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# **THE FAMILY VIOLENCE PREVENTION AND RECOVERY PROJECT**

## **FINAL REPORT**

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## I. OVERVIEW OF THE PROJECT

There exists a growing body of research indicating that domestic violence in law enforcement families is a significant and ongoing problem. Recent changes to federal laws affect whether a law enforcement agency can continue to employ an officer in a sworn capacity if he/she has been convicted of a family/domestic violence related crime. The Los Angeles County Sheriff's Department in a historic move, committed itself to the development and implementation of a comprehensive program to educate, train, and when necessary treat, its sworn and civilian personnel and their family members regarding the problem of family violence. The Department believed that a multi-dimensional approach was necessary. Emphasis was placed on positively impacting the sense of safety, security and quality of life of the families of department personnel as well as the manner in which law enforcement personnel responded to family violence incidents in the community. Law enforcement personnel may be required to handle family violence calls that are very similar to problems they may be experiencing at home. Consequently, the department was concerned that such problems in the home could affect how an individual may handle family violence calls in the community. Conversely, the serious problems associated with handling family violence calls in the community can not only jeopardize the safety of law enforcement personnel, but may also have an adverse effect on the quality of an officer's own family life.

The decision to employ a multi-dimensional approach to the dual problems of violence in law enforcement families and how law enforcement agencies deal with family violence in the community,

was well supported in the literature. The current literature strongly endorses the need for programs that stress appropriate treatment for personnel and their families combined with pro-active interventions. Preventive interventions include mandatory training in family violence issues, both within law enforcement and the community at large, training supervisors in techniques for identifying family violence problems among personnel, and providing programs and training related to stress, anger management, and conflict resolution. Development of appropriate policies for assisting law enforcement families with violence problems and for handling such calls in the community, are also essential.

### **Project Goals**

The Family Violence Prevention and Recovery Project established three principal goals to be achieved during the course of the project's life:

1. Development of policies and procedures with regard to providing assistance to personnel involved in, or with a potential for, family violence problems.
2. Implementation of a comprehensive education, training, and treatment program designed to prevent the occurrence of family violence incidents involving law enforcement personnel and their families.
3. Coordination with existing programs to address the issue of family violence in the community and how those incidents are responded to and managed by law enforcement personnel in the field.

Additionally, the project developers hoped to create "products" that could be used by other law enforcement agencies for purposes of information dissemination, education and training, as well as provide treatment options for personnel at risk for family violence.

## II. METHODOLOGY

### **Organizational Plan**

The Los Angeles County Sheriff's Department formed the STOP (Safety Through Our Perseverance) Task Force, in response to a directive from the Sheriff's Office. The Task Force is comprised of personnel from a number of operational units within the Department, including Juvenile Investigations Bureau, Employee Support Services, Risk Management Bureau, Field Operations Support Services, Data Systems Bureau, Volunteer Coordinator, Ombudsman/Career Resources Center, Internal Affairs Bureau, Legal Advisor, Grants Unit, Executive Planning Council, and other units as needed to fulfill the goals and objectives of the Task Force.

One of the goals of the STOP Task Force is to address the problem of family violence among Department personnel by providing education and training to all personnel, and treatment services to identified personnel and their families experiencing family violence problems. The Employee Support Services Bureau, directed by Audrey L. Honig, Ph.D., with the support of the other operational units of the Task Force, was given responsibility to oversee the implementation of programs and activities designed to achieve these goals. The Employee Support Services Bureau (ESSB) of the Los Angeles County Sheriff's Department operates a multifaceted employee assistance program for the Department's 14,000 plus sworn and civilian personnel and their families.

## **Management Plan**

All policy and procedure development activities of the Family Violence Prevention and Recovery Project (FVPRP) were to be accomplished jointly by a number of operational units within the Department, including Risk Management Bureau, Training Bureau, Employee Support Services Bureau, Legal Unit, and with input from the Union representing the majority of line deputies in the Department (ALADS).

Funding received under the award from the National Institute of Justice was used to support a Sergeant/Supervisor position to oversee the domestic violence training program given to all sworn Department personnel and to supervise the sworn personnel actually conducting the training.

All treatment services for family violence related problems were provided or coordinated by ESSB. The Department contracted with an outside non-profit counseling agency to provide the group therapy component of the treatment program for Department personnel identified as being involved in family situations (e.g., divorce, child custody) that can be high risk for family violence, and those personnel identified as candidates for anger management oriented group therapy.

## **Project Components**

### **A. Policy and Procedure Development**

This component of the project sought to develop a "zero tolerance" policy for peace officer involved family violence incidents. It also sought to create internal procedures for facilitating

personnel, whether perpetrator or victim, receiving therapeutic and other assistance as appropriate.

#### **B. Information Dissemination**

This component of the project sought to provide a wide range of information concerning family violence to all Department employees. Approaches that were utilized included development of informative brochures and booklets on family violence and related issues, as well as available resources for assistance; creation of a video tape distributed to all units in the Department in order to emphasize the zero tolerance policy for family violence incidents involving department personnel and to urge those employees who may have such problems to seek assistance through the variety of resources available as a result of the project; and finally creation of a pilot program involving 8 seminars, given on a monthly basis on topics relevant to family violence, for personnel and their family members to attend on a voluntary basis.

#### **C. Training**

This component of the project sought to develop and administer a mandatory training program concerning family violence to sworn personnel at all ranks, and civilian personnel at the rank of supervisor or above. This training focused on Department policy regarding employee involved family violence issues, warning signs and symptoms of possible family violence problems, the relationship of family violence problems to potential workplace violence incidents, and available resources for victim and offender assistance both within and outside the Department. Various



aspects of the training were modified to meet the needs of specific groups being trained (e.g., line deputies, supervisors, managers and executives)

#### **D. Counseling and Treatment Services**

This component of the project sought to develop counseling and treatment programs for Department personnel and their families who are involved in or identified as high risk for family violence. All counseling and treatment services of this type were provided or coordinated by ESSB at no cost to the employee or his family. These services were available for both victims and offenders.

#### **E. Program Evaluation**

This component of the project sought to develop or utilize existing tools for evaluating knowledge, attitudes, beliefs, and personal history related to family violence. Different types of evaluation tools were planned for use with different components of the project (e.g., a knowledge survey given pre and post mandatory training component to assess knowledge acquisition).

### **III. RESULTS**

#### **Policy and Procedure Development**

Under the auspices of the Department's STOP program, the Family Violence Prevention and Recovery

Project sought to ensure that the Department approved a "zero tolerance" policy with regard to employee involved domestic violence incidents, in which the employee is the abuser. The project also sought to ensure that procedures would be in place for providing assistance to Department employees and/or their family members with family violence problems.

The "Employee Misconduct: Family Violence" policy went into effect January, 1999. The policy is clear in stating that the Los Angeles County Sheriff's Department considers all forms of violence within the family to represent conduct that is unacceptable among Department employees, particularly among sworn personnel, at whom the policy is primarily directed. Unique to this aspect of the policy is that it is explicit in its requirement that any sworn employee must notify his/her unit commander if they are involved in, or become the subject of a criminal family violence investigation. The policy is clear in its prohibition against any sworn personnel interfering in the investigation of a family violence incident involving an employee, when that investigation is being conducted by another agency. Additionally, the policy requires that LASD notify any other law enforcement agency if one of their sworn employees is the subject of a family violence investigation within LASD's jurisdiction. LASD personnel are also forbidden from turning over an investigation to the agency whose employee is the subject of that investigation. Upon approval of the policy, the Department notified law enforcement agencies in all jurisdictions within, adjoining, or near to Los Angeles County to inform them of the policy and request that LASD be notified whenever one of its sworn employees is the subject of a criminal domestic/family violence incident. The policy also requires that LASD employees involved in a family violence incident, whether as victim or abuser, be given information by the employee's unit commander regarding the

availability of assistance services within the Department. The consequences for violating the policy are potentially severe. If a sworn employee is arrested or detained for even a misdemeanor level offense, that employee will likely be immediately relieved of duty. Upon conviction for any family violence related offense, termination of peace officer status could follow.

LASD's family violence policy is among the first to be put into effect by a major law enforcement agency in the United States. Additionally, LASD was the first department in the County of Los Angeles to initiate such a policy. The policy is supported by an ongoing training program for sworn personnel at all ranks, and civilian employees at the rank of supervisor and above. The policy is also supported with a mechanism for enforcement through the Department's Internal Criminal Investigation Bureau (ICIB) and Internal Affairs Bureau (IAB). Any allegation of domestic violence made against an employee is first investigated by ICIB. IAB will subsequently open an investigation into violations of Department policy whether or not actual criminal charges are filed. Non-criminal allegations involving domestic disputes or incidents which may still violate the Department's policy are also investigated by IAB. Prior to 1999, criminal filings against sworn personnel resulting from allegations of domestic violence were rare.

The department's Internal Affairs Bureau (IAB) opened only 8 investigations for family/domestic violence involving sworn personnel, between January, 1993, and March, 1998. This equals approximately one and a half investigations per year. In the one year period since implementation of the current zero tolerance policy in January, 1999, IAB opened investigations on eleven sworn members of the department for violation of the Family/Domestic Violence Policy. This is approximately one investigation per month for the calendar year 1999.

This is obviously a dramatic increase that appears attributable to: 1) the initiation of a zero tolerance policy with regard to incidents of domestic violence involving sworn personnel, and 2) clear

communication of that policy, and their role in enforcement, unit commanders, managers and supervisors. Incidents reported to unit commanders or other personnel are now beginning to be appropriately communicated between the involved personnel's unit and department's internal, criminal, and administrative investigation units.

**Product Item #1 - LASD Policy "Employee Misconduct: Family Violence"  
3-01/030.16 to 3-01/030.21**

**B. Information Dissemination**

The Department disseminated information about domestic violence, including treatment resources, utilizing a variety of media formats. Materials included a five minute video presentation and a poster distributed to all units in the Department, a brochure and booklet distributed to all personnel in the Department, an article written for the Department's monthly magazine, and an eight module seminar program offered several times a month to employees and family members. The seminars, addressing various topics believed to be potentially associated with domestic violence, were offered free of charge.

All of the print and video media were successfully launched and a sample of each item is included as a specific product. Serious difficulties, however, were encountered in the effort to present the eight module seminar program. The problems were sufficiently severe that the program was terminated after the fourth module was presented.

The purpose of the seminar program was to expose Department members and their spouses to a variety of problem topics and sources of stress that can be related to domestic/family violence. The topics included: Managing Finances, Dynamics of Child Abuse, Elder Abuse, Family Law/Divorce & Custody Issues, Coping with and Understanding Internal Affairs Investigations, Alcohol and Substance Abuse/Getting Assistance Through Employee Support Services Bureau, Workplace Violence and Anger Management, Family and Domestic Violence. Unfortunately, attendance at the first four seminars was very poor and did not justify the time and effort of the various presenters from both within

and outside the Department. The poor attendance was attributed to a number of factors. One factor involved the difficulty in finding centralized and accessible locations for the presentations given the vast size of L.A. County. Another and perhaps more important factor, the seminars were promoted as involving issues related to domestic/family violence. It appears that personnel may have stayed away to avoid being associated with these types of problems. Historically, studies have noted poor attendance to voluntary training such as this. The Department is considering the feasibility of creating video taped presentations on these topics that would be considerably more brief, but available to all units for presentation at briefings.

**Product Item #2 - Video Cassette: "When Domestic Violence Strikes Within Law Enforcement Families"**

**Product Item #3- Brochure: "A Program for Law Enforcement Families in Transition"**

**Product Item #4 - Booklet: "Domestic Violence in Law Enforcement Families: An Employee's Guide"**

**Product Item #5 - Poster: "A Program for Law Enforcement Families in Transition"**

**Product Item #6 - *Star News* Article: "The Family Violence Prevention and Recovery Project"**

### **Training**

The Department undertook the task of developing and presenting a training program in domestic violence for all sworn personnel and all civilian supervisors and managers within the Department. The goal of the training program was to acquaint personnel with basic information regarding the problem of domestic violence (e.g., how and why it develops and continues within a family), increase awareness of the problem of domestic violence in law enforcement families, acquaint personnel with the Department's new policy on domestic violence, and for line personnel in particular, emphasize more effective intervention with problems of domestic violence when encountered in the course of their duties. The

training varied in length and focus depending on the group being trained at any particular time. The paragraphs below describe the focus and length of training for each group and the approximate number of personnel from each group that have been trained to date.

**Line Deputies:** The focus of the training provided to line deputies was on basic awareness of the problem of domestic violence, increasing awareness of its occurrence in law enforcement families, the Department's zero tolerance policy regarding domestic violence, and how to approach and manage domestic violence incidents in the community. The training was approximately two hours in length. As of 12/1/99, 1902 or approximately 32% of line deputies had completed the training, which is ongoing.

**Sergeants and Lieutenants (supervisors):** The focus of the training included those areas covered in the line deputy training, with the addition of information on recognizing employees who may be experiencing domestic violence problems as either abusers or victims, and application of Department policy at the Sergeant/Supervisor and Lieutenant/Watch Commander levels when a sworn employee is involved in a criminal domestic violence incident. The training was approximately three hours in length.

As of November 1, 1999, 813 sergeants and 240 Lieutenants had completed the training. This group of 1053 Sergeants and Lieutenants represents approximately 87.5% of the total number (1201) of employees at these ranks within the Department. Approximately 148 individuals in this group did not receive the training due to either imminent retirement, or unavailability due to extended medical or other leaves of absence. Training for Sergeants and Lieutenants is completed at this time.

**Captains and Above (Management and Executive Staff):** On January 21, 1999, at the Department's Annual Management Conference, a special training was conducted for

Department Personnel at the rank of Captain and above. The training was also attended by civilian personnel at the rank of Director (equivalent to Captain's rank). The training was designed for command personnel and emphasized understanding the commanding officer's role as defined by the Department's Family Violence Policy. The training also focused on ways to identify and assist subordinate personnel involved in domestic violence situations, particularly those that are current or recent victims of domestic violence. The training was two hours in length. Training for management and executive staff is completed at this time.

**Civilian Supervisors and Managers:** The focus of the training program for civilian supervisors and managers is on basic awareness of the problem of domestic violence, recognizing employees who may be involved in domestically violent situations from the issues and problems they may present in the workplace, and how to direct employees in obtaining assistance. This training is ongoing with an anticipated county wide completion date of June, 2000.

**Product Item #7 - Domestic Violence Basic Training Curriculum**

**Product Item #8 - Power Point presentation on LASD Zero Tolerance Policy (used in the training of personnel at the rank of Sergeant and above).**

**Product Item #9 - Power Point presentation, "Recognizing and Responding to Domestic Violence: A Commanding Officer's Perspective" (used in the training of personnel at the rank of Captain and above).**

**Product Item #10 - Eleven Item Pre-test/Post-test Knowledge Survey of Facts Regarding Domestic Violence (Course Evaluation Tool)**

#### **Counseling and Treatment:**

The Employee Support Services Bureau has been providing individual, couples, and family counseling services for sworn and civilian employees with domestic violence issues for a number of years. The Bureau only began to track domestic violence as an identified problem, however since mid 1994. Full

year data regarding the number of cases seen by ESSB yearly, with domestic violence as a presenting or subsequently identified problem, is available starting in 1995. For the five year period from January, 1995, through December, 1999, ESSB has seen 31,30,33,23, and 23 cases respectively, per year. This averages approximately two new cases per month during the five year period. Although it appears that slightly fewer cases have been seen in the last two years, the reasons for this are not clear and may reflect the influence of several factors. This issue will be discussed later in this report.

### **Support Group Services:**

In addition to the in-house counseling services provided by the Employee Support Services Bureau, the Department contracted with a non profit, counseling center to provide two separate support group programs for Department personnel and/or their spouses. One group was designed to focus on coping with various stressful conditions and situations involving the family that may lead to violence, e.g., financial stresses, child custody issues, marital separation. The members of this group may or may not have experienced any actual domestic violence but are experiencing significant stresses within the family. The other support group dealt specifically with anger management issues. The members of this group typically have problems with anger to such a degree that they are at real or potential risk of becoming domestically violent. The purpose of using an outside counseling service for these support groups related to the perceived need to provide some treatment options outside of the Department as well as internally, through ESSB.

Although the counseling center began its attempts to form these groups in October, 1998, insufficient numbers of suitable or willing (voluntary) referrals have developed to allow formation of either of these groups with members only from the law enforcement community as was originally intended.

### **Evaluation Of Each Project Component:**

Within each component of the FVPRP, attempts were made to evaluate "effectiveness." The method of evaluation differed for the various components (e.g., assessing the Training Component by using a



pre-test/post-test knowledge survey to determine knowledge acquisition, assessing the Policy Development Component by evaluating changes in the number of internal affairs investigations involving allegations of domestic violence before and after policy implementation).

### **Policy Development:**

The purpose of policy development within any organization is to provide a clear set of directives to members or employees of that organization with regard to behavior that the organization perceives as desirable/acceptable or undesirable/unacceptable. By developing a zero tolerance policy regarding domestic violence, LASD sought to present a clearly non-accepting position with regard to such behavior on the part of its sworn (and civilian) personnel.

The findings regarding the number of Internal Affairs Bureau Investigations in the five and one half years prior to implementation of the policy compared to the number of investigations in just a one year period following implementation, are rather striking. The results suggest that a zero tolerance policy, sincerely implemented, may be a powerful tool for conveying to personnel that domestically violent behavior will not be tolerated and complaints regarding such behavior will be investigated, whether or not there are any accompanying criminal proceedings.

### **Training:**

Once a basic domestic violence training program was put together from a variety of readily available materials in the domestic violence literature, a knowledge scale was developed to be used pre and post training. The purpose of this scale was to provide some measure of acquisition of key information points by participants in the training. The eleven item scale that was ultimately used for this purpose consisted of items that were endorsed correctly by less than 80% of respondents and was developed from an already existing scale that had been developed by Mindy Mechanic, Ph.D. at the University of Missouri, St. Louis. The difference between pre-test and post-test scores for participants supported that the desired knowledge had been acquired through the training (see product item #10).

**Information Dissemination:**

Evaluation of this component indicates that the FVPRP was successful in disseminating information about domestic violence in law enforcement through a variety of media to all Department personnel. This appears to be the case for information presented through training, brochures, booklets, posters, magazine articles, and video. The project was not successful in its efforts to disseminate information about potential precursors to domestic violence through attendance at a voluntary monthly seminar program. As previously noted, the seminar program was so poorly attended that it was discontinued after the fourth presentation. Possible reasons for the very poor attendance have been previously discussed and seem consistent with the experience of others who have attempted similar programs. Belief and attitude change measures were being considered for assessment of participants if attendance had been large enough.

Whether or not the information dissemination component has been successful in leading employees to counseling or other assistance for domestic violence problems is difficult to assess. A plan for querying future clients about source of referral or how they obtained information about services for domestic violence problems is being developed.

**Counseling and Treatment Services:**

At this point, it is too early to assess the impact of the FVPRP on referrals for domestic violence related counseling. Available data reflects fewer individuals seen by Employee Support Services Bureau in the last two years for domestic violence related issues than in the previous three years. The differences, however, are not large and not necessarily indicative of any particular trend. The lack of utilization of the contracted resources outside the Department are disappointing, but again are not necessarily indicative of a trend. With information dissemination still relatively recent, the impact of the project on numbers of individuals seeking assistance may as yet, remain to be seen. It is possible that the deterring effect of the program may be responsible for an actual reduction in domestic violence and thereby a lack of increase in the number of counseling referrals that may have otherwise resulted. It is also

possible that increased enforcement has led to fewer individuals willing to seek treatment for fear of coming to the attention of Department management.

## IV. IMPLICATIONS

The results of implementation of the Family Violence Prevention and Recovery Project may well have implications for other law enforcement agencies attempting to deal with the problem of domestic violence in peace officer families. Those implications may impact on efforts at domestic violence policy development and implementation, education and training, and counseling and treatment services for peace officers involved in domestically violent situations.

### **Implications for Policy Development and Implementation:**

Data reveal a noteworthy rise in the number of investigations following implementation of the Department's zero tolerance policy on employee involved domestic violence. The rise appears to be not only in the area of administrative investigations (IAB) to evaluate whether the Department's policy has been violated, but also in the area of criminal filings (ICIB) against employees for penal code violations of state domestic violence statutes. These findings seem to imply that a zero tolerance policy, backed up by a willingness to commit resources to investigate allegations against employees, will likely provide an agency with a clearer picture of the frequency of domestic violence incidents. It would probably not be surprising to most police administrators to discover that the actual frequency of such incidents is notably higher than appears to be the case prior to the implementation of policy prohibiting such behavior. At this point, approximately one year after the policy was implemented, it is not necessarily the opinion of the authors that such behavior or incidents involving sworn personnel are on the rise. Rather, we are only now able to begin to get more meaningful data as to how often such incidents may be occurring. Close scrutiny of other types of under reported conditions (e.g., sexual assault, child and elder abuse, substance abuse), typically reveals higher rather than lower rates of occurrence. Consequently, police administrators should not be lulled into a false sense of confidence

regarding incidents of domestic violence involving sworn personnel because of a historical lack of reported incidents. This is particularly true if previously there has been no formal, written policy prohibiting such behavior, or serious effort to investigate allegations. The authors are of the opinion, that a serious look at this problem by any agency will likely initially reveal a higher rather than lower number of involved personnel.

#### **Implications for Education and Training:**

The findings suggest several implications for education and training of sworn personnel regarding the whole area of domestic violence. Pre-training assessment of personnel revealed a general knowledge of domestic violence that was quite similar to the non academic employees of a mid western university and the law school graduate student groups in a previous study by Mechanic (1996). While sworn personnel at various ranks appear to have at least a basic knowledge of domestic violence facts that is equal to or greater than the general population in the communities they served, pre-training assessment may reveal particular areas of strength or weakness.

With regard to the issue of voluntary versus mandatory education and training, mandatory training programs are recommended. The authors' experience is consistent with that of other researchers who have found rather poor attendance in voluntary training programs such as this. In voluntary training programs there may be an assumption that the material being presented has particular relevance to those attending, and personnel may not want to risk being identified as having a domestic violence problem. Also, in a county as large as Los Angeles, finding centrally located training sites was difficult. Finally, with the amount of mandatory training required of personnel, it seemed unlikely that they and/or their families would be willing to spend additional time to attend more training. Mandatory training avoids most of these problems.

The current demonstration project integrated training on domestic violence theory, handling domestic violence calls in the community, and training related to the Department's policy on employee involved

domestic violence incidents. The length and emphasis of each sub-topic depended on the particular audience. Line personnel received an emphasis on handling calls in the community and their personal responsibility under the Department's policy prohibiting employee involved domestic violence. Supervisory, management, and executive personnel received a primary emphasis on their responsibility under the Department's policy regarding employee involved domestic violence incidents. Each group received a relatively equal amount of time spent on domestic violence theory and facts regarding its scope and prevalence. Although integration of these sub-topics was initially necessary due to severe constraints on available mandatory training time, sworn personnel providing the training found the approach to be workable. Dealing with issues of peace officer involved domestic violence incidents as part of the training on the Department's policy seemed to allow presentation of this material in a manner that was perhaps less threatening and more likely to be retained as it related to a specific new Department policy that personnel were expected to know.

#### **Implications for Counseling and Treatment Services:**

There does not appear to be any measurable impact on utilization of available treatment services by personnel, since implementation of the Department's zero tolerance policy. While there is likely to be some delay between implementation of policy, education and training programs, and any increase that may be seen in the numbers of personnel and or family members seeking counseling and treatment services for domestic violence problems, other factors may be operating as well.

The stakes for peace officers involved in domestically violent relationships are quite high. An arrest and conviction for even a misdemeanor level offense could mean the end of one's career as a peace officer. It is possible that strict federal law and agency policies concerning domestic violence may lead to more investigations and criminal charges against peace officers, and more terminations of involved personnel, but do little to encourage involved personnel to seek help for such problems before the agency becomes involved. On the contrary, peace officers may increasingly fear getting help due to mistaken beliefs about whether disclosing such a problem may lead to termination, even if there has been no

criminal allegations or internal investigation by the agency. Additionally, many peace officers may simply not believe that the issue will be kept confidential in counseling, despite assurances to the contrary. The inability of the project to get information about sources of assistance directly to family members of personnel may also have affected treatment participation. In addition, similar concerns regarding confidentiality may have existed among family members as well.

Concerns about confidentiality may also have been a critical factor in the lack of utilization of the support group program even though it was provided by an independent contracting agency outside of the Department. This is consistent with the finding of other researchers and program providers with regard to very poor utilization of such resources by peace officers. Fear of discovery or stigmatization regarding domestic violence may be as significant an inhibiting factor for peace officers needing treatment as once was the case for problems such as alcoholism.

## V. CONCLUSIONS

The FVPRP was successful in assisting the Department to establish a viable and enforceable "zero tolerance" policy for employee involved domestic violence incidents. Implementation of the policy has yielded an increase in internal investigations of both a criminal and administrative nature regarding sworn employee involved domestic/family violence incidents.

The FVPRP was also successful in creating and implementing a comprehensive education, training, and treatment program designed to prevent the occurrence of domestic/family violence incidents involving law enforcement personnel. The policy and supporting training programs were used as models for a county wide employee domestic violence assistance program.

Finally, the FVPRP was successful in addressing the issue of employee involved domestic/family violence and its potential affect on how personnel respond to and manage such incidents in the

community. Implementation of zero tolerance policies and procedures, combined with a comprehensive program of education, training, and treatment are the first steps to positively addressing these issues among Department personnel.

### 3-01/030.16 FAMILY VIOLENCE

Members of the Los Angeles County Sheriff's Department are prohibited from violating any laws related to family violence. All family violence incidents involving Department employees will be thoroughly evaluated by management and, if necessary, investigated.

For the purposes of this policy, incidents of family violence may include, but are not limited to, domestic violence as defined in the Manual of Policy and Procedures, section 5-09/030.00, Domestic Violence.

Members found in violation of this policy will be subject to appropriate discipline.

### 3-01/030.17 EMPLOYEE NOTIFICATION OF FAMILY VIOLENCE AND TEMPORARY RESTRAINING ORDERS

Pursuant to the Manual of Policy and Procedures, section 4-01/080.00, Disclosure of Arrest Records, all sworn members who are arrested or detained for criminal family violence shall notify their immediate supervisor without delay.

Sheriff's Department employees involved in a non-criminal domestic violence incident and/or a domestic dispute incident are not required to make notification.

Sworn members who are the subject of a temporary restraining order regarding family violence shall immediately provide their supervisor with a copy of the restraining order.

To maintain a safe workplace, all members who obtain a domestic violence temporary restraining order shall immediately provide their supervisor with a copy of the restraining order and all subsequent related orders of the court. Upon receipt, the supervisor shall forward the court order copy to the unit commander who shall review and evaluate it for potential workplace violence.

For the purposes of this section, a temporary restraining order is inclusive of all domestic violence and domestic law court orders, injunctions and/or stay away orders. These orders are defined in the Manual of Policy and Procedures, section 5-09/040.00, Temporary Restraining Orders/Injunctions; section 5-09/040.05, Domestic Violence Prevention Act; and section 5-09/040.10, Enforcement of Temporary Restraining Orders and Injunctions in Family Law Cases.

### 3-01/030.18 FIELD PERSONNEL'S RESPONSE TO EMPLOYEE INVOLVED FAMILY VIOLENCE AND/OR TEMPORARY RESTRAINING ORDERS

In a jurisdiction patrolled by the Department, whenever a Department member responds



to a call where an allegation or an arrest is made of a peace officer for a violation related to domestic violence laws or court orders, a supervisor, with the rank of sergeant or above, shall be immediately summoned to the location. If, prior to the supervisor's arrival, the subject is transported away from the location due to a medical emergency or to ensure safety, the supervisor shall be notified without delay.

At the scene of a family violence incident involving a law enforcement employee, the supervisor's role is for administrative purposes and not as a criminal investigator.

If an incident involving sworn personnel occurs within the Department's jurisdiction, and a supervisor responds as a representative of the local Sheriff's station, an immediate notification must be made to the employee's watch commander and unit commander.

### 3-01/030.19 SUPERVISOR'S RESPONSE TO EMPLOYEE INVOLVED FAMILY VIOLENCE AND/OR TEMPORARY RESTRAINING ORDERS

Upon notification that a sworn Departmental employee has been arrested or detained for a violation regarding domestic violence or where an allegation of family violence has been made to this Department against a sworn member, a supervisor with the rank of sergeant or above shall be responsible for:

- Contacting the responding law enforcement agency for the purposes of gathering first reports and information necessary for making a complete notification to the watch commander and unit commander,
- Notifying the watch commander and unit commander.

The supervisor shall not investigate the incident or interfere with an investigation being conducted by the local law enforcement agency. The supervisor shall not attempt to contact an employee who has been incarcerated or detained.

#### Watch Commander's Responsibilities

Upon receipt of an allegation that a sworn Department member is involved in a family violence incident, the watch commander shall ensure that a supervisor from the nearest Sheriff's station:

- Responds to the scene of the incident if it occurs within the Sheriff's Department jurisdiction,
- Responds to the investigating agency's office, if the outside agency investigating the incident requests a representative from this Department,
- Completes a written notification to the concerned employee's unit commander,
- Immediately notifies the Internal Affairs Bureau. Notifications may be directed to the Sheriff's Headquarters Bureau after business hours.

The watch commander receiving the notification shall complete the watch commander's log entry detailing the circumstances of the notification, summarizing the responding supervisor's report and documenting notifications to the Internal Affairs Bureau and the employee's unit commander.

### Unit Commander's Responsibilities

The unit commander shall monitor the workplace and encourage each supervisor to monitor the workplace for signs of family abuse. The unit commander shall inquire into any evidence that suggests that a member of this Department may be a victim of, or the subject in, a family violence incident.

Upon receipt of an allegation of family violence, the unit commander shall:

- Determine if the incident requires a unit level, Internal Affairs Bureau or Internal Criminal Investigations Bureau investigation. If it is determined that an investigation is necessary, a formal request shall be made to the concerned division chief,

NOTE: A "non-criminal domestic violence" incident and/or a "domestic dispute" incident require no investigation.

- Not question an employee about the incident who may be the potential subject of an investigation,
- Ensure that Department personnel not interfere with investigations conducted by outside law enforcement agencies,
- Contact the employee in order to offer Department support services and advise the employee of the Department's zero tolerance policy against family violence,
- Ensure that the appropriate division chief, commander(s) and Internal Affairs Bureau are notified without delay.

### 3-01/030.20 FAMILY VIOLENCE NOTIFICATIONS, INTERNAL AFFAIRS BUREAU RESPONSIBILITIES

Internal Affairs Bureau shall be responsible for logging all notifications of family violence violations of policy of a criminal nature by Department employees.

Whenever Internal Affairs Bureau receives a notification from an outside agency or private citizen complaint regarding a family violence incident of a criminal nature, immediate notification shall be made to the employee's unit commander.

The Internal Affairs Bureau shall have the same monitoring responsibilities in criminal domestic violence investigations and prosecutions of Department employees as it does in other criminal matters.

3-01/030.21 FAMILY VIOLENCE NOTIFICATIONS TO OUTSIDE LAW ENFORCEMENT AGENCIES

In accordance with the Manual of Policy and Procedures, section 4-01/090.10, Arrest of a Law Enforcement Employee, when this Department handles an investigation regarding family violence involving a sworn employee of another law enforcement agency who is arrested and/or named as a suspect, the responding patrol unit shall, in all cases, summon a supervisor to the scene. The supervisor shall, without delay, notify the watch commander. It will be the responsibility of the watch commander to immediately notify the concerned law enforcement agency in the event of an arrest.

Members of this Department shall not surrender an investigation related to family violence to another law enforcement agency and shall not allow another law enforcement agency to interfere with a continuing investigation of that agency's employee.

## **THE FAMILY VIOLENCE PREVENTION AND RECOVERY PROJECT**

*STEVE E. SULTAN, Ph.D.*

In recent years, more and more research within the law enforcement community suggests that families of peace officers are no less vulnerable to incidents of family/domestic violence than is the case for families of individuals working in most other professions and occupations. As we have all heard many times, law enforcement is a high stress occupation. This designation as a stressful occupation makes sense to most people because of the dangerousness inherent in police work. However, research also indicates that law enforcement training, the nature and structure of most law enforcement agencies, various aspects of the job such as changing shifts, and even the advent of community oriented policing may contribute to the designation of police work as a high stress occupation.

Significant levels of stress from any source, but perhaps especially the work environment, has a well known negative impact on an individual's skills for coping with even typical everyday events. High levels of stress often effect our ability to think reasonably, behave rationally, and generally maintain control of our impulses. Stress can often make us less patient, and diminish our ability to prevent angry thoughts and aggressive impulses from triggering violent behavior.

Until recently much of the focus on law enforcement related stress dealt with its effect on the individual peace officer. Currently much attention is being turned to the effect of law enforcement related stress on the peace officer's family as well.

The families of peace officers are not immune from the kinds of problems and conflicts experienced by other families in our society in general. At the same time, the intensity and uniqueness of the stresses associated with the law enforcement profession, can negatively effect the family's capacity to resolve such problems and conflicts. In some cases, conflicts may worsen, one or both of the relationship partners may begin to feel as if they are losing control of the problems and/or themselves. Sometimes, under these conditions, an individual may impulsively resort to forceful or even aggressive behavior to restore a sense of "control" to the situation and oneself. This type of scenario often underlies the occurrence of family/domestic violence incidents.

Not only high levels of stress, but the issue of "control" and its role in family violence may have special significance for law enforcement professionals. Peace officers are trained to use a continuum of methods to achieve control of situations they may encounter on the job. Because the training in these methods is generally quite effective, there may at times be a tendency to impulsively or inadvertently rely on this training to resolve problem situations in the family. This may be most likely to occur when family problems cause the individual to feel that he is losing control, such as when a marital partner fails to adequately manage the family budget, asks for a divorce, an ex-marital partner withholds visitation with a child, or a teenage child becomes defiant and oppositional.

Whatever the cause, our Department recognizes the highly destructive impact of domestic/family violence on the peace officer's family, and due to recent federal legislation, its equally destructive impact on the peace officer's career. Conviction for a misdemeanor

domestic/family violence related incident can impact a peace officer's right to own or possess a firearm, thereby immediately jeopardizing that peace officer's career, potentially forever. In this regard, it is important to recognize that the definition of family/domestic violence has evolved over the years. Intimidation of a physical nature or threats of violence (even with no physical contact), physically preventing or "restraining" a relationship partner's freedom of movement may all be construed as, or potential precursors to domestically "violent" behavior in today's world.

The Sheriff's Family Violence Prevention and Recovery Project has been designed to help recognize and ameliorate the problem of domestic/family violence within our own law enforcement families through opportunities for our employees, both sworn and civilian, and their spouses to receive education, training, and when necessary treatment under confidential conditions.

As part of this project the Department will offer monthly educational seminars to all Department members and their families concerning a variety of topics directly related to quality of family life. Topics will focus on stress and its effects on the family, domestic/family violence, child custody issues, managing family finances, child and elder abuse within the family, anger management, and substance abuse.

Additionally, the Project is providing mandated training for all sworn and many civilian personnel concerning the Department's policies on family violence and workplace violence (which is often an extension of family violence situations), new methods and systems for managing family and workplace violence, and how to assist our own Department members who might be involved in any aspect of a family violence situation, including as a victim.

Finally this Project also provides confidential individual, group, and family counseling for all Department members undergoing family transitions such as divorce and/or child custody conflicts. Anger management counseling, both individual and group, are also available. These counseling services are being provided both within the Department through Employee Support Services, and outside the Department through private providers. These services are free of charge to Department members and their families. The goal of these counseling services is to provide effective interventions and education on a variety of topics.

The Sheriff's Family Violence Prevention and Recovery Project is a large undertaking and involves the efforts of many individuals and units within the Department, as well as the support of the Sheriff and the Executive Staff. The project is being supported in part by a grant from the National Institute of Justice and is the first program of its type to be implemented by a law enforcement agency. If you desire individual counseling assistance or more information about any aspect of this program please contact Employee Support Services at (213) 226-4397 or the Ombud's Office at (213) 526-5628. Support group and/or anger management group resources can be accessed by contacting the Ness Counseling Center at (310) 360-8512. Your inquiries are all confidential.

**DOMESTIC VIOLENCE**  
**A BASIC TRAINING COURSE**  
**FOR LAW ENFORCEMENT**

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# INTRODUCTION TO FAMILY/DOMESTIC VIOLENCE

The purpose of this course is to provide sworn and civilian personnel of the Los Angeles County Sheriff's Department training in the dynamics of domestic/family violence, and the Department's new policy regarding domestic/family violence when it involves Department employees, and the employee's role in that policy at various levels of responsibility. The training also provides information specifically for supervisors and managers that will allow you to be effective in assisting your employees who may be experiencing such problems, either as victims or abusers.

Specifically, this course seeks to meet the following training objectives related to the problem of domestic/family violence and the Department's policy regarding this problem when it involves Department members:

- ✓ Course participants will acquire a basic understanding of the dynamics of domestic/family violence including, the roles of abusers and victims, and the cyclical nature of domestic/family violence situations, based on the current scientific understanding of this problem.
- ✓ Course participants will acquire a basic understanding of methods for identifying when an employee may be experiencing this problem as either a victim or abuser.
- ✓ Course participants will acquire a basic understanding of methods utilized to predict potential dangerousness of domestic/family abusers, specifically the Mosaic 20 software program currently in use by the Department.
- ✓ Course participants will acquire the knowledge necessary to make appropriate referrals, both within and outside the Department, to assist employees who may need assistance with this problem.
- ✓ Course participants will acquire the knowledge necessary to understand and carry out the role of the Department supervisor or manager as set forth in the Department's new policy concerning employee involvement in domestic/family violence situations.

It is hoped that you will find this training interesting, productive, personally and professionally helpful. The complex and critical issues involved in domestic/family violence greatly impact the workplace as well as the home/family environment, particularly by diminishing the sense of safety and security that an employee might feel when they are at work. By providing this course, it is the goal of the Department to enhance that sense of security and well being of all our employees, especially when they are in the workplace, and to provide them with information that can enhance the quality of their personal lives.



# DOMESTIC VIOLENCE

## A BASIC TRAINING COURSE

### I. Domestic Violence

#### A. What is Domestic Violence?

Domestic violence is a learned pattern of behaviors used by one person in a relationship to control the other person. It is threats, intimidation and/or physical harm. The partners may be married or not married, living together, separated or dating.

Domestic Violence is fundamentally a process of psychological intimidation. The threats and humiliations perpetrated by the batterer are often more significant than the beatings.

Examples of domestic violence are:

- ◆ emotional abuse through mind games, name-calling, or put-downs
- ◆ isolation from family or friends
- ◆ economic abuse by withholding money or being prevented from getting or holding a job
- ◆ actual or threatened physical harm
- ◆ sexual assault
- ◆ stalking
- ◆ intimidation

The violence can be criminal and includes physical assault (hitting, pushing, shoving, use of weapons, etc.), sexual abuse (unwanted, forced sexual activity), and stalking. Although emotional, psychological and financial abuse are not criminal behaviors, they are forms of domestic violence and can lead to criminal abuse.

The violence takes many forms and can happen only once, once in awhile or all the time. An important step to help yourself or someone you know in preventing or stopping violence is recognizing the warning signs.

Law enforcement officers regularly come across domestic violence in the field. Because of their training and high pressure jobs, law enforcement personnel may also be at risk for domestic violence in their own lives.

#### B. Myths About Domestic Violence

1. Domestic violence affects only a small number of people.  
FALSE
  - According to the FBI, 1 out of every 4 women is a victim of domestic violence at least once in her lifetime.
  - In 55% of the cases where men are assaulting their partners, they are also assaulting their children. The battered mother may be suffering from such physical and psychological injuries that she cannot meet the needs of her children appropriately.
2. Battering is just a momentary loss of temper.  
FALSE
  - The Surgeon General of the United States reports that 1 out of 5 women battered by their partners have been victimized over and over again by the same person.
  - The American Medical Association defines domestic violence as an ongoing, debilitating experience of physical, psychological, and/or sexual abuse.
3. Domestic violence does not produce serious injuries.  
FALSE
  - The leading cause of injury for women age 15 to 44 is domestic violence. Approximately 50% of women murdered in the U.S. are victims of domestic partner homicide.
4. Drugs and alcohol cause the violence  
FALSE
  - Addictions are often used as an excuse for battering (by both the abuser and the victim). Substance abuse does not explain why the batterer uses violence, why he targets his partner for abuse or why he commits act of abuse (either emotional or physical) while sober. The addicted batterer must be treated for two problems - substance abuse and violence.
5. Battered women do not seek help nor will they use it once it is offered.  
FALSE
  - Most battered women make efforts to stop the violence or to seek assistance.
  - Many women who do leave the relationship are encouraged to reunite with the abuser or

to simply ignore the abuse. A study at Yale-New Haven hospital found that one out of four battered women leaves the hospital with a diagnosis of “neurotic,” “hysterical,” “hypochondriac,” or “a well-known patient with multiple vague complaints.” One out of five Protestant clergy felt that no amount of abuse would ever justify a wife leaving her husband.

- Many battered women do leave their abusers permanently and succeed in building a life free of violence.
- Almost all battered women leave at least once.
- 6. Only poor and minority groups are victims of domestic violence.  
FALSE
- People of all socio-economic classes, races, religions, ethnic backgrounds, and sexual orientations can be victims of domestic violence.
- 7. Battered women are masochistic and provoke the violence.  
FALSE
- Battered women are not a personality type; nor is being in a battering relationship proof of a mental illness. Abused women do not enjoy the beatings nor do most women feel they deserve the assault.
- Provocation is a concept that shifts responsibility from the batterer and blames the victim. Women are not responsible for their abusers’ behavior. If a couple is engaged in an argument, the batterer always has other options for how to resolve the argument short of battering. Self-defense is an inappropriate excuse for a batterer’s use of force unless there was an imminent and realistic threat of bodily harm to the batterer.
- 8. Women are just as violent as men.  
FALSE
- In 97% of domestic assaults, the man is the perpetrator of the violence. Women are victims of homicide by domestic partner 1.3 times as often as men.
- 9. Stress causes battering.  
FALSE
- Stress does not cause abuse. Many men under severe stress do not batter. While stress may add to the level of tension of the batterer, the batterer will continue

to assault his partner because he feels entitled to do so or because nothing stops him from doing so. Stress becomes another handy excuse for shifting the responsibility away from the batterer.

10. Battering happens because of partner behavior  
FALSE

- ▶ Research on battering found that domestically violent males escalated and committed acts of violence when women defend themselves. However, the same behavior occurred when women withdrew and did not defend themselves. Batterers appear to batter in response to a number of partner behaviors.

C. Self-Report Signs of Domestic Violence

Domestic violence like other forms of abuse within a family, can become the “dirty secret” that nobody outside the immediate family knows about. Sometimes the secret can even become a “self” secret. Denial and minimization are seductive traps that the recipient of domestic abuse can easily fall into. The abuser “didn’t mean to hurt me.” The abuser “promised it would never happen again.” The abuse “is a good provider.”

Many women don’t think of themselves as “abused.” They may not think of themselves as “battered.” Many victims don’t see the things their partners do to them as abusive, and they don’t see them as a pattern.

Abuse is about control. It is one person scaring another person into doing what he wants her to do. It is not just one hit. It is a pattern. Abuse can be physical, emotional, sexual, economic. It can also be criminal. It is usually a whole series of behaviors used to get and keep control.

Sometimes the recipient of domestic violence has become so isolated from friends and family, has become so downtrodden regarding self-esteem, that s/he is unable to correctly label the behavior of the abuser as abusive. One of the very first steps a victim of domestic violence must take is to learn to recognize and correctly label abuse for what it is.

The following list of behaviors are taken from a victim self-report questionnaire and highlight the kinds of behaviors to which victims are subjected, often without a realization that the behaviors are abusive.

- ▶ made to feel afraid of his temper or what he might do
- ▶ made to feel intimidated to the point where she frequently gives in to avoid his reaction

- ▶ called names, made to feel ashamed of herself, humiliated
- ▶ put down in front of children, friends, fellow employees
- ▶ criticized for daily activities such as cooking, clothes, appearance
- ▶ withheld money or food or medicine or transportation from victim
- ▶ forced her to perform sexual acts
- ▶ destroyed or broken victim's possessions
- ▶ threatened to harm or kill himself if she will not do something
- ▶ hit victim with some object like a bat or pan or belt
- ▶ hit, held or squeezed her hard enough to leave a bruise
- ▶ threatened to hurt or to kill victim, children or friends
- ▶ hit, grabbed, choked, bitten, burned, slapped or pushed victim
- ▶ has threatened her with a gun, knife, or some kind of weapon

#### D. Observation Related Signs of Domestic Abuse -Women

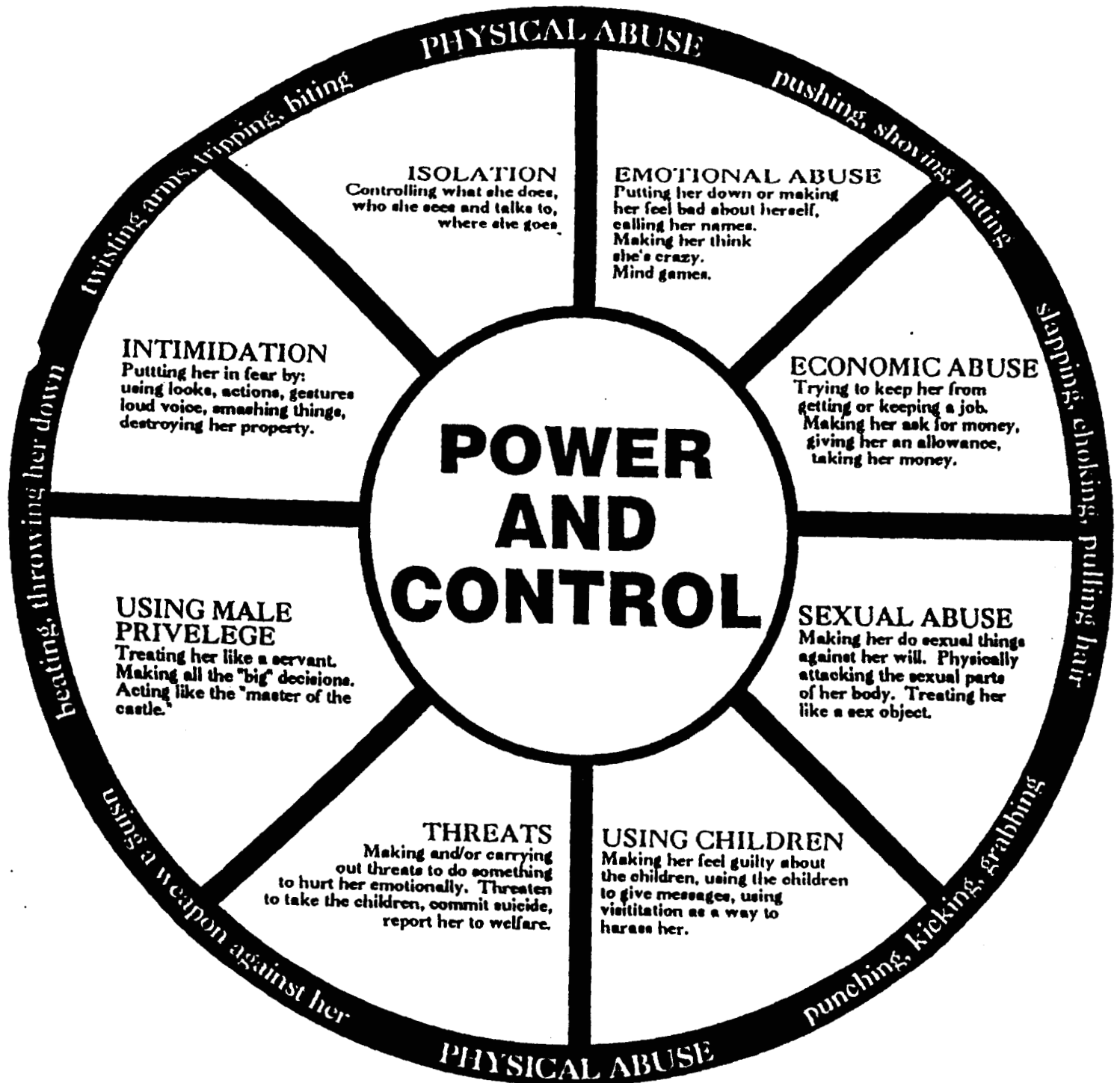
While not all victims of domestic violence are female, statistics clearly indicate that the greatest frequency and intensity of violence is directed at women. Sometimes a supervisor or manager may assist in the employee's process of recognition and labeling of abusive behavior by being an impartial observer. "Abuse" may never be mentioned by the employee, but a pattern of observable behavior can strongly suggest that abuse may be occurring in the home. Many employees who are abuse victims, may discuss aspects of a pattern of abuse at home with their colleagues and supervisors in the workplace yet, be unaware that the pattern represents abusive behavior.

- ▶ The employee is not allowed to use the telephone at home.
- ▶ She is forbidden from seeing friends unless he is along.
- ▶ He has exclusive control over all money and financial matters.
- ▶ She is not allowed in the decision making process at home.
- ▶ The abuser won't let her drive, or interferes with her school or job.
- ▶ She may mention being limited in her freedom as a child might be.
- ▶ She appears to have low self-esteem, poor self-concept, and speaks very poorly of herself. She is unable to make eye contact, always looks away or at the ground when talking.
- ▶ She has unexplained injuries or bruises which she may try to cover up with makeup or clothing.
- ▶ As an employee, she is frequently tardy to or absent from work or other scheduled events.
- ▶ She appears jumpy or on the edge when the telephone rings, the door opens, or in response to loud noises
- ▶ She has uncharacteristic changes in mood, demeanor, or behavior.

E. The Violence Wheel:

This chart lets you see the kinds of behavior abusers use to get and keep control over their partners. Battering is never an accident. It is an intentional act used to gain control over the other person. Physical abuse is only one part of a whole series of behaviors an abuser uses against his partner. Violence is never an isolated behavior. There are other forms of abuse.

This chart uses the wheel as a symbol to show the relationship of physical abuse to other forms of abuse. Each spoke represents a tactic used to gain control or power, which is the hub of the wheel. The rim which surrounds and supports the spokes is physical abuse. It holds the system together and gives the abuser his strength.



## II. About the Victims

### A. Who Are The Victims?

Anyone can be a victim of domestic violence: rich, poor, old, young, married, single, Black, White, Asian, Hispanic, Native American, professionals, law enforcement, unemployed people, celebrities. Though both women and men can be a victim, the vast majority of victims are women.

- ◆ Women - For women aged 15 to 44, domestic violence is the leading cause of injury, and a significant cause of death.
- ◆ Children - Children living in a home where the mother is abused are also more likely to receive mistreatment or neglect by the abuser. Children who witness abuse are victims as well.
- ◆ Men - There is a popular misconception that a male can't be abused. Some men think they won't be believed or that they'll be humiliated if they speak up and try to get help. Men do get abused, and although this abuse is less common than abuse of women, it is just as wrong.
- ◆ Physically Challenged - Assailants may perceive people with physical disabilities as easier to control. Assailants often use the disability as another method of control. Because of environmental barriers, people with physical disabilities are already isolated. The batterer may be increasing that isolation through such tactics as removing the wheelchair ramp, removing the T.D.D., or not helping her get places. If she is unable to drive a car, use a bus, or a cab, it could be more difficult for her to escape.
- ◆ Elders - If they are no longer independent, they may be depending on someone for care who is abusing or neglecting them. Many older people are afraid to report abusive caregivers for fear of retaliation. They may think that if this caregiver is out of the picture, they will have nowhere to go. Some examples of abuse and neglect that older people may suffer at the hands of their caregivers are: improper use of restraints or medication, threats of punishment or isolation, being left alone for long periods of time, having money stolen, or being deprived of meals, beverages, eyeglasses and hearing aids.

### B. Some Characteristics of Battered Women

- ▶ Low self-esteem
- ▶ Exhibits severe stress reactions:
  - Emotional exhaustion, lack of emotional control
  - Impaired thinking

- Decreased concentration, decreased attention span
- Anger, irritability, numbness
- Frequent physical complaints
- Works very diligently as a way of pushing aside feelings of terror or anger-perfectionism.
- Social isolation, secretiveness or passivity
- Eruptions of aggressiveness, anger out of context
- Accepts responsibility for situations not her fault, frequently feeling guilty or apologetic, including taking responsibility for partner's violence.
- Unusual fear of losing her job
- Traditional belief in sex/gender roles
- Believes she needs to do everything on her own. No one will help.
- Startle response is elevated as seen in Post traumatic Stress Disorder and other anxiety related conditions.

\*Remember: Not all battered women behave in the same way, nor does any single characteristic point to a victim. These characteristics appear in clusters.

#### C. Similarities in Stories of Battered Women

- initial surprise, no signs of violence in partner during courtship phase of relationship
- unpredictability of acute battering incidents
- abuser displays overwhelming jealousy and possessiveness
- abuser exhibits unusual sexuality, e.g., interests, needs
- lucid recall of the details of some acute battering incidents, while forgetting other episodes entirely
- attempts to conceal battering
- drinking
- abuser uses extreme psychological abuse
- abuser uses family threats
- abuser generates extraordinary terror through the use of guns and knives
- omnipotence
- battered woman has awareness of death potential

*Source: Walker, Lenore, The Battered Woman (1979)*



### III. About the Perpetrators of Abuse

#### A. Who Are The Abusers?

Just like the victims, there are no “typical” abusers. Anyone can be an abuser. On the surface, abusers may appear to be good providers, loving partners and law-abiding citizens; but their abusive behavior toward their victims can lead to severe injury and even to murder. Although both men and women can be abusers, approximately 97% of all abusers are men.

Abuse is often a learned behavior. The tendency to use abuse as a control tactic is aggravated by the use of drugs and alcohol. Just as drug and alcohol problems can be overcome with proper treatment and counseling, abusive behavior can be overcome with proper treatment and counseling.

The person who uses any form of violence to control or manipulate a partner often has low self-esteem, may refuse to accept responsibility for the violence, and may believe the violence is justified. Often the abuser will attempt to rationalize or excuse the behavior or blame the victim for causing it. There is no excuse for this violent behavior. Violence is against the law.

#### B. Some Characteristics of Abusers

- Controlling, rigid, self righteous with a strong need to control relationships.
- Low self-esteem (possibly with a background of physical or sexual abuse or neglect from abusers family of origin).
- Insecurity or an inability to trust others. Batterers have difficulty establishing close friendships and tend to be particularly critical or jealous of their spouses. There is often a fear of intimacy, which would include being vulnerable before another human being.
- Strong feelings of guilt or failure, of not being “good enough.”
- A tendency to see the world as a “dog-eat-dog” struggle for survival. This is used to justify inappropriate behavior. Vigilant regarding being treated unfairly or cheated. “Chip-on-the-shoulder” view of the world.
- Denial of responsibility for their behavior, especially for violent behavior. It is always the other party’s fault or the abuser has gotten a “raw” deal.
- May be very charming one minute, stormy and angry the next. Many have a Jekyll and Hyde reputation. Few Batterers have a previous criminal record, display generally violent behavior, or have any history of “mental illness”.
- May have gotten complaints from subordinates or colleagues about authoritarian approach or inappropriate sexual innuendos with females.
- Poor impulse control in general, limited tolerance of frustration. Limited capacity for delaying reward or reinforcement - “I want it now” philosophy.

- Over reliance on a the couple's relationship to take care of all his needs. Abuser may describe his relationship as the closest he has ever known.

Adapted in part from Alan Predergast, "Facing up to being a wife-beater." USA Today, Wed., August 17, 1983, p. 3D.

## IV. How Does it Work?

### A. Cycle of Violence

1. Calm
2. Tension Building
  - ▶ Tension starts to build
  - ▶ Minor incidents begin (may not be directly related to the couple)
  - ▶ Breakdown of communication
  - ▶ Victim feels the need to placate the abuser
  - ▶ Tension becomes unbearable
3. Incident
  - ▶ Triggering event occurs (i.e. burnt toast, wrinkled shirt). The triggering event is not the real reason for the battering, but is the excuse for abuser to release tension.
  - ▶ Any type of abuse occurs (physical/sexual/emotional)
4. Reconciliation
  - ▶ Abuser apologizes for abuse
  - ▶ Promises it will never happen again
  - ▶ Blames victim for provoking abuse
  - ▶ Denies abuse took place or that it wasn't as bad as the victim claims
  - Gift giving by abuser
  - ▶ Victim wants to believe in new behavior and promises and hopes it will be true
5. Calm
  - ▶ Incident is "forgotten" although a small residue of fear remains
  - ▶ No abuse is taking place
  - ▶ Some promises made during reconciliation are being met
  - ▶ Hope on the part of the victim that the abuse is over
6. Tension Building
  - ▶ Tensions begin to rise again
  - ▶ Both members of the couple subconsciously realize that there will soon be more battering
7. Incident
  - ▶ Triggers become smaller or may be manufactured to justify battering
  - ▶ Batterer may provoke the victim to create an excuse for battering
  - ▶ Despite the victims fear and loathing of being beat, the victim may provoke the batterer to "get the inevitable beating over with"
  - ▶ Battering incidents usually become more violent and more frequent across time, and after separations from the victim.

\* The cycle can happen hundreds of times in an abusive relationship. Each stage lasts a different amount of time in a relationship, with the total cycle taking from a few hours to a year or more to complete. It is important to remember that not all domestic violence relationships “fit” the cycle. Often, as time goes on, the reconciliation and calm stages may disappear.

## B. Why Stay in an Abusive Relationship?

Some reasons why battered women chose to stay in an abusive relationship

- fear of retaliation from batterer, leaving does not guarantee an end to the violence, and may precipitate an escalation in the intensity of violence
- economic constraints (no employment, no job skills)
- social isolation
- feelings of failure, self-blame
- promises of change
- prior failed attempts to leave or secure assistance
- fear of batterer taking the children
- lack of awareness about potential assistance
- fear of not being able to make it alone (especially if batterer has taken over all outside contact or functions or if batterer has broken self-confidence/self-esteem)
- lack of awareness that the behavior is inappropriate or illegal
- spiritual or religious beliefs

## C. Life-Endangering Battering

Some Batterers are life-endangering. While no one can truly predict when another individual will become lethal, there are several general indicators that suggest that life-endangering is more likely:

1. Threats of homicide or suicide - The batterer has threatened to take his own life or the life of his partner or children.
2. Fantasies of homicide or suicide - The more the batterer has developed a fantasy about who, how, when and/or where to kill, the more dangerous he may be. The batterer who has previously acted out part of a homicide or suicide fantasy may view killing as a viable “solution” to the problem.
3. Depression - If a batterer has become acutely depressed and sees little hope for the future, he may be a candidate for homicide or suicide.
4. Weapons - When a batterer possesses weapons and has used them or threatened to use them against himself, a partner or children in the past, his access to those weapons increases his potential for a lethal assault.
5. Obsessiveness about partner- A man who is obsessive about his female partner, who

- either idolizes her and feels that he cannot live without her or believes he is entitled to her no matter what because she is his wife, is more likely to be life-endangering.
6. Importance of the battered woman - If the loss of the battered woman or the break up of the family represents a total loss of identity or of a positive future, a batterer may choose to kill.
  7. Destruction of emotionally important property - When a batterer vandalizes or destroys property of the partner which has great sentimental value or which is highly identified with the partner (her favorite outfit, her mother's heirloom china), the risk for lethal violence increases.
  8. Drug or alcohol consumption - Consumption of drugs or alcohol when in a state of despair or anger can reduce inhibitions about violence and elevate the risk of lethality.
  9. Pet abuse - Those batterers who assault and mutilate pets are more likely to kill or maim a family member.
  10. When the battered woman leaves - The most life endangering rage often erupts when a batterer believes the battered woman is leaving him.

Adapted in part from *Beyond the Duty to Warn*, by Barbara Hart, in *Feminist Perspectives on Wife Abuse*. Edited by Kersti Yilo and Michele Bograd, Sage Publications, Inc. 1988.

Each of the above indicators increases the risk of lethal battering occurring. The battered woman should take immediate action to protect herself and her family and should contact assistance to further assess lethality and make a safety plan. The Department currently has access to a software program in titled "Mosaic" which assists a battered person to assess their current level of risk.

## V. Domestic Violence and Substance Abuse

"Alcohol is associated with a substantial proportion of human violence, and perpetrators are often under the influence of alcohol. " Eighth Special Report to the U.S. Congress on Alcohol and Health (Secretary of Health and Human Services, September 1993)

Studies of domestic violence frequently document high rates of alcohol and other drug (AOD) involvement, and AOD use is known to impair judgment, reduce inhibition, and increase aggression. Alcoholism and child abuse, including incest, seem tightly intertwined as well. The connection between child abuse and alcohol abuse "may take the form of alcohol abuse in parents or alcohol intoxication at the time of the abuse incident." [1] Not only do abusers tend to be heavy drinkers, but those who have been abused stand a higher probability of abusing alcohol and other drugs over the course of their lifetime.

Alcohol consistently "emerges as a significant predictor of marital violence." [2] Alcoholic women have been found to be significantly more likely to have experienced negative verbal conflict with spouses than were nonalcoholic women. They were also significantly more likely to have experienced a range of moderate and severe physical violence.

Studies have shown a significant association between battering incidents and alcohol abuse. Further, a dual problem with alcohol and other drugs is even more likely to be associated with the more severe battering incidents than is alcohol abuse by itself. The need for preventing alcohol and other drug problems is clear when examining the following statistics are examined:

- In 1987, 64 percent of all reported child abuse and neglect cases in New York City were associated with parental AOD abuse.[3]
- A study of 472 women by the Research Institute on Addictions in Buffalo, NY, found that 87 percent of alcoholic women had been physically or sexually abused as children, compared to 59 percent of the nonalcoholic women surveyed (Miller and Downs, 1993).[4]
- A 1993 study of more than 2,000 American couples found rates of domestic violence were almost 15 times higher in households where husbands were described as often drunk as opposed to never drunk.[5]
- Battered women are at increased risk of attempting suicide, abusing alcohol and other drugs, depression, and abusing their own children.[6]
- Alcohol is present in more than 50 percent of all incidents of domestic violence.[5]

While alcohol and other drug use is neither an excuse for nor a direct cause of family violence,

several theories might explain the relationship. For example, women who are abused often live with men who drink heavily, which places the women in an environment where their potential exposure to violence is higher.

A second possible explanation is that women using alcohol and other drugs may not recognize assault cues and even if they do, may not know how to respond appropriately. Third, alcohol and other drug abuse by either parent could contribute to family violence by exacerbating financial problems, child-care difficulties, or other family stressors.

Finally, the experience of being a victim of parental abuse could contribute to future alcohol and other drug abuse.

*All statistics cited in this fact sheet come from the following sources:*

1. Widom, Cathy Spatz. "Child Abuse and Alcohol Use." *Research Monograph 24: Alcohol and Interpersonal Violence: Fostering Multidisciplinary Perspectives*. Rockville, MD: National Institute on Alcohol Abuse and Alcoholism, 1993.

2. Kantor, Glenda Kaufman. "Refining the Brushstrokes in Portraits of Alcohol and Wife Assaults." *Research Monograph 24: Alcohol and Interpersonal Violence: Fostering Multidisciplinary Perspectives*. Rockville, MD: National Institute on Alcohol Abuse and Alcoholism, 1993.

3. Chasnoff, I.J. *Drugs, Alcohol, Pregnancy and Parenting*, Northwestern University Medical School, Departments of Pediatrics and Psychiatry and Behavioral Sciences, Hingham, MA, Kluwer Academic Publishers, 1988.

4. Miller, Brenda A. and Downs, William R. "The Impact of Family Violence on the Use of Alcohol by Women," *Alcohol Health and Research World*, Vol. 17, No. 2, pp. 137-143, 1993.

5. Collins, J.J., and Messerschmidt, M.A. *Epidemiology of Alcohol-Related Violence*. *Alcohol Health and Research World*, 17(2):93-100. U.S. Department of Health and Human Services, National Institute on Alcohol Abuse and Alcoholism, 1993.

6. *Fact Sheet on Physical and Sexual Abuse, Substance Abuse and Mental Health Services Administration*, April 1994.

## VI. Department Specific Issues

### A. Ramifications for Peace Officers

The times where the Department turns a blind eye to domestic violence are gone. Line personnel and supervisors who become aware of domestic violence and do nothing about it are now being held responsible by the Department. As mentioned earlier, all that is necessary for a felony charge of domestic violence is a traumatic condition. A "traumatic condition," according to the penal code, means "a condition of the body, such as a wound or external or internal injury, whether of a minor or serious nature, caused by a physical force." A felony conviction, of course, means termination. But even if the case does not go to a felony conviction, the IAB case alone could be a year or more of misery. Even a misdemeanor violation related to domestic violence can cost a peace officer his job due to its implications related to possessing a firearm. In addition, the new laws regarding domestic violence restraining orders narrowly missed prohibiting a peace officer from having a firearm (and thereby losing him or her the job of deputy sheriff).

### B. Options and Resources

1. Policy and Procedure - The Department's recently developed policies regarding family/domestic violence and workplace violence provide information for supervisors and managers regarding dealing with employees who are alleged victims or perpetrators of domestic violence.
2. Anger Management Programs - ESS can help with a referral to a program for individuals with problems that have the potential to lead to domestic violence. The Department currently contracts with an outside agency to provide group counseling for individuals with anger management and other similar problems. This agency also provides group counseling for individuals whose family life is in transition, e.g., pending divorce, child custody problems, financial problems, etc. Such potentially stressful situations, when addressed early can greatly lower the risk in some individuals for incidents of domestic/family violence.
3. Counseling - ESS can also provide confidential counseling with a mental health professional (either within ESS or outside).
4. In the meanwhile - A supervisor or manager can share information about domestic violence and or anger management as a place for the employee to start. Follow through by both victims and potential abusers is often weak. Some follow up with the employee is often necessary to insure action is taken.



## **APPENDICES**

**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT  
FAMILY VIOLENCE POLICY**

3-01/030.16 FAMILY VIOLENCE

Members of the Los Angeles County Sheriff's Department are prohibited from violating any laws related to family violence. All family violence incidents involving Department employees will be thoroughly evaluated by management and, if necessary, investigated.

For the purposes of this policy, incidents of family violence may include, but are not limited to, domestic violence as defined in the Manual of Policy and Procedures, section 5-09/030.00, Domestic Violence.

Members found in violation of this policy will be subject to appropriate discipline.

3-01/030.17 EMPLOYEE NOTIFICATION OF FAMILY VIOLENCE AND TEMPORARY RESTRAINING ORDERS

Pursuant to the Manual of Policy and Procedures, section 4-01/080.00, Disclosure of Arrest Records, all sworn members who are arrested or detained for criminal family violence shall notify their immediate supervisor without delay.

Sheriff's Department employees involved in a non-criminal domestic violence incident and/or a domestic dispute incident are not required to make notification.

Sworn members who are the subject of a temporary restraining order regarding family violence shall immediately provide their supervisor with a copy of the restraining order.

To maintain a safe workplace, all members who obtain a domestic violence temporary restraining order shall immediately provide their supervisor with a copy of the restraining order and all subsequent related orders of the court. Upon receipt, the supervisor shall forward the court order copy to the unit commander who shall review and evaluate it for potential workplace violence.

For the purposes of this section, a temporary restraining order is inclusive of all domestic violence and domestic law court orders, injunctions and/or stay away orders. These orders are defined in the Manual of Policy and Procedures, section 5-09/040.00, Temporary Restraining Orders/Injunctions; section 5-09/040.05, Domestic Violence Prevention Act; and section 5-09/040.10, Enforcement of Temporary Restraining Orders and Injunctions in Family Law Cases.

3-01/030.18 FIELD PERSONNEL'S RESPONSE TO EMPLOYEE INVOLVED FAMILY VIOLENCE AND/OR TEMPORARY RESTRAINING ORDERS

In a jurisdiction patrolled by the Department, whenever a Department member responds to a call where an allegation or an arrest is made of a peace officer for a violation related to domestic violence laws or court orders, a supervisor, with the rank of sergeant or above, shall be immediately summoned to the location. If, prior to the supervisor's arrival, the subject is transported away from the location due to a medical emergency or to ensure safety, the supervisor shall be notified without delay.

At the scene of a family violence incident involving a law enforcement employee, the supervisor's role is for administrative purposes and not as a criminal investigator.

If an incident involving sworn personnel occurs within the Department's jurisdiction, and a supervisor responds as a representative of the local Sheriff's station, an immediate notification must be made to the employee's watch commander and unit commander.

3-01/030.19 SUPERVISOR'S RESPONSE TO EMPLOYEE INVOLVED FAMILY VIOLENCE AND/OR TEMPORARY RESTRAINING ORDERS

Upon notification that a sworn Departmental employee has been arrested or detained for a violation regarding domestic violence or where an allegation of family violence has been made to this Department against a sworn member, a supervisor with the rank of sergeant or above shall be responsible for:

- Contacting the responding law enforcement agency for the purposes of gathering first reports and information necessary for making a complete notification to the watch commander and unit commander,
- Notifying the watch commander and unit commander.

The supervisor shall not investigate the incident or interfere with an investigation being conducted by the local law enforcement agency. The supervisor shall not attempt to contact an employee who has been incarcerated or detained.

Watch Commander's Responsibilities

Upon receipt of an allegation that a sworn Department member is involved in a family violence incident, the watch commander shall ensure that a supervisor from the nearest Sheriff's station:

- Responds to the scene of the incident if it occurs within the Sheriff's Department jurisdiction,
- Responds to the investigating agency's office, if the outside agency investigating the incident requests a representative from this Department,

- Completes a written notification to the concerned employee's unit commander,
- Immediately notifies the Internal Affairs Bureau. Notifications may be directed to the Sheriff's Headquarters Bureau after business hours.

The watch commander receiving the notification shall complete the watch commander's log entry detailing the circumstances of the notification, summarizing the responding supervisor's report and documenting notifications to the Internal Affairs Bureau and the employee's unit commander.

#### Unit Commander's Responsibilities

The unit commander shall monitor the workplace and encourage each supervisor to monitor the workplace for signs of family abuse. The unit commander shall inquire into any evidence that suggests that a member of this Department may be a victim of, or the subject in, a family violence incident.

Upon receipt of an allegation of family violence, the unit commander shall:

- Determine if the incident requires a unit level, Internal Affairs Bureau or Internal Criminal Investigations Bureau investigation. If it is determined that an investigation is necessary, a formal request shall be made to the concerned division chief,

NOTE: A "non-criminal domestic violence" incident and/or a "domestic dispute" incident require no investigation.

- Not question an employee about the incident who may be the potential subject of an investigation,
- Ensure that Department personnel not interfere with investigations conducted by outside law enforcement agencies,
- Contact the employee in order to offer Department support services and advise the employee of the Department's zero tolerance policy against family violence,
- Ensure that the appropriate division chief, commander(s) and Internal Affairs Bureau are notified without delay.

#### 3-01/030.20 FAMILY VIOLENCE NOTIFICATIONS, INTERNAL AFFAIRS BUREAU RESPONSIBILITIES

Internal Affairs Bureau shall be responsible for logging all notifications of family violence violations of policy of a criminal nature by Department employees.

Whenever Internal Affairs Bureau receives a notification from an outside agency or private citizen

complaint regarding a family violence incident of a criminal nature, immediate notification shall be made to the employee's unit commander.

The Internal Affairs Bureau shall have the same monitoring responsibilities in criminal domestic violence investigations and prosecutions of Department employees as it does in other criminal matters.

3-01/030.21 FAMILY VIOLENCE NOTIFICATIONS TO OUTSIDE LAW ENFORCEMENT AGENCIES

In accordance with the Manual of Policy and Procedures, section 4-01/090.10, Arrest of a Law Enforcement Employee, when this Department handles an investigation regarding family violence involving a sworn employee of another law enforcement agency who is arrested and/or named as a suspect, the responding patrol unit shall, in all cases, summon a supervisor to the scene. The supervisor shall, without delay, notify the watch commander. It will be the responsibility of the watch commander to immediately notify the concerned law enforcement agency in the event of an arrest.

Members of this Department shall not surrender an investigation related to family violence to another law enforcement agency and shall not allow another law enforcement agency to interfere with a continuing investigation of that agency's employee.

## THE MOSAIC THREAT ASSESSMENT APPROACH

MOSAIC is a computer assisted tool intended to be used in threat assessment. The Los Angeles County Sheriff's Department is specifically using the MOSAIC-20 software program for assessing threats of potential violence in the domestic/family environment. This program is not intended to replace the investigative work, intuition, instincts, experience, or policy of any individual or organization. The developers of this assessment tool suggest that each case be approached on its merits, and that a qualified person decides how to manage each and every case, regardless of its MOSAIC rating. MOSAIC offers a CASE SCREENING ASSESSMENT (CSA), which is just the first step in the overall assessment of potential threat in each individual case of potential domestic violence.

The overall assessment might involve many other resources and procedures, as determined by the policy and practices of any given organization. The overall investigation should be built on a foundation that is independent of, or in addition to the MOSAIC assessment. MOSAIC CSA's are not comprehensive assessments, though they can provide a partial map of the avenues to be explored when compiling an overall assessment. MOSAIC can serve as a FILTER through which cases pass in order to best allocate case investigation and management resources.

MOSAIC can also enhance the overall assessment of cases by contributing a distillation of the opinions and experiences of many experts in the assessment and management of similar situations. In addition, MOSAIC can help guide case screening decisions by identifying those cases that call for or will most benefit from further investigation and/or action. Again, however, the CSA is not intended to replace or limit other criteria by which case management decisions are made.

When conducting a MOSAIC assessment, every "Line" or item that can be answered at the time of the case screening assessment should be answered so that the system has the highest possible "IQ", (information quotient). A given CSA will produce a rating and also display an IQ. The higher the IQ, the greater the VALUE a rating has because it is based on more information and it can compare more factors of the case to other cases in the MOSAIC data base, (greater reliability of the rating). This is analogous to the use of the term "IQ" when it is used to denote human intelligence ratings. The higher the IQ, the more intelligent the person is assumed to be. In the MOSAIC system, the higher the IQ, the higher the "intelligence" or reliability of the assessment.

Additionally, some information is more valuable to an assessment than other types of information. For example, knowing the age of the subject might be worth 2% of the assessment, whereas knowing the answers to the WEAPONS Line might be worth 6%. This means that the weapons information will enhance the IQ more substantially than the age information. Similarly, knowing something about a subject's past methods of resolving conflict will contribute more to the IQ of a particular CSA than knowing about financial history, because how the subject has resolved conflict in the past is a more important pre-incident indicator (PIN) than financial history.

MOSAIC measures many (but not all ) of the factors to be considered in assessments of risk for potential violence. The RATING ( which is measured on a scale of 1 to 10 ) and the IQ combined can help predict the likelihood that a particular subject individual will escalate or act out violently in a domestic/family environment. Conversely the rating and IQ combined might lead to a conclusion that the subject individual is not likely to escalate or act out violently in this setting because cases in the data base with similar subject characteristics did not demonstrate escalation or violent acting out.

MOSAIC enhances the overall assessment of threat by determining whether the subject individual in a particular case has the combination of inter-related characteristics that make that subject individual most similar to individuals in other cases that have escalated and/or acted out violently.

If, for example, a subject individual receives a rating of 9 and an IQ of 120 (this is a moderately high information quotient, if one thinks of the MOSAIC IQ in the same way one thinks of IQ scores related to any individual's intelligence level ), that subject individual has the characteristics of ( and the MOSAIC template most closely matches ) individuals in other cases that are known to have involved escalation and pursuit of violent encounters. As the assessment is based on a system intelligence or information quotient of 120, the rating would appear as "9 - 120".

Conversely, a subject individual with a rating of " 2 - 120 " is most similar to individuals in other cases that did not involve escalation or pursuit of violent encounters. In this case the rating is also based on a system intelligence or information quotient of 120 ( moderately high IQ), suggesting that information was available to answer a number of the Lines ( questions about the subject individual ) in the MOSAIC assessment.

MOSAIC also provides a guide to the factors and elements considered by many experts to be the most important ones that can be practically measured in an assessment of this type. The result of more than a decade of development and research, the MOSAIC concept draws upon significant research in related fields, and upon study of more than a quarter million communications and 18,000 cases. It codes and assigns values to many inter-related factors in a case situation and then compares that case to hundreds of others in the MOSAIC data base where the outcome is known ( e.g., escalated/did not escalate ).

MOSAIC's case screening results ( or ratings ) tell evaluators to what degree a case is similar to those that involve escalation or violent acting out. This helps guide intervention, security, and other case management decisions for potential victims of domestic violence. MOSAIC ensures that all evaluators, at minimum, are using the same standards, perspective, and distilled experience. It provides a uniform quality to assessments and avoids the risks inherent when evaluators have widely different assessment backgrounds, abilities, and styles. With MOSAIC, ten different evaluators can assess the same case situation and come up with the same rating. Another benefit is that organizational policy about case management can be meaningful, and applied uniformly to all cases. Again, MOSAIC does not replace the experience and intuition of the skilled evaluator, but rather produces a systematic foundation for the assessment process.

The MOSAIC approach recognizes that one can not expect a perfect predictive performance. However, it is quite possible to improve the reliability of the basis upon which case management and security oriented decisions are frequently made. The value of the rating provided by the MOSAIC approach can be likened to a weather report that states there will be a 60% chance of rain. Such a prediction or report actually means that on 60% of days with similar atmospheric conditions, it has rained. It is not a certain prediction, but nevertheless, such information can be useful in deciding whether or not to carry an umbrella.

### **MOSAIC- 20**

The MOSAIC-20 system is being used for evaluating the risk to a woman of experiencing domestic violence at the hands of her husband or boyfriend, following a recent threat or actual occurrence of such behavior to the woman. In 1997 three field operations units, Lancaster, Carson, and Industry Stations began piloting the use of this program in their domestic/family violence investigations in the communities they serve. The program is also available to assist Department employees who are victims or potential victims of domestic violence.

### **IMPLEMENTATION OF THE MOSAIC SYSTEM**

New Department policy regarding domestic/family violence recognize that our sworn and civilian employees and/or family members are not immune from being potential victims of the forms of violence described in this policy. In part, the policy emphasizes the “zero tolerance” approach toward dealing with such situations involving our employees. The policy also delineates the responsibilities of various levels of supervision and management when made aware of the occurrence of such incidents involving Department employees. Finally the policy describes the role of various specialized units of the Department in the implementation of the policy.

With regard to the use of the MOSAIC-20 program, Employee Support Services (ESS) will be responsible for conducting individualized assessments for Department employees or family members when there is a concern for, an actual threat of, or actual occurrence of domestic/family violence. These assessments can be requested directly by the employee or family member by making an appointment with a psychologist at ESS.



## CALIFORNIA PENAL CODE

**273.5.** (a) Any person who willfully inflicts upon his or her spouse, or any person who willfully inflicts upon any person with whom he or she is cohabiting, or any person who willfully inflicts upon any person who is the mother or father of his or her child, corporal injury resulting in a traumatic condition, is guilty of a felony, and upon conviction thereof shall be punished by imprisonment in the state prison for two, three, or four years, or in a county jail for not more than one year, or by a fine of up to six thousand dollars (\$6,000) or by both.

(b) Holding oneself out to be the husband or wife of the person with whom one is cohabiting is not necessary to constitute cohabitation as the term is used in this section.

© As used in this section, "traumatic condition" means a condition of the body, such as a wound or external or internal injury, whether of a minor or serious nature, caused by a physical force.

(d) For the purpose of this section, a person shall be considered the father or mother of another person's child if the alleged male parent is presumed the natural father under Sections 7611 and 7612 of the Family Code.

(e.) In any case in which a person is convicted of violating this section and probation is granted, the court shall require participation in a batterer's treatment program as a condition of probation, as specified in Section 1203.097.

(f) If probation is granted, or the execution or imposition of a sentence is suspended, for any person convicted under subdivision (a) who previously has been convicted under subdivision (a) for an offense that occurred within seven years of the offense of the second conviction, it shall be a condition thereof that he or she be imprisoned in a county jail for not less than 96 hours and that he or she participate in, for no less than one year, and successfully complete, a batterer's treatment program, as designated by the court pursuant to Section 1203.097. However, the court, upon a showing of good cause, may find that the mandatory minimum imprisonment, as required by this subdivision, shall not be imposed and grant probation or the suspension of the execution or imposition of a sentence.

(g) If probation is granted, or the execution or imposition of a sentence is suspended, for any person convicted under subdivision (a) who previously has been convicted of two or more violations of subdivision (a) for offenses that occurred within seven years of the most recent conviction, it shall be a condition thereof that he or she be imprisoned in a county jail for not less than 30 days and that he or she participate in for no less than one year, and successfully complete, a batterer's treatment program as designated by the court pursuant to Section 1203.097. However, the court, upon a showing of good cause, may find that the mandatory minimum imprisonment, as required by this subdivision, shall not be imposed and grant probation or the suspension of the execution or imposition of a sentence.

(h) If probation is granted upon conviction of a violation of subdivision (a), the conditions of probation may include, in lieu of a fine, one or both of the following

requirements:

(1) That the defendant make payments to a battered women's shelter, up to a maximum of five thousand dollars (\$5,000), pursuant to Section 1203.097.

(2) That the defendant reimburse the victim for reasonable costs of counseling and other reasonable expenses that the court finds are the direct result of the defendant's offense.

(l) For any order to pay a fine, make payments to a battered women's shelter, or pay restitution as a condition of probation under this subdivision, the court shall make a determination of the defendant's ability to pay. In no event shall any order to make payments to a battered women's shelter be made if it would impair the ability of the defendant to pay direct restitution to the victim or court-ordered child support. Where the injury to a married person is caused in whole or in part by the criminal acts of his or her spouse in violation of this section, the community property may not be used to discharge the liability of the offending spouse for restitution to the injured spouse, required by Section 1203.04, as operative on or before August 2, 1995, or Section 1202.4, or to a shelter for costs with regard to the injured spouse and dependents, required by this section, until all separate property of the offending spouse is exhausted.

**273.55.** Any person convicted of violating Section 273.5, for acts occurring within seven years of a previous conviction under subdivision (d) of Section 243, or under Section 243.4, 244, 244.5, 245, or 273.5, if the victim of the prior offense is a person designated under subdivision (a) of Section 273.5, shall be punished by imprisonment in a county jail for not more than one year, or by imprisonment in the state prison for two, four, or five years, or by both imprisonment and a fine of up to ten thousand dollars (\$10,000). If probation is granted or the execution or imposition of a sentence is suspended for any person sentenced under this section, Section 273.56 shall apply.

**273.56.** (a) If probation is granted, or the execution or imposition of sentence is suspended, for any person convicted under Section 273.5 and sentenced under Section 273.55, it shall be a condition of probation that he or she be imprisoned in a county jail for not less than 15 days and that he or she participate in for no less than one year, and successfully complete, a batterer's treatment program, as designated by the court. However, the court, upon a showing of good cause, may find that the mandatory minimum imprisonment, or the participation in a batterer's treatment program, or both the mandatory minimum imprisonment and participation in a batterer's treatment program, as required by this subdivision, shall not be imposed and grant probation or the suspension of the execution or imposition of the sentence. Conditions of probation may also include conditions set forth in subdivision (h) of Section 273.5.

(b) If probation is granted, or the execution or imposition of a sentence is

suspended, for any person convicted under Section 273.5 and sentenced under Section 273.55 because he or she has been convicted previously for two or more offenses that occurred within seven years of an offense designated in subdivision (a) of Section 273.55, against the class of persons designated under subdivision (a) of Section 273.5, it shall be a condition of probation that he or she be imprisoned in a county jail for not less than 60 days and that he or she participate in for no less than one year, and successfully complete, a batterer's treatment program, as designated by the court. However, the court upon a showing of good cause, may find that the mandatory minimum imprisonment, or the participation in a batterer's treatment program, or both the mandatory minimum imprisonment and participation in a batterer's treatment program, as required by this subdivision, shall not be imposed and grant probation or the suspension of the execution or imposition of the sentence. Conditions of probation may also include conditions set forth in subdivision (h) of Section 273.5.

**273.6.** (a) Any intentional and knowing violation of a protective order, as defined in Section 6218 of the Family Code, or of an order issued pursuant to Section 527.6 or 527.8 of the Code of Civil Procedure is a misdemeanor punishable by a fine of not more than one thousand dollars (\$1,000), or by imprisonment in a county jail for not more than one year, or by both the fine and imprisonment.

(b) In the event of a violation of subdivision (a) which results in physical injury, the person shall be punished by a fine of not more than two thousand dollars (\$2,000), or by imprisonment in a county jail for not less than 30 days nor more than one year, or by both the fine and imprisonment. However, if the person is imprisoned in a county jail for at least 48 hours, the court may, in the interests of justice and for reasons stated on the record, reduce or eliminate the 30-day minimum imprisonment required by this subdivision. In determining whether to reduce or eliminate the minimum imprisonment pursuant to this subdivision, the court shall consider the seriousness of the facts before the court, whether there are additional allegations of a violation of the order during the pendency of the case before the court, the probability of future violations, the safety of the victim, and whether the defendant has successfully completed or is making progress with counseling.

© Subdivisions (a) and (b) shall apply to the following court orders:

(1) Any order issued pursuant to Section 6320 of the Family Code.

(2) An order excluding one party from the family dwelling or from the dwelling of the other.

(3) An order enjoining a party from specified behavior which the court determined was necessary to effectuate the order under subdivision (a).

(d) A subsequent conviction for a violation of an order described in subdivision (a), occurring within seven years of a prior conviction for a violation of an order described in subdivision (a) and involving an act of violence or "a credible threat" of violence, as defined in subdivision © of Section 139, is punishable by imprisonment in a county jail not to exceed one year, or in the state prison.

(e) In the event of a subsequent conviction for a violation of an order described in subdivision (a) for an act occurring within one year of a prior conviction for a violation of an order described in subdivision (a) that results in physical injury to the same victim, the person shall be punished by a fine of not more than two thousand dollars (\$2,000), or by imprisonment in a county jail for not less than six months nor more than one year, by both that fine and imprisonment, or by imprisonment in the state prison. However, if the person is imprisoned in a county jail for at least 30 days, the court may, in the interests of justice and for reasons stated in the record, reduce or eliminate the six-month minimum imprisonment required by this subdivision. In determining whether to reduce or eliminate the minimum imprisonment pursuant to this subdivision, the court shall consider the seriousness of the facts before the court, whether there are additional allegations of a violation of the order during the pendency of the case before the court, the probability of future violations, the safety of the victim, and whether the defendant has successfully completed or is making progress with counseling.

(f) The prosecuting agency of each county shall have the primary responsibility for the enforcement of orders issued pursuant to subdivisions (a), (b), (d), and (e).

(g) The court may order a person convicted under this section to undergo counseling, and, if appropriate, to complete a batterer's treatment program.

(h) If probation is granted upon conviction of a violation of subdivision (a), (b), or (c), the conditions of probation may include, in lieu of a fine, one or both of the following requirements:

(1) That the defendant make payments to a battered women's shelter, up to a maximum of five thousand dollars (\$5,000), pursuant to Section 1203.097.

(2) That the defendant reimburse the victim for reasonable costs of counseling and other reasonable expenses that the court finds are the direct result of the defendant's offense.

(l) For any order to pay a fine, make payments to a battered women's shelter, or pay restitution as a condition of probation under subdivision (e), the court shall make a determination of the defendant's ability to pay. In no event shall any order to make payments to a battered women's shelter be made if it would impair the ability of the defendant to pay direct restitution to the victim or court-ordered child support. Where the injury to a married person is caused in whole or in part by the criminal acts of his or her spouse in violation of this section, the community property may not be used to discharge the liability of the offending spouse for restitution to the injured spouse, required by Section 1203.04, as operative on or before August 2, 1995, or Section 1202.4, or to a shelter for costs with regard to the injured spouse and dependents, required by this section, until all separate property of the offending spouse is exhausted.

**273.65.** (a) Any intentional and knowing violation of a protective order issued pursuant to Section 213.5, 304, or 362.4 of the Welfare and Institutions Code is a

misdemeanor punishable by a fine of not more than one thousand dollars (\$1,000), or by imprisonment in a county jail for not more than one year, or by both the fine and imprisonment.

(b) In the event of a violation of subdivision (a) which results in physical injury, the person shall be punished by a fine of not more than two thousand dollars (\$2,000), or by imprisonment in a county jail for not less than 30 days nor more than one year, or by both the fine and imprisonment. However, if the person is imprisoned in a county jail for at least 48 hours, the court may, in the interests of justice and for reasons stated on the record, reduce or eliminate the 30-day minimum imprisonment required by this subdivision. In determining whether to reduce or eliminate the minimum imprisonment pursuant to this subdivision, the court shall consider the seriousness of the facts before the court, whether there are additional allegations of a violation of the order during the pendency of the case before the court, the probability of future violations, the safety of the victim, and whether the defendant has successfully completed or is making progress with counseling. © Subdivisions (a) and (b) shall apply to the following court orders:

(1) An order enjoining any party from molesting, attacking, striking, threatening, sexually assaulting, battering, harassing, contacting repeatedly by mail with the intent to harass, or disturbing the peace of the other party, or other named family and household members.

(2) An order excluding one party from the family dwelling or from the dwelling of the other.

(3) An order enjoining a party from specified behavior which the court determined was necessary to effectuate the order under subdivision (a).

(d) A subsequent conviction for a violation of an order described in subdivision (a), occurring within seven years of a prior conviction for a violation of an order described in subdivision (a) and involving an act of violence or "a credible threat" of violence, as defined in subdivision © of Section 139, is punishable by imprisonment in a county jail not to exceed one year, or in the state prison.

(e.) In the event of a subsequent conviction for a violation of an order described in subdivision (a) for an act occurring within one year of a prior conviction for a violation of an order described in subdivision (a) which results in physical injury to the same victim, the person shall be punished by a fine of not more than two thousand dollars (\$2,000), or by imprisonment in a county jail for not less than six months nor more than one year, by both that fine and imprisonment, or by imprisonment in the state prison. However, if the person is imprisoned in a county jail for at least 30 days, the court may, in the interests of justice and for reasons stated in the record, reduce or eliminate the six-month minimum imprisonment required by this subdivision. In determining whether to reduce or eliminate the minimum imprisonment pursuant to this subdivision, the court shall consider the seriousness of the facts before the court, whether there are additional allegations of a violation of the order during the pendency of the case before the court, the probability of future violations, the safety of the victim, and whether the defendant has successfully completed or is making

**SLIDE PRESENTATION:  
“LASD ZERO TOLERANCE POLICY  
ON DOMESTIC/FAMILY VIOLENCE”  
(Add on module for Sergeants and Above)**

## Department Specific Issues

### Contributions for police officers

- Arrest
- Internal Affairs
- Loss of employment
- Incarceration

### Departmental Impact:

- Loss of experienced employee
- \$25,000-\$30,000 in training costs

## I.A.B. Statistics

### In-service personnel- Jan 1993- Mar 1998

- 9-total investigations
- 7 for 273.5 PC
- 1 for 245.417 PC
- 1 for 288a PC
- 2 founded for 273.5 PC, one DA reject.  
(Discipline-2 days and 15 days)

## Why a new policy ?

- The Federal Occupational and Safety Health Act, the General Duty Clause maintains that employers have a duty to protect its employees and that such protections are inclusive of family violence.
- Recent domestic violence events involving local law enforcement agencies qualify the need for a unified response to family violence and reinforce the need for an administrative blueprint that details our response to family violence.

### 3-01/030/16 Family Violence

- Members of the Los Angeles County Sheriff's Department are prohibited from violating any laws related to family violence. All family violence incidents involving Department employees will be thoroughly evaluated by management and, if necessary, investigated.

### 3-01/030/17 Employee notification of Family Violence and TRO's

- Sworn members shall immediately notify their immediate supervisor if:
  - arrested or detained for *criminal* family violence
  - they obtain or are the subject of a D.V TRO
- 3-01/030/18 Field Personnel Response
  - Whenever a peace officer is the *suspect*, a supervisor (Sgt. or above) shall be summoned

### 3-01/030/19 Supervisor's Response

- The supervisor shall not:
  - investigate or interfere w/ investigation
  - contact an employee that has been incarcerated or detained
- The supervisor's role is for administrative purposes only.
- If the incident was handled by an outside agency, make contact, gather first reports, and notify W.C. and Unit Commander



## Watch Commander Responsibilities

- If a sworn Department member is involved the W/C shall ensure that a supervisor from the nearest Sheriff's station:
  - responds to the scene if in our jurisdiction
  - responds to the investigating agency if requested
  - completes a written notification to the concerned employee's unit commander
  - notifies I.A.B.
- The W/C receiving the notification shall make a log entry.

## Unit Commander's Responsibilities

- *Monitor the workplace and encourage supervisors to monitor the workplace for signs of family violence. The unit commander shall inquire into any evidence that suggests a member is a victim or subject in a DV incident.*
- Determine if a unit level, IAB, or ICIB investigation is necessary
- Offer Department support services and advise of zero tolerance policy

## Notifications to Outside Agencies

- Patrol unit shall summon a supervisor, who shall in turn notify the W/C. The W/C shall immediately notify the concerned agency.
- This Department shall not surrender an investigation to another agency.

**SLIDE PRESENTATION:  
“RECOGNIZING AND RESPONDING TO  
DOMESTIC VIOLENCE: A COMMANDING  
OFFICER’S PERSPECTIVE”  
(Add on module for Unit Commanders and Above)**



**RECOGNIZING AND  
RESPONDING TO  
DOMESTIC VIOLENCE**  

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**THE COMMANDING OFFICER'S PERSPECTIVE**

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**DEFINITION OF  
DOMESTIC VIOLENCE**  

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**"Domestic violence is a learned pattern of behaviors  
used by one person in a relationship to control another  
person."**

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**RECOGNIZING THE VICTIM**  

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**PHYSICAL SIGNS:**  
• Repeated episodes of bruising or injuries often  
attributed to "falls", "accidents" or "clumsiness".  
• Use of heavy makeup or clothing, e.g., long sleeves,  
hats, scarves, sunglasses, etc., that seem inappropriate  
for weather condition but may conceal injuries.

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## HELP: RESPONDING TO S AND ABUSERS

"BETTER TO CONFRONT AND EXPLORE THAN  
SILENT AND IGNORE"

### HELPING THE VICTIM:

#### Asking Critical Questions

- Have you been hurt by his/her words or actions? Are you afraid for your life?
- Are you afraid to be alone with him/her?
- Are you afraid for your children?
- How did you get these bruises/marks?
- Do you want to stay in this relationship?
- Do you feel you have little or no control?

## HELP: RESPONDING TO S AND ABUSERS

### HELPING THE VICTIM: (continued)

#### When the Victim is at Risk

- Help him/her understand the risk is real
- Help the employee formulate a safety plan if appropriate
- Can accommodations be made in the workplace, e.g., screening of phone calls, visitors, allowing time to file legal papers, as restraining orders?
- If the employee is not ready to act, express concern and check back later
- Make appropriate referrals (see below)

## HELP: RESPONDING TO S AND ABUSERS

### HELPING THE ABUSER:

#### Asking Critical Questions

- Has your spouse told you or alleged that you are abusive?
- Are you or your spouse getting physical during arguments?
- Are you worried about how you are handling your anger at home? On the job?
- Is your spouse or are you considering separation or divorce?
- Are you feeling not in control of what is happening in your relationship?

**HELP: RESPONDING TO VIOLENCE AND ABUSERS**

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**HELPING THE ABUSER: (CONTINUED)**

When the Abuser is at Risk

- Help him/her understand that the risk is real especially without professional assistance
- Express concern for the employee and a desire to help, but remind employee of the Department policy and the possible consequences to career
- Monitor the employee's performance in the workplace, counsel and document when appropriate
- Make appropriate referrals (see below)

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**HELP: RESPONDING TO VIOLENCE AND ABUSERS**

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**(CONTINUED)**

**COMMUNICATION STRATEGIES:**

For Both Victims and Abusers

- Set an appropriate climate, e.g., time and place
- Help the employee feel safe talking to you (the abuser is likely to be fearful as well)
- Plan ahead as to what you are going to say (ESS can help with this), what goals you want to achieve
- Remember to ask the critical questions rather than making statements or pass judgements

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**HELP: RESPONDING TO VIOLENCE AND ABUSERS**

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**REFERRAL RESOURCES**

Within the Department:

- Employee Support Services
- Peer Support Program & Chaplains Program
- Alcohol Program/Peace Officer's Fellowship
- Ombudsperson/Career Resources Center
- "Families in Transition" Monthly Seminar and Educational Programs

Outside the Department:

- The Ness Counseling Center
- Domestic Violence Shelters, Support Groups (ESS)

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**11 ITEM KNOWLEDGE SURVEY  
WITH SCORING KEY AND  
FACT SHEET**



\_\_\_ Pre INFORMATION SURVEY \_\_\_ Post

Date \_\_\_\_\_ Unit of Assignment \_\_\_\_\_

Rank \_\_\_\_\_ Yrs. at LASD \_\_\_\_\_ Age \_\_\_\_\_ Sex: M / F Sworn \_\_\_\_\_ Civilian \_\_\_\_\_

The following questions are to be answered "true" or "false" to the best of your knowledge. An "I don't know" option is also provided. Try to answer each question true or false, if possible, using the "I don't know" option only when you absolutely do not know the answer. If you think the answer is true or false, but are somewhat uncertain, choose the best answer you can think of, rather than "I don't know".

1=True

2=False

3=I don't know

- \_\_\_ 1. It is rare that women require medical treatment for injuries received from their husbands or boyfriends.
- \_\_\_ 2. Most women who are battered by their partners were in previous relationships with men who also battered them.
- \_\_\_ 3. Most battered women do not take steps to end the violence in their relationships or to leave their mate.
- \_\_\_ 4. In many cases, a man's violence toward his female partner increases after a period of separation.
- \_\_\_ 5. Men often hit their wives/girlfriends in hidden places (on the body) where bruises are not easily seen.
- \_\_\_ 6. Forgetting episodes of violence is common among battered women.
- \_\_\_ 7. Abusive men with severe alcohol and drug problems (compared to abusive men without alcohol or drug problems) are more likely to sexually assault their wives/girlfriends.
- \_\_\_ 8. A man arrested for assaulting his wife will receive stiffer legal penalties than a man arrested for assaulting a female stranger.
- \_\_\_ 9. Battered women often report that beatings occurred for no apparent reason.
- \_\_\_ 10. Laws in the United States have historically permitted the battering of wives by their husbands.
- \_\_\_ 11. Less than 15% of women in the United States are battered by their intimate partners.

**11 ITEM KNOWLEDGE SURVEY  
SCORING KEY**

1. False
2. False
3. False
4. True
5. True
6. True
7. True
8. False
9. True
10. True
11. False

# **IMPORTANT FACTS ABOUT** **DOMESTIC VIOLENCE**

Listed below are some very important facts about domestic violence that are not widely known by the average person. It is important that you understand these facts. Please feel free to ask questions of the instructors regarding this or any other information presented in this program.

**FACT: It is quite common for women to require medical attention for injuries received as a result of domestic violence.**

**FACT: Most women in a current domestically violent relationship were never in one previously.**

**FACT: Almost all battered women make a number of serious attempts to end or get away from the violence in their home.**

**FACT: Often the risk of violence to a women by a batterer increases after a period of being apart.**

**FACT: Batterers often inflict injuries on the victim's body in places that do not show.**

**FACT: Victims of multiple battering incidents often forget details and even complete episodes of violence.**

**FACT: Chemically dependent batterers are more likely to be sexually assaultive of their victims.**

**FACT: Historically, and until recently, men who have battered their wives have received more lenient sentences than men who had assaulted a female stranger.**

**FACT: In many instances, battering incidents occur without warning or provocation.**

**FACT: Historically, laws in the United States have essentially permitted the battering of wives by their husbands.**

**FACT: Current research estimates as many as 25- 30% or more of women have been victims of at least one domestically violent incident.**