

13. Combining the divisions of Dependency and Child Protective Services in the Welfare Department has improved service delivery to child abusing families.

17  
 1. Strongly Agree 2. Agree 3. No Opinion/Don't Know 4. Disagree 5. Strongly Disagree  
 2% 11% 42% 25% 18%

14. In general, more effort should be made to treat the family with the child remaining in the home.

18  
 1. Strongly Agree 2. Agree 3. No Opinion/Don't Know 4. Disagree 5. Strongly Disagree  
 20% 53% 8% 17% 2%

15. The value of court-ordered removal of the child in contributing to changes in parental behavior has not been demonstrated.

19  
 1. Strongly Agree 2. Agree 3. No Opinion/Don't Know 4. Disagree 5. Strongly Disagree  
 3% 25% 43% 23% 3%

16. In the past year, coordination efforts between criminal justice agencies and social service agencies have increased.

20  
 1. Strongly Agree 2. Agree 3. No Opinion/Don't Know 4. Disagree 5. Strongly Disagree  
 3% 49% 36% 9% 2%

17. Reporting of child abuse cases has increased in the past year as a result of increased awareness by the public and mandated reporters.

21  
 1. Strongly Agree 2. Agree 3. No Opinion/Don't Know 4. Disagree 5. Strongly Disagree  
 17% 60% 19% 3% .8%

18. The actual incidence of child abuse has increased over the past year.

22  
 1. Strongly Agree 2. Agree 3. No Opinion/Don't Know 4. Disagree 5. Strongly Disagree  
 5% 25% 43% 25% .8%

19. Please check the space that reflects your opinion concerning any changes over the past year in the nature of reported child abuse incidents.

	Increased	Decreased	Remained About the Same	Don't Know
23 a. Neglect	45%	2%	26%	26%
24 b. Physical Abuse	42%	3%	30%	24%
25 c. Sexual Molestation	58%	17%	25%	-
26 d. Emotional Deprivation	36%	.8%	30%	31%
27 e. Other	.8%	2%	-	14%

20. The following resources have been identified as necessary services for families with abuse problems. Please rank order these resources using 1 through 10, starting with the resource that is most needed.

- 28 a. Bedspace for children in crisis 1
- 29 b. Counseling for the abusing parent 2
- 30 c. Increase in staff Child Protective Services 3
- 31 d. Adequate training of professional in identification and treatment 4
- 32 e. Respite care facilities 5
- 33 f. Improved quality of out-of-home placements 6
- 34 g. Quantity of out-of-home placements 7
- 35 h. Transportation services 8
- 36 i. Homemaker services 9
- 37 j. Other -

21. In a survey conducted last year, the following factors were identified as obstacles to effective intervention in child abuse situations. Please indicate if any changes have occurred over the past year in these areas.

	Improved	No Change	Deteriorated	Don't Know
38 a. Poor parenting skills	12%	56%	11%	21%
39 b. Lack of formal policies concerning treatment	31%	28%	7%	34%
40 c. Lack of formal policies concerning child removal	22%	31%	12%	35%
41 d. Lack of a multi-disciplinary approach to investigation and treatment	30%	32%	12%	26%
42 e. Lack of community awareness regarding the long-range implications of abuse	47%	26%	9%	18%

		<u>Improved</u>	<u>No Change</u>	<u>Deteriorated</u>	<u>Don't Know</u>
<u>43</u>	f. Inadequate training of police	<u>34%</u>	<u>31%</u>	<u>3%</u>	<u>32%</u>
<u>44</u>	g. Inadequate training of social service personnel	<u>36%</u>	<u>29%</u>	<u>8%</u>	<u>25%</u>
<u>45</u>	h. Inadequate training of judges	<u>11%</u>	<u>27%</u>	<u>13%</u>	<u>48%</u>
<u>46</u>	i. Inappropriate placement of children	<u>18%</u>	<u>31%</u>	<u>13%</u>	<u>37%</u>
<u>47</u>	j. Inadequate follow-up after substantiated abuse	<u>16%</u>	<u>28%</u>	<u>24%</u>	<u>31%</u>
<u>48</u>	k. Insufficient investigative resources	<u>9%</u>	<u>36%</u>	<u>23%</u>	<u>32%</u>
<u>49</u>	l. Insufficient treatment resources for families	<u>20%</u>	<u>42%</u>	<u>15%</u>	<u>23%</u>

22. Considering the available resources, please indicate how funds should be expended in San Diego to assist child abusing families (use percentages with the total adding up to 100%).

<u>50</u>	<u>51</u>	a. Training of criminal justice/welfare/social service personnel	<u>19%</u>
<u>52</u>	<u>53</u>	b. Bedspace	<u>22%</u>
<u>54</u>	<u>55</u>	c. Follow-up counseling with the abusing family	<u>30%</u>
<u>56</u>	<u>57</u>	d. Support services (i.e., homemakers, transportation, child care, etc.)	<u>20%</u>
<u>58</u>	<u>59</u>	e. Other _____ (please indicate)	<u>9%</u>

23. It has been noted by many professionals that rehabilitation services to parents are not adequate. What suggestions do you have for improvement in this area, assuming that lack of resources (staff and money) are primary?

24. Prior survey respondents indicated that a team approach (police, medical, and welfare) would improve intervention services to child abusing families. What suggestions do you have for operationalizing this concept?

Thank you for your time.

PART II - SPOUSE ASSAULT  
N = 94

This section deals with women who have been assaulted/abused/beaten while assuming the role of spouse in a household relationship.

1. Please estimate what percent of your work tasks involved assistance to spouse assault victims/offenders.

4

- 1. 81% 0-24%
- 2. 7% 25-49%
- 3. 4% 50-74%
- 4. 8% 75-100%

2. Please check the space which best describes the field/agency in which you work. (Check only one)

5

- 1. 34% Community Agency
- 2. 13% County Mental Health
- 3. - Civil/Defense Attorney
- 4. - District Attorney
- 5. 9% Hospital
- 6. 1% Law Enforcement
- 7. - Probation Department
- 8. 20% Public Health Department
- 9. 9% School
- 10. 2% Welfare Department
- 11. - Courts
- 12. 13% Other \_\_\_\_\_

(please indicate)

The following statements reflect opinions of different professionals who provide services to abused women. Please indicate the degree to which you agree or disagree with these statements by circling the response which best describes your feelings.

3. Lack of awareness of community resources prevents many women from reporting assault incidents.

6

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 32%               | 55%      | 3%                       | 10%         | -                    |

4. The role of the police in responding to initial crisis discourages victims' subsequent requests for assistance.

7

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 20%               | 47%      | 17%                      | 15%         | -                    |

5. Services for battered women are fragmented and poorly coordinated.

8

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 15%               | 35%      | 23%                      | 23%         | 2%                   |

6. Obtaining a Temporary Restraining Order is a helpful alternative for women who are abused.

9

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 12%               | 40%      | 18%                      | 21%         | 6%                   |

7. During the past year, more spouse assault incidents have been reported due to an increased awareness by the public.

10

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 6%                | 60%      | 27%                      | 6%          | -                    |

8. The actual incidence of spouse assault has increased over the past year.

11

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 4%                | 25%      | 46%                      | 25%         | -                    |

9. Law enforcement agencies should provide victim support services such as crisis counseling and legal counseling, etc, in spouse assault cases.

12

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 23%               | 33%      | 7%                       | 30%         | 4%                   |

10. Spouse assault victims are reluctant to use support services when services are affiliated with a law enforcement agency.

13

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 9%                | 53%      | 15%                      | 21%         | 1%                   |

11. Intervention in spouse abuse situations is most effective at the time of actual crisis.

14

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 27%               | 48%      | 9%                       | 13%         | 3%                   |

12. The new diversion law mandating counseling for first-time spouse assault offenders is a step toward deterrence.

15

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 19%               | 64%      | 10%                      | 6%          | -                    |

13. For a comprehensive service delivery, there should be one agency that serves as the focal point for initial referrals of family violence situations.

16

- |                   |          |                          |             |                      |
|-------------------|----------|--------------------------|-------------|----------------------|
| 1. Strongly Agree | 2. Agree | 3. No Opinion/Don't Know | 4. Disagree | 5. Strongly Disagree |
| 19%               | 59%      | 4%                       | 15%         | 1%                   |

14. The following resources have been identified as necessary for effective intervention in spouse abuse situations. Please rank order these resources using 1 through 10, starting with the resource that is most needed.

- |           |   |          |
|-----------|---|----------|
| <u>17</u> | a. Short-term shelter for women and children                      | <u>1</u> |
| <u>18</u> | b. Training for law enforcement officers                          | <u>7</u> |
| <u>19</u> | c. Legal assistance   | <u>8</u> |
| <u>20</u> | d. Job training/placement   | <u>9</u> |
| <u>21</u> | e. Crisis intervention counseling                                 | <u>2</u> |
| <u>22</u> | f. Community outreach (awareness & education)                     | <u>6</u> |
| <u>23</u> | g. Counseling for both spouses                                    | <u>3</u> |
| <u>24</u> | h. Support services for abused women (transportation, child care) | <u>5</u> |
| <u>25</u> | i. Preventative services  | <u>4</u> |
| <u>26</u> | j. Other (please specify)   | <u>-</u> |

15. In a survey conducted last year, the following factors were identified as obstacles to meeting the needs of spouse assault victims. Please indicate if any changes have occurred over the past year in regard to these barriers.

	<u>Improved</u>	<u>No Change</u>	<u>Deteriorated</u>	<u>Don't Know</u>	
<u>27</u>	a. Inadequate coordination between police & social service agencies	<u>44%</u>	<u>27%</u>	<u>-</u>	<u>29%</u>
<u>28</u>	b. Victims unwilling or reluctant to seek help	<u>35%</u>	<u>48%</u>	<u>1%</u>	<u>16%</u>
<u>29</u>	c. Victims not aware of available services	<u>37%</u>	<u>38%</u>	<u>4%</u>	<u>20%</u>
<u>30</u>	d. Public attitudes toward spouse assault	<u>47%</u>	<u>33%</u>	<u>1%</u>	<u>19%</u>
<u>31</u>	e. Negative attitudes of criminal justice personnel	<u>19%</u>	<u>44%</u>	<u>4%</u>	<u>33%</u>
<u>32</u>	f. Inadequate training of police	<u>29%</u>	<u>37%</u>	<u>6%</u>	<u>29%</u>
<u>33</u>	g. Insufficient resources (personnel and/or facilities)	<u>20%</u>	<u>42%</u>	<u>18%</u>	<u>20%</u>
<u>34</u>	h. Minimal resources expended on abuser as a preventative measure	<u>7%</u>	<u>49%</u>	<u>16%</u>	<u>27%</u>

16. Considering the available resources, please indicate how funds should be expended in San Diego to assist battered spouses (use percentages with the total adding up to 100%).

- |           |           |   |          |
|-----------|-----------|---|----------|
| <u>35</u> | <u>36</u> | Shelter care facilities   | <u>1</u> |
| <u>37</u> | <u>38</u> | Counseling and referral services for the victim                 | <u>2</u> |
| <u>39</u> | <u>40</u> | Counseling services for the abuser                              | <u>3</u> |
| <u>41</u> | <u>42</u> | More emphasis toward "at-risk" families as a preventive measure | <u>4</u> |
| <u>43</u> | <u>44</u> | Training of criminal justice personnel                          | <u>5</u> |
| <u>45</u> | <u>46</u> | Educating the public  | <u>6</u> |
| <u>47</u> | <u>48</u> | Implementing court-ordered diversion programs                   | <u>7</u> |

Thank you for your time.

INCLUDES LA MESA, CHULA VISTA, NATIONAL CITY, ESCONDIDO, OCEANSIDE, AND CARLSBAD POLICE DEPARTMENTS, THE SOUTHEAST AND NORTHERN DIVISIONS OF SAN DIEGO POLICE DEPT., AND THE SHERIFF'S SUBSTATIONS: LEMON GROVE, SANTEE, POWAY, AND VISTA.

DEPT 1 ID 3 4 5

February 1981

REGIONAL  
PATROL OFFICER SURVEY

N=389

The Criminal Justice Planning Board has funded several projects which assist victims of domestic violence (battered women and child abuse). The Criminal Justice Evaluation Unit of the San Diego Association of Governments (formerly the CPO) is evaluating these projects. Since the staff of these projects intend to develop contacts with law enforcement personnel, your ideas and opinions are extremely important. Please complete this survey and return to your patrol supervisor. It is not necessary to sign your name. IT IS NOT A TEST!

For the purposes of this survey, domestic violence is defined as abusive behavior by a household member that results in a traumatic condition to another household member.

1. When you respond to domestic violence calls, which action typically represents what you do? Indicate, by number, the frequency that you take each of these actions.

\*  
1 = Always    2 = Often    3 = Sometimes    4 = Rarely    5 = Never

Child Abuse	Spouse Assault	
<u>42.7%</u> 6	<u>10.7%</u> 14	(1) Arrest Suspect
<u>1.8</u> 7	<u>16.6%</u> 15	(2) Issue Notice to Appear (Citation)
<u>67.3</u> 8	<u>94.1%</u> 16	(3) Separate participants and defuse situation
<u>80</u> 9	<u>23.2</u> 17	(4) Write a report
<u>7.3%</u> 10	<u>30.6</u> 18	(5) Write no report
<u>17.2%</u> 11	<u>15.6</u> 19	(6) Enforce a Temporary Restraining Order
<u>42.3</u> 12	<u>48.8</u> 20	(7) Refer victim or suspect to another agency
<u>---</u> 13	<u>---</u> 21	(8) Other action (Describe) _____

(Please be sure you have placed a number on each line.)

\*Percentages are for combined always/often response.

2. Which of the following situations would most influence your decision to arrest the suspected abuser? CHECK ONE ONLY IN EACH COLUMN.

Child Abuse	Spouse Assault	
75.8	30.9	(1) Injury to the victim
0.7	1.7	(2) Threatening or drunken behavior of suspect
7.5	19.3	(3) Use of violence against the police
5.9	15.6	(4) Use of weapons
0.3	19.3	(5) Victim has sincere desire to prosecute
7.2	11.0	(6) Appears that the situation will escalate
-	-	(7) Other (Describe) _____

22 23

3. Which of the following situations would most influence your decision not to make an arrest? CHECK ONE ONLY IN EACH COLUMN.

Child Abuse	Spouse Assault	
53.9	35.4	(1) Difficulty in determining <u>who</u> is the offender (possible mutual combat)
10.6	57.8	(2) Victim does not wish to prosecute
7.4	4.5	(3) Similar situations have occurred before at the same residence
28	2.3	(4) Other (Describe) _____

24 25

4. Please estimate, for every 20 calls to a family disturbance, for how many calls do you write reports (regional crime/incident report)?

Child Abuse	Spouse Assault	
4.8	12.8	(1) None
21.6	70.0	(2) 1-4
27.3	15.6	(3) 5-9
46.3	1.7	(4) All have written reports

26 27

5. Again, estimating, for every 20 calls to domestic violence situations, how many of the situations involve mutual combat (both/all of the family members using violence against each other)?

Child Abuse	Spouse Assault	
38.3	2.2	(1) None
40.1	21.1	(2) 1-4
9.6	33.1	(3) 5-9
12.0	43.6	(4) 10 or more

28 29

Please respond to the following statements by circling the response that best indicates your feelings about the statement. The following statements all refer to spouse assault.

6. Domestic violence situations are personal matters that should be handled by social service agencies rather than criminal justice agencies.
 

- 38.3% -

 30 (1) Strongly Agree (2) Agree (3) Don't Know/No Opinion (4) Disagree (5) Strongly Disagree 50.7%
7. The decision to arrest the offender is strongly influenced by the victim's willingness to prosecute.
 

- 85.9% -

 31 (1) Strongly Agree (2) Agree (3) Don't Know/No Opinion (4) Disagree (5) Strongly Disagree - 11.6%
8. The decision to arrest the offender in non-family assault situations is strongly influenced by the victim's willingness to prosecute.
 

- 86.3% -

 32 (1) Strongly Agree (2) Agree (3) Don't Know/No Opinion (4) Disagree (5) Strongly Disagree - 10.3%
9. Spouse assault cases are handled the same way as other assault cases.
 

- 34.5% -

 33 (1) Strongly Agree (2) Agree (3) Don't Know/No Opinion (4) Disagree (5) Strongly Disagree - 58.5%
10. In this department, there are specific guidelines for police handling of family violence situations.
 

- 50% -

 34 (1) Strongly Agree (2) Agree (3) Don't Know/No Opinion (4) Disagree (5) Strongly Disagree - 33.5%
11. It would be helpful to have a social worker/counselor available to refer domestic violence cases to.
 

- 84.3% -

 35 (1) Strongly Agree (2) Agree (3) Don't Know/No Opinion (4) Disagree (5) Strongly Disagree - 7.7%
12. To assist victims of domestic violence, victims should be offered help by a social service agency after police have responded.
 

- 79.2% -

 36 (1) Strongly Agree (2) Agree (3) Don't Know/No Opinion (4) Disagree (5) Strongly Disagree - 10.3%
13. How soon (after police have responded to a family disturbance) would intervention by a social service agency be most helpful? CHECK ONE ONLY.
 

25.7% (1) immediately

36.5 (2) same day

35.5 (3) within 2-3 days

2.3 (4) would not be helpful

37



14. Police referral to a social worker or counselor could best be accomplished by: (CHECK ONE ONLY)

- 43.4% (1) Giving the victim a card with agencies and phone number listed.  
27.6 (2) Having social service personnel contact all victims reporting assaults to the police.  
26.1 (3) Having the responding officer(s) select victims to be contacted by social service personnel.  
.2.9 (4) Other (Please explain) \_\_\_\_\_

38

15. Have you referred spouse assault victims/suspects to any agencies or social services?

- 20% (1) No  
80% (2) Yes (Please list names of agencies) \_\_\_\_\_

39

16. Have you referred child abuse victims/suspects to any agencies or social services?

- 52.6% (1) No  
47.4 (2) Yes (Please list names of agencies) \_\_\_\_\_

40

17. Please estimate out of 20 calls to domestic violence situation, about how many have you referred to other agencies?

Spouse Assault	Child Abuse	(1) None
<u>17.8%</u>	<u>38.6%</u>	(1) None
<u>37%</u>	<u>28.5</u>	(2) 1-4
<u>24.4</u>	<u>12</u>	(3) 5-9
<u>20.8%</u>	<u>20.9</u>	(4) 10 or more

41

42

18. Which of the following best describes your primary responsibility in domestic violence situations after preserving the peace and protecting the safety of those involved.

- 37.4% (1) Act as a mediator  
26.3 (2) Advise parties involved of their legal options  
31.3 (3) Refer parties to appropriate agencies  
.5 (4) Provide family counseling  
4.5 (5) Other (Please explain) \_\_\_\_\_

43

19. Have you received any training in the area of family disputes or domestic violence during the past year?

- 41.4 (1) Yes  
58.6 (2) No

44

20. Do you desire training in any of the following areas concerning domestic violence? (Check as many as you wish.)

- 39% (1) Community Resources  
27% (2) Causes and dynamics of domestic violence  
45% (3) Crisis intervention and/or counseling techniques  
51% (4) Arrest procedures for violations of Temporary Restraining Orders  
3% (5) Other (Please describe) \_\_\_\_\_

49

21. Please check one:

- 92.2 (1) Male  
7.8 (2) Female

50

22. How long have you been assigned to patrol? (present assignment)

years	months	23.1%	31.8%	21.3%	23.6%
Less than 1 year	1 to 3 years	3 to 6 years	more than 6 years		
<u>51</u>	<u>52</u>	<u>53</u>	<u>54</u>		

Thank you for your time.

NORTH COUNTY POLICE AGENCIES  
 (ESCONDIDO, OCEANSIDE, CARLSBAD, AND  
 VISTA & POWAY SHERIFF STATIONS)

DEPT 1 ID 3 4 5

February 1981

PATROL OFFICER SURVEY

N=119

The Criminal Justice Planning Board has funded several projects which assist victims of domestic violence (battered women and child abuse). The Criminal Justice Evaluation Unit of the San Diego Association of Governments (formerly the CPO) is evaluating these projects. Since the staff of these projects intend to develop contacts with law enforcement personnel, your ideas and opinions are extremely important. Please complete this survey and return to your patrol supervisor. It is not necessary to sign your name. IT IS NOT A TEST!

For the purposes of this survey, domestic violence is defined as abusive behavior by a household member that results in a traumatic condition to another household member.

1. When you respond to domestic violence calls, which action typically represents what you do? Indicate, by number, the frequency that you take each of these actions.

\*  
 1 = Always    2 = Often    3 = Sometimes    4 = Rarely    5 = Never

Child Abuse	Spouse Assault	
<u>43.5</u> 6	<u>9.4%</u> 14	(1) Arrest Suspect
<u>6%</u> 7	<u>18.8</u> 15	(2) Issue Notice to Appear (Citation)
<u>53.6</u> 8	<u>93.2</u> 16	(3) Separate participants and defuse situation
<u>83%</u> 9	<u>21.2</u> 17	(4) Write a report
<u>6%</u> 10	<u>30.8</u> 18	(5) Write no report
<u>16.7</u> 11	<u>16.2</u> 19	(6) Enforce a Temporary Restraining Order
<u>36.4</u> 12	<u>48.3%</u> 20	(7) Refer victim or suspect to another agency
<u>—</u> 13	<u>—</u> 21	(8) Other action (Describe) _____

(Please be sure you have placed a number on each line.)

\*Percentages are for always/often responses only.

2. Which of the following situations would most influence your decision to arrest the suspected abuser? CHECK ONE ONLY IN EACH COLUMN.

Child Abuse	Spouse Assault	
79.4	37.9	(1) Injury to the victim
3.9	22.3	(2) Threatening or drunken behavior of suspect
8.8	14.6	(3) Use of violence against the police
1.0	15.5	(4) Use of weapons
5.9	8.7	(5) Victim has sincere desire to prosecute
1.0	1.0	(6) Appears that the situation will escalate
		(7) Other (Describe) _____

22 23

3. Which of the following situations would most influence your decision not to make an arrest? CHECK ONE ONLY IN EACH COLUMN.

Child Abuse	Spouse Assault	
55.8	25.5	(1) Difficulty in determining <u>who</u> is the offender (possible mutual combat)
13.7	71.6	(2) Victim does not wish to prosecute
5.3	2.9	(3) Similar situations have occurred before at the same residence
25.3		(4) Other (Describe) _____

24 25

4. Please estimate, for every 20 calls to a family disturbance, for how many calls do you write reports (regional crime/incident report)?

Child Abuse	Spouse Assault	
8.8	14.8	(1) None
10.6	62.6	(2) 1-4
29.2	20.0	(3) 5-9
51.3	2.6	(4) All have written reports

26 27

5. Again, estimating, for every 20 calls to domestic violence situations, how many of the situations involve mutual combat (both/all of the family members using violence against each other)?

Child Abuse	Spouse Assault	
36.8	1.7	(1) None
46.5	27.8	(2) 1-4
7.0	30.4	(3) 5-9
9.6	40.0	(4) 10 or more

28 29

Please respond to the following statements by circling the response that best indicates your feelings about the statement. The following statements all refer to spouse assault.

6. Domestic violence situations are personal matters that should be handled by social service agencies rather than criminal justice agencies.
 

7.6	32.8	7.6	47.1
(1) Strongly Agree	(2) Agree	(3) Don't Know/No Opinion	(4) Disagree
(5) Strongly Disagree			
7. The decision to arrest the offender is strongly influenced by the victim's willingness to prosecute.
 

31.9	55.5	0.8	11.8
(1) Strongly Agree	(2) Agree	(3) Don't Know/No Opinion	(4) Disagree
(5) Strongly Disagree			
8. The decision to arrest the offender in non-family assault situations is strongly influenced by the victim's willingness to prosecute.
 

31.1	58.0	1.7	7.6
(1) Strongly Agree	(2) Agree	(3) Don't Know/No Opinion	(4) Disagree
(5) Strongly Disagree			
9. Spouse assault cases are handled the same way as other assault cases.
 

2.5	27.7	8.4	58.8
(1) Strongly Agree	(2) Agree	(3) Don't Know/No Opinion	(4) Disagree
(5) Strongly Disagree			
10. In this department, there are specific guidelines for police handling of family violence situations.
 

1.7	47.1	14.3	32.8
(1) Strongly Agree	(2) Agree	(3) Don't Know/No Opinion	(4) Disagree
(5) Strongly Disagree			
11. It would be helpful to have a social worker/counselor available to refer domestic violence cases to.
 

21.8	65.5	6.7	4.2
(1) Strongly Agree	(2) Agree	(3) Don't Know/No Opinion	(4) Disagree
(5) Strongly Disagree			
12. To assist victims of domestic violence, victims should be offered help by a social service agency after police have responded.
 

15.1	62.2	11.8	9.2
(1) Strongly Agree	(2) Agree	(3) Don't Know/No Opinion	(4) Disagree
(5) Strongly Disagree			
13. How soon (after police have responded to a family disturbance) would intervention by a social service agency be most helpful? CHECK ONE ONLY.
 

38.7	(1) immediately
31.1	(2) same day
27.7	(3) within 2-3 days
2.5	(4) would not be helpful

37

14. Police referral to a social worker or counselor could best be accomplished by: (CHECK ONE ONLY)

- 38.8 (1) Giving the victim a card with agencies and phone number listed.
- 25.9 (2) Having social service personnel contact all victims reporting assaults to the police.
- 31.0 (3) Having the responding officer(s) select victims to be contacted by social service personnel.
- 4.3 (4) Other (Please explain) \_\_\_\_\_

38

15. Have you referred spouse assault victims/suspects to any agencies or social services?

- 22.4 (1) No
- 77.6 (2) Yes (Please list names of agencies) \_\_\_\_\_

39

16. Have you referred child abuse victims/suspects to any agencies or social services?

- 53.9 (1) No
- 46.1 (2) Yes (Please list names of agencies) \_\_\_\_\_

40

17. Please estimate out of 20 calls to domestic violence situation, about how many have you referred to other agencies?

Spouse Assault	Child Abuse		
<u>16.8</u>	<u>36.6</u>	(1)	None
<u>36.3</u>	<u>28.6</u>	(2)	1-4
<u>25.7</u>	<u>8.9</u>	(3)	5-9
<u>21.2</u>	<u>25.9</u>	(4)	10 or more

41      42

18. Which of the following best describes your primary responsibility in domestic violence situations after preserving the peace and protecting the safety of those involved.

- 29.7 (1) Act as a mediator
- 27.1 (2) Advise parties involved of their legal options
- 37.3 (3) Refer parties to appropriate agencies
- 0.8 (4) Provide family counseling
- 5.1 (5) Other (Please explain) \_\_\_\_\_

43

19. Have you received any training in the area of family disputes or domestic violence during the past year?

- 37.3 (1) Yes
- 62.7 (2) No

44

20. Do you desire training in any of the following areas concerning domestic violence? (Check as many as you wish.)

- 37.6 (1) Community Resources
- 21.8 (2) Causes and dynamics of domestic violence
- 42.9 (3) Crisis intervention and/or counseling techniques
- 53.8 (4) Arrest procedures for violations of Temporary Restraining Orders
- 2.5 (5) Other (Please describe) \_\_\_\_\_

49

21. Please check one:

- 90.8 (1) Male
- 9.2 (2) Female

50

22. How long have you been assigned to patrol? (present assignment)

years	months	Less than 1 yr.	1-3	3-6	6 or more
		<u>20.5</u>	<u>19.7</u>	<u>32.5</u>	<u>27.4</u>

51 52 53 54

Thank you for your time.

Respondents:

April 1981

Four city attorneys in the domestic violence unit  
1 District Attorney reflecting department perspective

CRIMINAL JUSTICE EVALUATION UNIT  
DOMESTIC VIOLENCE SURVEY  
SAN DIEGO DEPUTY CITY AND DISTRICT ATTORNEYS

The Regional Criminal Justice Planning Board requested that the Criminal Justice Evaluation Unit of SANDAG evaluate several projects serving victims of domestic violence. Evaluation efforts include input from personnel in the criminal justice system. Mr. Witthas approved your participation in this survey and completion is encouraged. Please return completed survey to SUSAN PENNELL, Mail Station #56, by April 13. Your cooperation is appreciated.

1. Please check the area of county in which you work:

(1) 5 (2) \_\_\_\_\_ (3) \_\_\_\_\_ (4) \_\_\_\_\_  
Central South Bay East County North County

2. Estimating, about how many cases involving battered spouses have come to your attention in the last year?

(1) \_\_\_\_\_ (2) 1 (3) \_\_\_\_\_ (4) 3 D.A. - less than 10 a month  
None 1-3 4-6 more than 6 nationwide

3. Again, estimating, about how many defendants have you charged with battery on a spouse/girlfriend (in the last year)?

(1) \_\_\_\_\_ (2) \_\_\_\_\_ (3) 1 (4) 4  
None 1-3 4-6 more than 6

4. What is the most common charge filed against men who hit, slap, kick, or punch their wives/girlfriends?

(1) \_\_\_\_\_ No complaint filed (4) \_\_\_\_\_ 245 P.C.  
(2) 4 240 P.C. (5) 1 273.5 P.C. - District Attorney  
(3) 4 242 P.C. (6) \_\_\_\_\_ Other \_\_\_\_\_ (Indicate)

5. Compared to prior years, do you think more cases of spouse assault have come to your attention in the last year?

(1) 2 (2) \_\_\_\_\_ (3) 2 D.A. - no difference, but more  
Yes No don't know are reported

6. Of the spouse assault cases that come to your attention, what is the most common disposition?

(1) 3 (D.A. included) (2) 1 (3) 1  
charges dropped defendant defendant  
before prelim. not guilty guilty

(4) Defendant pleads to lesser charge (415 p.c.). Condition of probation may be to stay away from victim.  
Other (Please indicate)

7. In your opinion, what is the most common reason that most of these cases do not proceed through the criminal justice system?

4 (includes D.A.) victim refuses to prosecute

1 police unwilling to take report

8. Which of the following most influences the likelihood of spouse assault cases being prosecuted? (multiple response were given)

- (1) 1 (D.A.) extent/seriousness of injury  
 (2)            victim seeking separation/divorce  
 (3) 5 (includes D.A.) victim willingness to follow through  
 (4) 1 defendant history of violent conduct  
 (5)            likelihood of conviction  
 (6) D.A. - evidence that crime other occurred

9. Do you ever refer victims/suspects to social service agencies?

(1) 3 yes (2) 1 (D.A.) no Deputy D.A. indicated that police should do this.

10. If yes, please name the agencies to which you have referred:

3 - Battered Womens Service      1 - clergy  
1 - Conciliation Court              1 - Marriage Counselor

To what extent has staff in these agencies provided assistance in the following areas? (D.A. did not respond)

	Not At All	Provided Some Assistance	Have Been Very Helpful	Don't Know
11. Encouraged/facilitated victim participation in criminal justice process.	—	—	<u>2</u>	<u>2</u>
12. Reduced victim trauma.	—	—	<u>1</u>	<u>3</u>
13. Increased efficiency of criminal justice system.	—	<u>2</u>	—	<u>2</u>
14. Improved victim knowledge of criminal justice operations and legal options.	—	<u>1</u>	<u>1</u>	<u>2</u>
15. Provided support services to victims/witnesses, e.g., transportation, child care, etc.	—	—	<u>2</u>	<u>2</u>
16. Provided advocacy services to victims.	<u>1</u>	<u>1</u>	—	<u>2</u>
17. Have resulted in time savings for attorneys.	<u>1</u>	<u>1</u>	—	<u>2</u>

The Deputy District Attorney said that agency staff may provide all these services but the outcomes are the same, e.g., victim refuses to prosecute.

18. Do you feel that a program that provided the above services would be helpful to prosecuting attorneys?

(1) 4 yes (2)            no (3) 1 don't know

(D.A. included)

Why/Why Not? Information provided by agencies' staff is important so that

people learn what the criminal justice system can and cannot do. Victim support

is vital to prosecution. Usually problem is a continuing one which criminal justice cannot solve.

Legislation enacted last year established provision of diversion (P.C. 1000.6) for first-time, misdemeanor spouse assault offenders.

19. Have you recommended diversion for any such offenders in the last year?

(1) 4 yes (2) 1 no (3)            Have not been involved with spouse assault cases.

(D.A. included)

20. If yes, to which agency(ies) did you refer?

Probation department handles diversion process.

21. If no, why were offenders not referred?

(1) 1 Not familiar with PC 1000.6 (2)            Don't know referral agencies for diversion (3) 1 Defendant did not meet criteria for diversion

(4)            Other (please describe)

22. Do you think such diversion efforts are helpful in reducing future violent acts?

(1) 1 yes (2)            no (3) 2 don't know (4) depends on - persons involved

The Deputy D.A. added that diversion efforts are most helpful if the couples are staying together because the offender is not likely to abuse his next partner.

THANK YOU FOR YOUR TIME.

12 responses  
32% of municipal court judges (excluding traffic court)

April 1981

CRIMINAL JUSTICE EVALUATION UNIT  
DOMESTIC VIOLENCE SURVEY  
SAN DIEGO MUNICIPAL COURT JUDGES

The Regional Criminal Justice Planning Board requested that the Criminal Justice Evaluation Unit of SANDAG evaluate several projects serving victims of domestic violence. Evaluation efforts include input from personnel in all components of the criminal justice system. Your participation and completion of this survey is encouraged. Please return completed survey to SUSAN PENNELL, Mail Station #56, by April 13, 1981. Your cooperation is appreciated.

1. Please check the area of county in which you reside:

(1)  $\frac{3}{\text{San Diego}}$  (2)  $\frac{4}{\text{South Bay}}$  (3)  $\frac{3}{\text{El Cajon}}$  (4)  $\frac{2}{\text{North County}}$

2. Estimating, how many cases involving battered spouses have been scheduled in your court in the last year?

(1)  $\frac{1}{\text{None}}$  (2)  $\frac{3}{1-3}$  (3)  $\frac{2}{4-6}$  (4)  $\frac{6}{\text{More than 6}}$

3. Compared to prior years, have cases involving battered spouses increased or decreased in your court (in the past year)?

(1)  $\frac{2}{\text{Increased}}$  (2)  $\frac{\quad}{\text{Decreased}}$  (3)  $\frac{5}{\text{No Difference}}$  (4)  $\frac{4}{\text{Don't Know}}$   $\frac{1}{\text{No response}}$

4. In general, are charges in spouse assault cases likely to be reduced?

(1)  $\frac{6}{\text{Yes}}$  (2)  $\frac{3}{\text{No}}$  (3)  $\frac{3}{\text{Don't Know}}$

5. (If yes) at which stage is this most likely to occur?

(1)  $\frac{5}{\text{District Attorney Level}}$  (2)  $\frac{1}{\text{Judicial Level}}$   $\frac{1}{\text{Both}}$   $\frac{5}{\text{No response}}$

6. In your opinion, what is the most common reason that most of these cases do not proceed through the criminal justice system? (Multiple response given)

Victim refuses to prosecute - 7 Economically not feasible - 1

Divorce - 1 Reconciliation - 2 Diversion - 1

Comment: Prosecution should persist so court can force offender into counseling. The tendency toward violent acts will not end by divorce, but be transferred to another partner. Prosecutors are often persuaded that divorce is pending and problem will be solved.

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7. Which of the following most influences the likelihood of conviction in spouse assault cases? (Multiple responses given)

- (1) 6 Extent/Seriousness of Injury  
 (2)          Victim Seeking Separation/Divorce  
 (3) 7 Victim Willingness to Follow Through with Judicial Process  
 (4) 1 Defendant History of Violent Conduct  
 (5)          Other (please specify)

8. Which of the following sentencing outcomes do you believe is most effective for deterring future violent acts?

- (1)          Fine  
 (2) 1 Probation  
 (3) 2 Jail/Prison  
 (4) 4 Diversion  
 (5) 3 Combination  
 (6) Divorce - 1 Mandated counseling as condition of probation - 3  
 Other Sentencing Alternative (please describe)

9. Estimating, of the last 10 spouse assault cases scheduled in your court, how many have ~~you~~ recommended for diversion via 1000.6 P.C.?  
 been

- (1) 5 Have Not Handled 10 Cases Since Legislation was enacted (7/80)  
 (2) 3 1-3  
 (3) 3 4-6  
 (4) 1 7 or more

10. Do you feel the diversion effort (P.C. 1000.6) is an effective deterrent to future abusive behavior?

- (1) 3 Yes  
 (2) 1 No  
 (3) 8 Don't Know

11. Why/why not? Efforts toward diversion are new and untested - 4 It can work if motivation is to preserve relationship, not avoid prosecution - 1 Counseling must be enforced and supervised - 1 Both parties should have counseling - 1

Additional Comments/Suggestions: Hopeful that it will work, criminal justice system is not designed to solve domestic problems  
Diversion offers option other than jail and withdrawing charges  
No spouse assault case should ever be dismissed without proof that parties have had at least 10 hours of counseling with qualified therapist

THANK YOU FOR COMPLETING THIS SURVEY.

CLIENT SURVEYS

To standardize survey administration to clients, project staff were asked to give surveys to the first 50 clients provided services (in-person) from January through March, 1981. Clients were asked to complete the form, seal in an envelope, and return to project staff for mailing.



April 1981

CASA DE AMPARO  
CLIENT SURVEY RESPONSE

The Criminal Justice Evaluation Unit of SANDAG is evaluating several federally funded projects providing services to battered women and child abusing families. The evaluation effort included input from victims/clients contacted by projects during the first three months of 1981. The following results indicate the opinions of clients regarding the services received both by the police and the project staff.

Total respondents: 36

Breakdown of Clients Served:

Child Abuser	19
Potential Child Abuser	5
Concerned Family Members	4
Child Abuse Victim	8

1. Do you feel that Casa De Amparo staff was helpful?

Rs = 36      Yes - 36      No - 0

2. Do you have any complaints about Casa De Amparo?

Rs = 36      Yes - 4      No - 32

3. Did you need assistance that was not provided by the program?

Rs = 36      Yes - 4      No - 32

Assistance needed included help to obtain employment, financial resources, and psychiatric counseling.

4. Did Casa De Amparo advise you to contact another agency or person for help with your situation?

Rs = 35      Yes - 12      No - 23

Agencies listed included Child Guidance Center, Public Health, Welfare Department, and private counseling services.

5. Have you sought help from any other agencies or persons?

Rs = 33      Yes - 15      No - 18

6. Have you ever called the police regarding the situation for which you are seeking help?

Rs = 36      Yes - 9      No - 27

7. Did you feel that the police were helpful?

Rs = 27      Yes - 10      No - 17

("Yes" category may be larger since police may have been called by person other than victim/client.)

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8. Do you have complaints about the way the police handled the situation?

Rs = 26 Yes - 12 No - 14

Complaints about police handling focused on the issue that police did not clearly explain the actions that they took and victims were confused about what would take place next. Victims/clients perceived that arrests were made without reason.

What actions did the police take? (Multiple responses were given.)

- |  |    |   |
|--|----|---|
| . Made an arrest                                 | 14 | "Other" responses included children removed from home and suspect(s) taken to jail. |
| . Wrote a report                                 | 18 |   |
| . Talked to participants                         | 5  |   |
| . Referred participants to social service agency | 7  |   |
| . Separated participants                         | 9  |   |
| . Issued a citation                              | 2  |   |
| . Enforced a temporary restraining order         | 2  |   |
| . Other  | 9  |   |

9. How did you find out about Casa De Amparo?

Rs = 36 Police 9  
Friend/Relative 13  
Other 14

"Other" responses included "court-ordered", day care centers, hospitals, attorneys, welfare dept., and Women's Resource Center.

10. What made you seek help at this time?

Most responses related to recognition that problems concerning child care were out of control and help was needed. Others indicated that contact with Casa De Amparo was court-ordered.

11. How long had your problem(s) been occurring before you sought help?

Rs = 27 4 months or less 9  
5 months to 1 year 7  
13 months to 2 years 2  
2 to 4 years 2  
Over 4 years 7

12. Have your problems been resolved?

Rs = 34 Yes - 15 No - 19

Sample of responses included:

- "My problems will take time to resolve"
- "I still need counseling and help received from Casa"
- "I am still separated from my daughter for no valid reason"
- "We now understand our child's problems and she understands us better"
- "They helped me assume my parental responsibilities in a realistic way. I have more confidence and better results with my kids"
- "I still need to improve my attitude and get motivated"
- "I am safely out of the house and away from my step-dad"
- "My problem has been resolved, but to better myself, I will keep going to Casa"

ESCONDIDO VICTIM-WITNESS PROJECT  
CLIENT SURVEY RESPONSE

The Criminal Justice Evaluation Unit of SANDAG is evaluating several federally funded projects providing services to battered women and child abusing families. The evaluation effort included input from victims/clients contacted by projects during the first three months of 1981. The following results indicate the opinions of clients regarding the services received both by the police and the project staff.

Total respondents: 16

Breakdown of Clients Served:

Battered Women:	4
Rape Victim:	4
Potential Child Abuse	5
Child Abuse Victim:	1
Other:	2

1. Do you feel that the Escondido Victim-Witness Program was helpful?

Rs = 14 Yes - 14 No - 0

2. Do you have any complaints about the Oceanside Victim-Aid Program?

Rs = 15 Yes - 0 No - 15

3. Did you need assistance that was not provided by the program?

Rs = 15 Yes - 3 No - 12

Assistance included an attorney and services from the Welfare Department.

4. Did the Escondido Victim-Witness Program advise you to contact another agency or person for help with your situation?

Rs = 14 Yes - 3 No - 11

5. Have you sought help from any other agencies or persons?

Rs = 15 Yes - 7 No - 8

Agencies included Mite, Eye, Lifeline, and the police department.

6. Have you ever called the police regarding the situation for which you are seeking help?

Rs = 13 Yes - 9 No - 4

7. Did you feel that the police were helpful?

Rs = 10 Yes - 7 No - 3

8. Do you have complaints about the way the police handled the situation?

Rs = 11 Yes - 4 No - 7

Complaints about the police focused on perception of police indifference/lack of sensitivity/unwillingness to arrest the offender.

What actions did the police take? (Multiple responses were given.)

- . Made an arrest 3
- . Wrote a report 6
- . Talked to participants 1
- . Referred participants to Social Service Agency 1
- . Separated participants 0
- . Issued a citation 0
- . Enforced a temporary restraining order 1
- . Other 2

9. How did you find out about the Escondido Victim-Witness Program?

Rs = 14

- Police 2
- Friend/Relative 3
- Other 9

"Other" responses included Sim's School, public health nurse, and County Mental Health.

10. What made you seek help at this time?

Some respondents cited actual physical and sexual violence as the presenting problem. Others mentioned fear of abuse/beatings. Some clients were pregnant teenagers and indicated they needed counseling and advice.

11. How long had your problem(s) been occurring before you sought help?

- Rs = 12 4 months or less 4
- 5 months to 1 year 4
- 13 months to 2 years 1
- 2 to 4 years 1
- Over 4 years 2

12. Have your problems been resolved?

Rs = 13 Yes - 8 No - 5

A sample of responses includes:

- "I'm working on them"
- "I got the right help to make decisions"
- "I'm feeling like I'm OK again"
- "My husband doesn't drink as much"
- "I'm still going through physical and mental problems"
- "We are both in counseling"
- "I now have a temporary restraining order to keep him from getting violent"
- "I'm still having problems in school"
- "The counselor was very helpful"

OCEANSIDE VICTIM-AID PROJECT

CLIENT SURVEY RESPONSE

The Criminal Justice Evaluation Unit of SANDAG is evaluating several federally-funded projects providing services to battered women and child abusing families. The evaluation effort included input from victims/clients contacted by projects during the first three months of 1981. The following results indicate the opinions of clients regarding the services received both by the police and the project staff.

Total Respondents: 49

Breakdown of Clients Served

- Battered Women: 25
- Child Abuser 6
- Rape Victim: 5
- Potential Child Abuser 3
- Concerned Family Members 3
- Child Abuse Victim: 2
- Battered Male: 2
- Batterer: 2
- Other: 1

1. Do you feel that the Oceanside Victim-Aid Program was helpful?

Rs = 48 Yes - 45 No - 3

2. Do you have any complaints about the Oceanside Victim-Aid Program?

Rs = 47 Yes - 2 No - 45

3. Did you need assistance that was not provided by the program?

Rs = 48 Yes - 8 No - 40

Assistance needed included help to obtain a Temporary Restraining Order, transportation, employment, and temporary housing.

4. Did the Oceanside Victim-Aid Program advise you to contact another agency or person for help with your situation?

Rs = 47 Yes - 26 No - 21

Agencies listed included Casa de Amparo, Womens Resource Center, Life-line, Legal Aid, County mental Health Turning Point, and Project Jove.

5. Have you sought help from any other agencies or persons?

Rs = 49 Yes - 16 No - 33

(Sixty-two percent of those advised to get additional help did so.)

6. Have you ever called the police regarding the situation for which you are seeking help?

Rs - 49 Yes - 29 No - 20

7. Did you feel that the police were helpful?

Rs = 49 Yes - 38 No - 11

(Yes category may be larger since police may have been called by person other than victim/client).

8. Do you have complaints about the way the police handled the situation?

Rs = 49 Yes - 9 No - 40

Complaints about police handling focused on the issue that police did not clearly explain the actions that they took and victims were confused about what would take place next.

What actions did the police take? (Multiple responses were given).

• Made an arrest	25
• Wrote a report	40
• Talked to participants	13
• Referred participants to Social Service Agency	8
• Separated participants	6
• Issued a citation	3
• Enforced a Temporary Restraining Order	2

9. How did you find out about Oceanside Victim-Aid Program?

Police 28  
Friend/relative 4  
Other-17

Majority of 'other' responses indicated that the victims/clients were contacted by project staff.

10. What made you seek help at this time?

Rs = 39 The majority of respondents cited actual physical violence as the presenting problem. Others mentioned fear of abuse/beatings and several indicated that they needed legal assistance and/or information about the court process.

11. How long had your problem(s) been occurring before you sought help?

Rs = 30	4 months or less	17
	5 months to 1 year	2
	13 months to 2 years	4
	2 to 4 years	5
	Over 4 years	2

12. Have your problems been resolved?

Rs = 45 Yes - 21 No - 21 Not Sure - 3

Those who indicated their problems were resolved gave the following responses (sample);

"I feel I'm ready to take on my responsibilities."  
"My husband and I are now talking things over."  
"I don't feel as frightened as I did because I know there are people out there who really care."  
"They are helping me in court and any help I need."  
"I'm taking steps: filing complaint, have TRO, filing for divorce, getting counseling."

Those who noted that problems were not resolved gave these reasons (sample):

"I need a job, food, and money."  
"I'm going to contact other agencies."  
"I have no problem."  
"My problem will not be solved until I have the right to my son."  
"I am still trying to solve my problem."  
"My boyfriend's problem will not be solved by putting him in jail."

April 1981

WOMEN'S RESOURCE CENTER  
CLIENT SURVEY RESPONSE

The Criminal Justice Evaluation Unit of SANDAG is evaluating several federally funded projects providing services to battered women and child abusing families. The evaluation effort included input from victims/clients contacted by projects during the first three months of 1981. The following results indicate the opinions of clients regarding the services received both by the police and the project staff.

Total Respondents: 40

Breakdown of Clients Served:

Battered Women:	26
Rape Victim:	2
Battered Male:	1
Batterer:	6
Other:	5

1. Do you feel that the Women's Resource Center was helpful?

Rs = 39      Yes - 37      No - 2

2. Do you have any complaints about the Women's Resource Center?

Rs = 40      Yes - 1      No - 39

3. Did you need assistance that was not provided by the program?

Rs = 39      Yes - 5      No - 34

Assistance needed included help to obtain financial resources, employment, and psychiatric counseling.

4. Did the Women's Resource Center advise you to contact another agency or person for help with your situation?

Rs = 37      Yes - 17      No - 20

Agencies listed included Lifeline, Legal Aid, and medical doctors and private attorneys.

5. Have you sought help from any other agencies or persons?

Rs = 37      Yes - 12      No - 25

(Seventy-one percent of those advised to get additional help did so.)

6. Have you ever called the police regarding the situation for which you are seeking help?

Rs = 40      Yes - 17      No - 23

7. Did you feel that the police were helpful?

Rs = 22      Yes - 10      No - 12

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8. Do you have complaints about the way the police handled the situation?

Rs = 22 Yes - 12 No - 10

Complaints about the police focused on perceptions of lack of interest in victim/unwillingness to "believe" victim's explanation/not wanting to be involved in domestic incidents/indication that police could not take any action.

What actions did the police take? (Multiple responses were given.)

- . Made an arrest 4
- . Wrote a report 12
- . Talked to participants 7
- . Referred participants to social service agency 5
- . Separated participants 6
- . Issued a citation 1
- . Enforced a temporary restraining order 2

9. How did you find out about the Women's Resource Center?

Rs = 37 Other 14 "Other" responses included Navy Hospital, Hotline, Probation Dept., Police 6 Public Health Dept., and private Media 5 physicians and attorneys.

10. What made you seek help at this time?

Many respondents cited actual physical violence as the presenting problem. Others mentioned fear of abuse/beatings, marital problems, and several indicated that they needed legal assistance.

11. How long had your problem(s) been occurring before you sought help?

Rs = 36 4 months or less 7  
5 months to 1 year 10  
13 months to 2 years 4  
2 to 4 years 5  
Over 4 years 10

12. Have your problems been resolved?

Rs = 38 Yes - 7 No - 21 Not Sure - 10

Below is a sample of responses:

- "I am still working on my problems"
- "I have fully recovered from my experience"
- "My problem won't be solved until I find a better way to live and feel we are safe"
- "I found great help here, I gained some stability"
- "I'm experiencing a more positive change in my attitude, but it takes time"
- "I still don't have a place to stay"
- "I need employment"

DOMESTIC VIOLENCE TELEPHONE SURVEY

Hello, may I talk to the man or lady of the house? My name is \_\_\_\_\_ I work for the Regional Criminal Justice Board. The County is thinking about funding some projects in the San Diego region to deal with the problems of child abuse and wife beating. Your number was selected randomly from the telephone book. I'd like to get your ideas and opinions on these issues by asking some general questions.

To begin, I'd like to define what I mean by child abuse. For this survey, child abuse is any continued behavior that threatens the physical or emotional well-being of a child. (Is that clear?)

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Do you feel that child abuse is a problem in your community?			
Yes	37%	30%	40%
No	47%	47%	42%
Don't know	16%	23%	18%
If you or someone you know had this problem, who would you call for help?			
Police	66%	Not Asked	69%
Friend/relative	7%		7%
Welfare department	12%		9%
Church	10%		9%
Health department	1%		5%
Hospital	6%		1%
Hotline	8%		5%
Other	32%		36%
Don't know	6%		6%
Mentioning no names, do you know anyone who may be presently a victim of child abuse?			
Yes	9%	7%	3%
No	91%	93%	97%
To your knowledge, is that family receiving any help or support from a local agency, like a counseling service?			
Total Rs = 35			
Yes	46%	22%	0
No	39%	51%	71%
Don't know	14%	27%	29%

	North County 1981	North County 1979	San Diego Region (except North County) 1981
If you don't mind telling me, was anyone in your family abused as a child?			
Yes	7%	Not Asked	7%
No	93%		93%

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Would you mind telling me what type of abuse?			
Rs = 34		Not Asked	
Physical	39%		
Neglect	6%		
Sexual	8%		
Emotional	19%		
Combination	25%		
Other	3%		

Now, I'm going to read some statements about child abuse. I'd like you to tell me if you agree or disagree with them. The government has the legal right to determine when discipline of children by their parents is excessive.

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Agree	66%	Not Asked	71%
Disagree	28%		20%
Don't know	4%		5%
Depends on	2%		4%

In the elementary schools, teachers and principals should be allowed to spank children when they do not behave.

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Agree	43%	53%	41%
Disagree	40%	35%	44%
Don't know	2%	2%	5%
Only with parental permission	10%	10%	11%
Depends on situation	6%		4%

Now, I'd like to ask a few questions about spouse beating. Let me define what I mean by this. It is any continued behavior that threatens a person's emotional or physical well-being. These statements apply mostly to wife beating, although men are sometimes victims of spouse abuse. Please tell me if you agree or disagree with this statement.

	North County 1981	North County 1979	San Diego Region (except North County) 1981
--	----------------------	----------------------	---

A wife beating situation should be worked out by the couples themselves instead of by police or court intervention.

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Agree	27%	18%	23%
Disagree	66%	70%	67%
Don't know	3%	2%	2%
Depends on	4%	10%	8%

Do you think that wife beating is a problem in your community?

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Yes	32%	29%	32%
No	51%	49%	50%
Don't know	17%	22%	18%

Mentioning no names, do you presently know a woman who may be being assaulted by her spouse or boyfriend?

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Yes	11%	9%	12%
No	89%	91%	88%

To your knowledge, is that person receiving any help or support from a local agency?

	North County 1981 N = 31	North County 1979 N = 44	San Diego Region (except North County) 1981 N = 27
Yes	19%	25%	26%
No	74%	71%	67%
Don't know	7%	5%	7%

Which of the following actions do you think might prevent wife beating? (multiple responses)

	North County 1981	North County 1979	San Diego Region (except North County) 1981
Educating and informing community about the problem.	53%	Not Asked	52%
Arresting the abuser.	39%		34%
Counseling for the persons involved.	85%		82%
Something else I haven't mentioned.	12%		12%
(Included: enforcement of current laws, more temporary restraining orders issued, stiffer penalties)			

What type of dwelling do you live in?

Total Region - 1981

Single family	71%
Duplex	2%
Apartment	13%
Condo/townhouse	9%
Mobile home	6%
Other	.4%

Do you own or rent?

Own	70%
Rent	29%
Refused	1%

Do you have children?

Yes	68%
No	32%

Which category reflects your age?

18-30	26%
31-43	27%
44-56	20%
57 and over	28%

What is your present marital status?

Married	71%
Divorced/separated	7%
Single	13%
Spouse-like	2%
Other	7%

Would you mind telling me your racial or ethnic background?

Caucasian	89%
Latino	5%
Black	2%
Panasian	2%
Other	1%
Refused	.8%

Which of these categories reflects your total yearly household income?

\$5,000 or below	7%
6,000 to \$10,000	9%
11,000 to \$15,000	14%
16,000 to \$20,000	16%
Over \$20,000	41%
Refused	13%

Don't ask, but indicate:

43%	57%
Male	Female

160



## Appendix C Additional Table

**TABLE 32  
SERVICE PROVIDER SURVEY RESPONSES  
PERCENTAGE OF 'YES' RESPONSES, BY AGENCY  
NORTH COUNTY**

Survey Questions	Community Agencies				Public Health Nurses				County Mental Health				Hospital Staff				School Nurses				Total Respondents % Number			
	Casa De Amparo	WRC	Escondido Victim - Witness	Ocean-side Victim - Aid	Casa De Amparo	WRC	Escondido Victim - Witness	Ocean-side Victim - Aid	Casa De Amparo	WRC	Escondido Victim - Witness	Ocean-side Victim - Aid	Casa De Amparo	WRC	Escondido Victim - Witness	Ocean-side Victim - Aid	Casa De Amparo	WRC	Escondido Victim - Witness	Ocean-side Victim - Aid	Casa De Amparo	WRC	Escondido Victim - Witness	Ocean-side Victim - Aid
1. Are you familiar with this agency?	96%	97%	33%	63%	100%	100%	44%	67%	100%	100%	60%	50%	100%	100%	0	100%	100%	100%	0	0	99% N=74	99% N=74	35% N=60	62% N=65
2. Have you referred individuals to this agency?	89%	96%	7%	22%	100%	100%	40%	35%	100%	100%	50%	13%	100%	100%	0	100%	67%	83%	0	0	93% 69	97% 72	25% 49	34% 56
3. Have you received referrals from this agency?	48%	54%	0	39%	39%	44%	14%	7%	40%	70%	22%	0	78%	75%	0	57%	17%	17%	0	0	46% 68	53% 68	8% 48	23% 52
4. Should the services provided by this agency continue?	100%	96%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	67%	100%	100%	100%	100%	100%	100% 65	99% 66	97% 33	100% 40
5. Have you been satisfied with your interaction with this agency?	86%	83%	75%	79%	94%	83%	100%	100%	78%	88%	100%	75%	100%	100%	0	100%	80%	100%	0	0	88% 58	87% 60	90% 19	87% 31

## Appendix D Penal Code Sections

### CALIFORNIA PENAL CODE SECTIONS RELEVANT TO DOMESTIC VIOLENCE

1. ASSAULT AND BATTERY - 240.242 P.C.

An assault is an attempt to commit violent injury upon another person, combined with the realistic ability to inflict the injury. A battery is the actual use of force or violence upon another person.

2. ASSAULT WITH A DEADLY WEAPON OR FORCE LIKELY TO PRODUCE GREAT BODILY INJURY. 245 P.C.

A beating is a felony if the attacker has a deadly weapon or beats the victim with enough force likely to cause severe injury. A closed fist may be regarded as a deadly weapon or force under this statute.

3. ASSAULT WITH INTENT TO COMMIT MURDER. 217 P.C.

The prosecution must prove that the batterer intended to kill. Intent can be shown by threats, conversations, past behavior, amount of force used, and any other similar evidence. Despite the fact that one out of eight homicides in the U.S. involve violence between spouses, arrests in this situation rarely occur under this statute.

4. WOMAN BEATING. 273.5 P.C.

This statute makes a felony for any man or woman to use physical force on a person of the opposite sex he or she is living with. Generally, injuries must be visible.

5. PHYSICAL ASSAULT AND CRUEL CORPORAL PUNISHMENT. 273d P.C.

Any person who willfully inflicts upon any child any cruel or inhuman corporal punishment or injury resulting in a traumatic condition is guilty of a felony.

6. NEGLECT. 270 P.C.

If a parent willfully omits, without lawful excuse, to furnish necessary clothing, food, shelter, or medical assistance for his or her child, s/he is guilty of a misdemeanor.

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7. SECTION 273a.

Any person who, under conditions or circumstances likely to produce great bodily harm or death, willfully causes or permits any child to suffer, or inflicts unjustifiable physical pain or mental suffering, or willfully causes or permits the person or health of such child to be placed in such situation that its person or health is endangered, is punishable by imprisonment in the county jail not exceeding one year, or in state prison.

8. INCEST. 285 P.C.

Crime Against Child 288 P.C. - Includes any lewd or lascivious act against a child under 14 years old.

These Penal Code descriptions were extracted from the California Attorney General's Handbooks on Child Abuse (1978) and Domestic Violence (1978).

**END**