

WHAT WILL BE THE ROLE OF A LARGE URBAN POLICE DEPARTMENT IN
COMBATING FAMILY VIOLENCE IN THE YEAR 2005?

A project presented to
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Peace Officer Standards and Training

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This Command College Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so the planner can respond to a range of possible future environments.

Managing the future means influencing the future: creating it, constraining it, adapting to it. A futures study points the way.

The review and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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SECTION I DEVELOPMENT OF THE ISSUE

Introduction

Although society continues to move through a time when high-impact technology advances are manifested on a daily basis, millions of dollars are being traded in the business world at the click of a mouse, and the world seems to be getting smaller because the information highway ends at the doors to our homes, the evil of family violence still lurks just inside many of those doors. The medical profession has made great strides and continues to provide hope for cures for insidious diseases, but the reality remains that there is a long way to go to get to where we want to be. As with cancer and the common cold, family violence also lingers and continues to plague our society. As law enforcement strives to deal with the new and fast-paced challenges of this era, it recognizes that great strides have been made towards combating family violence at many levels, but here too, there is still a long way to go to get to where we should be. Thus comes the question and issue for this project: what will be the role of a large urban police department in combating family violence in the year 2005?

For this project, the term family violence is simplified to mean incidents of violent behavior against spouses, children, parents, or other current or former household members, committed by others within the same household. It also includes persons who are or were married; are related by blood or marriage; have a child in common; or have a dating relationship, whether it be heterosexual or homosexual in nature.¹ The crimes most associated with family violence include spousal abuse, commonly referred to as domestic violence, child abuse, child molest, elder abuse, and stalking.

This project explores the issue of family violence as it relates to law enforcement and provides information that can be used to develop a strategic plan, or policy, for a large urban

police department. Although the project's title is non-specific to a particular law enforcement agency, the City of Stockton Police Department will be used as the example of a large urban police department. The information contained is relevant for use by similar law enforcement agencies.

The first section, Development of the Issue, identifies the issue of family violence, discusses its various forms, and describes its relevant importance to law enforcement. Section II, Forecasting the Future, provides information about a probable future by forecasting trends and possible events that could occur with relationship to the issue. Section III, Strategic Plan and Transition Management, discusses the use of a strategic plan to move the issue of combating family violence from the present to a future desired state, with a consideration to the dynamics of organizational change. Section IV, Findings/Implications/Conclusions, describes the implications this issue has on leadership, discusses budgetary concerns, provides recommendations, summarizes, and concludes.

Historical Perspective

Domestic violence generally refers to spousal abuse, while other forms of family violence are referred to by other names. Domestic violence has been the most common form of family violence in America for the last one hundred years, yet it was not until the mid-1970s that law enforcement began looking at it with concern. A succinct background of law enforcement's role in domestic violence was presented in a 1996 concepts and issues paper titled *Domestic Violence*, published by the International Association of Chiefs of Police (IACP). There, it was related that although by the turn of the 20th century, most states had outlawed wife beating, Americans continued to view this type of violence as a family matter and not a matter for public agencies. Many victims and the police shared this view. In the past, domestic violence calls

were ignored or given low priority relative to dispatching, and serious assaults with injuries did not result in arrests.²

The IACP report discussed that with a greater understanding of domestic violence in the 1970's, pressure was placed on law enforcement to intervene. Policies changed, but they did not focus on arrests. Instead, officers were instructed to restore order, separate the parties, and allow them time to cool-off. There were some attempts to mediate problems and make referrals to social service agencies, but those were minimal. Not until the last ten years has there been widespread public insistence that violent incidents in the home be treated as criminal acts.³

Many influences have played a role relative to the way law enforcement views and handles incidents of domestic violence. Change has occurred because of the successful accomplishments of activists in the battered women's movement, public education and awareness, court decisions determining police liability for failure to protect victims of domestic violence, changes in state law, law enforcement education, community-oriented policing and problem-solving strategies, and the availability of state and federal funds to combat the problem. Federal legislation, such as the Violence Against Women Act enacted as Title IV of the Violent Crime Control and Law Enforcement Act of 1994, has given increased attention to violence against women and encouraged coordination among police, prosecutors, victim advocates, the judiciary, and other community institutions in responding to these incidents. As more attention and dollars are being focused on combating domestic violence through the use of grant funding, the demand for accountability from many levels—including government funding agencies and community stakeholders—has increased.

A report prepared by the State of California Office of the Attorney General on arrests made for domestic violence in California highlighted the following statistics that are relative to the historical perspective:

- The number of arrests for domestic violence rose steadily from 31,886 in 1988 to 63,636 in 1997, then declined 10.6 percent to 56,892 in 1998.
- From 1988 to 1998, the domestic violence arrest rate, per 100,000 total population, increased 49.6 percent from 113.6 in 1988 to 169.9 in 1998.
- Since 1988, more men, 83.5 percent of the total in 1998, have been arrested each year for domestic violence than were women; however, the percentage of women arrested increased from 6.0 percent of the total in 1988 to 16.5 in 1998.
- From 1988 to 1998, the domestic violence arrest rate per 100,000 increased for all four race/ethnic groups: White, Hispanic, Black, and Other. The race/ethnic group Other increased the most, 68.9 percent, from 51.2 per 100,000 in 1988 to 86.5 per 100,000 in 1998. Blacks have the highest arrest rate at 472.6 per 100,000 in 1998, followed by Hispanics at 230.2 per 100,000 in 1998.
- During 1998, over 75 percent of those arrested for domestic violence ranged in age from 18 to 39 years old.⁴

Domestic violence remains a serious issue. A woman is beaten in her home every fifteen seconds.⁵ An academic nationwide survey conducted in 1980 revealed a sampling of 28 percent of adults had experienced at least one incident of spousal abuse during their current relationship.⁶ One-fifth of all marriages are tainted by violence, and an equal number of parents may be responsible for harming their children.⁷ It cannot be determined how many incidents of spousal abuse go unreported.

Unlike domestic violence, physical child abuse and child molestation have been considered serious by law enforcement for a much longer time, and relevant laws have been in place since before the turn of the century. Yet, even with that, the problem continues today, and there is still a need for child advocacy groups. An academic survey conducted in 1980 collected and analyzed data from schools, hospitals, social service agencies, the police, and court systems in a randomly selected sample of twenty-six counties in the United States regarding known cases of violence against children. This research indicated that at least one child out of one hundred children is maltreated each year through physical, sexual, or emotional abuse or through neglect of their physical, educational, or emotional well-being. One third of these children suffer from physical abuse.⁸ A different survey conducted in 1987, using the same type of verification from social service agencies, indicated that official maltreatment rates may reach as high as three per one hundred children. While not all cases in this survey were attributed to others in the same family, only 12 percent of the physical injury cases involved people not related to the child.⁹

As with domestic violence, efforts to combat child abuse have benefited from collaborative approaches using a multi-jurisdictional or multi-disciplined response. Through case studies sponsored by the U.S. Department of Justice, a coordinated multi-agency response among child protective services has been recommended if significant impacts are to be made. These agencies include law enforcement, the medical community, and the prosecutor.¹⁰

Elder abuse has only recently become an emerging crime issue for law enforcement. Because the elderly tend to be more isolated and have fewer social contacts than younger people, their victimization is more likely to go unnoticed. They are likely to be hesitant to report abuse because of their fear for alternative living arrangements and financial concerns should they have to leave the abusive home.¹¹

Sharon Herzberger points out in her book, *Violence Within the Family*, that violence against parents by young children or by adolescents is rarer than other forms of family violence, and when it does occur, it is usually a response by the child to a consistent pattern of violent parenting.¹² Herzberger further described that when the parents are elderly, parent abuse is not uncommon, nor is abuse by grandchildren or other members of the family.¹³ Estimates of the number of elders abused each year ranges from one-half million to two million, with at least 70 percent of the perpetrators being family members. Approximately two out of each one hundred people 65 or older experience physical violence. Elderly abused people are most likely to reside with the abuser and, more often than the non-abused elderly, suffer from a mental or physical disability.¹⁴

While elder abuse has not been examined as extensively as domestic violence or child abuse, research over the past decade has shed light on the growing concern and has provided a sense of urgency for law enforcement to begin dealing with the issue.¹⁵ In a Command College Class 21 futures paper titled *Preparing to Meet the Challenges of a Growing Elderly Population*, by Roy Froom, several important points regarding law enforcement and needs involving the elderly were made. These included improved methods for reporting elder abuse; more attention given by law enforcement to elder fraud, scams, and fiduciary abuse; and prevention for a growing elder population. Froom also raised three important elder-related challenges facing law enforcement in the future: an increase in caregivers to the elderly, increased financial instability of an older population, and an increase in mandatory laws to protect the elderly.¹⁶

There are five other issues and concerns that have a collateral impact on law enforcement's efforts to combat family violence. They are the crime of stalking, adult missing

persons, juvenile runaways, sibling violence, and the challenges of working with immigrant populations.

Stalking, in its simplest definition, is the willful, malicious, and repeated following and harassing of another person. Although stalking victims are sometimes coworkers, strangers, neighbors, celebrities, and political activists, most stalking victims are spouses, former spouses, and former lovers.¹⁷ Stalking is commonly associated with domestic violence. Legislatures have passed specific crime statutes relative to stalking, and many law enforcement and district attorneys' offices now have anti-stalking units as part of their domestic violence enforcement and prosecution teams.

It is common knowledge amongst law enforcement practitioners and social workers that adult missing persons and juvenile runaways are more often than not associated with domestic violence, child abuse, molestation, or some type of violent or unhealthy family environment. Law enforcement agencies expend considerable resources in dealing with these situations, particularly when trying to determine if abductions have occurred or whether persons had left on their own volition. These situations, if not handled properly, have the potential for, and have actually caused, serious ramifications to law enforcement agencies and have had negative political consequences.

Little attention has been paid to sibling violence by law enforcement and it is likely that most officers, unless serious injuries have occurred, have viewed it as a normal part of growing up. This is somewhat similar to the paradigm law enforcement had about domestic violence over thirty years ago. Herzberger raised this issue in her book, and it appears appropriate to raise the level of consciousness as part of the historical perspective of this paper.

Herzberger related that sibling violence is the most common form of violence in families. In a 1980 survey, 82 percent of the parents reported aggression among their offspring. Two-thirds of the parents reported that their teenage children hit their brother or sister nineteen times a year. Families with boys reported more violence than families of boys and girls or just girls. In a 1987 study, information was gathered from seventh graders. It was found that 88 percent of the boys and 94 percent of the girls reported being victims of sibling violence during the last year. Additionally, 85 percent of the boys and 96 percent of the girls reported being perpetrators. This study also indicated that although more similarities than differences emerged in the types of violence experienced, both boys and girls suffered from and perpetrated more serious forms of violence.¹⁸

The immigrant population and under-served communities cause special concerns for law enforcement and their efforts to combat family violence. For example, cultural differences with the Southeast Asian and Russian/Armenian populations cause unique challenges for law enforcement and social service agencies when dealing with family violence situations. These challenges include language barriers, their views toward domestic partnerships, and the way they perceive the police. Intervention and prevention is in its infancy with this portion of our communities, and many police agencies are still in a reactive rather than proactive mode.

The Family Violence Connection

Research has shown that a pattern of violence often exists within a family. If one form of abuse is present, it is likely that another form is present as well. Many women who have experienced spousal abuse have also experienced spousal rape. A 1985 study found that there is an increased likelihood of child abuse in families where one parent assaults the other. If both spouses are violent towards each other, there is an increased likelihood that the child will become

a victim of assault.¹⁹ One way this occurs is when children are subjected to physical and emotional abuse by an abuser as a way of hurting the mother. Children may also become inadvertently injured in direct attacks against the mother by the abuser.²⁰

It is estimated that anywhere from 3.3 million to 10 million children in the United States witness domestic violence and research suggests that 90 percent of children are aware that domestic violence is occurring even when it is trying to be hidden by the abuse victim or abuser.²¹ Children who witness domestic violence often suffer psychological as well as behavioral problems, and children from violent homes experience significantly more behavioral problems than those from homes that are nonviolent.²² These behavior problems can also extend outside of the home. A 1990 study revealed that male college students who admitted being violent towards a brother or a sister were more likely to be violent towards people outside the family. Another study showed that husbands who had assaulted their wives are four times as likely to have hit a nonfamily member than husbands who do not have assaultive behavior.²³

It is evident that there is a connection between the various forms of family violence discussed thus far. The causation factors for these types of behaviors are much more complicated than simply showing a connection. Psychologists, sociologists, and other professional stakeholders have worked to find the reasons for family violence. There is some disagreement as to specific causes and the way we think about cyclical patterns. Definitions and the way certain terms are used are being rethought relative to accuracy of syndromes and inappropriate associated labeling. These issues may have important repercussions for law enforcement when dealing with victims and attempting to stay current with the latest findings on the subject. For example, today the term cycle of violence may not be an appropriate way of describing causation because a high percentage of victims never become aggressors. There may

be distinct patterns with contributing associated factors but not necessarily continuous cycles. It is becoming increasingly recognized that incidents of violent behavior are caused by a considerable number of contributing factors.²⁴ These factors include things previously discussed, as well as others that have not yet been documented.

Collaborative efforts addressing child protective issues amongst law enforcement and social services agencies have been successful for many years. However, when the issue of domestic violence is added to the mix, certain barriers from the respective fields become evident. As pointed out in a report by OCJP titled, *Child Abuse and Domestic Violence Nexus: Findings from the Office of Criminal Justice Planning Public Policy Forums Report*, the movements against child abuse and domestic violence have reflected different political and social backgrounds. It is explained in the OCJP report that efforts by many juvenile courts and child welfare workers continue to focus on the protection of the child and that this mission is considered, by some, to be in conflict with concerns for the mother's needs. Some domestic violence advocates believe the efforts of child welfare workers to investigate child abuse have not taken into account how the mother's abuse by her partner may be the root cause of violence and the neglect of the child. When intervention is made on behalf of the children, the abuser may become enraged and put the mother at an increased risk of violent attack. Some advocates for abused children look at this situation from a different perspective. They feel that any harm to the child and exposure to the risk of a continued cycle of violence mandates immediate action for the child's protection regardless of the potential consequences to the mother.²⁵ These issues have come into play when law enforcement agencies respond to scenes of domestic violence where children are present. Depending on the circumstances, decisions are being made to remove the children from the home at that point or refer the matter to child protective services

for follow-up at a later time. The manner in which police departments handle these issues varies, depending upon their own policies and procedures.

Because of community-oriented policing and problem-solving strategies, some progressive law enforcement agencies have recognized the importance of becoming aware of causation factors and academic research findings and have applied them as prevention strategies. What was once thought by law enforcement to be merely academia or social work, not police work, is now considered to be possible strategies to cut down on calls for service for patrol forces. At earlier times in our history, the idea of police officers working in cooperative partnership with “liberal” social workers would have been considered unachievable. The two professions that seemed to have bipolar viewpoints have found common ground and have begun working together, significantly shortening and fraying the line between the two. As James Bueerman stated in his Command College futures project, *Transforming Crime Prevention for the 21st Century: Risk and Protection Focused Prevention*:

The prevention of crime in the 21st century will be about much more than lighting, bars on windows, and locks on doors. Instead, it will focus on those root causes in communities which place their neighborhoods and citizens at risk. And it will necessitate fundamental, ‘outside the box,’ kinds of changes in our community prevention strategies.²⁶

This quotation is relevant because this type of a philosophy is being utilized by some law enforcement agencies towards combating family violence at this point in history. It remains to be seen if others will follow.

Although there is a connection between the various types of family violence and violence that extends from inside to outside the home, affecting the rest of the community and society, some police departments are still taking a traditional approach. Domestic violence, child abuse, child molestation, stalking, adult missing persons, and juvenile runaways have

traditionally been handled by specialized units within large urban police departments. Even though these units may be in a same division or section of the department, many operate somewhat independently from one another, with little communication about individual case relationships. A new approach by some agencies includes consideration for the causes of family violence.

An example of four large police departments that have moved away from the traditional approach and taken significant steps towards improving their efforts in combating family violence are the San Jose Police Department, San Diego Police Department, Portland Police Department, and Metropolitan Police Department in Nashville, Tennessee. In brief, these departments have used collaborative activities and worked with other organizations to develop family service centers described as one-stop-shops. These service centers are locations where victims of family violence can go to report crime, have incidents investigated, and receive assistance from prosecutors with the issuance of protective orders, victim-witness personnel, social services, and other types of advocacy groups. Each of these departments has some components that the others may not have. At this point in history, large urban police departments are all at varying stages regarding their collaborations, philosophies, policies, and tactics towards combating family violence. Some are more progressive than others, and some still operate in a traditional format. These issues highlight the importance of future thinking. This study will provide a strategy to break from the traditional format to a futuristic approach.

SECTION II

FORECASTING THE FUTURE

The Nominal Group Technique

The future of law enforcement's role in combating family violence in the year 2005 cannot be predicted with any certainty; however, it is possible to forecast significant trends and events that might occur and could impact a given strategy or projected scenario. The Nominal Group Technique (NGT) is a common application for leaders to utilize in developing a vision of the possible future and an aid to creating it.

Methodology

The NGT was chosen to forecast future trends and events for this study. An NGT is designed to solicit information from a group on any given topic. It is designed to encourage equal participation, with all participants having equal weight in the identification of issues and based on the criteria given. The next three parts of this section describe the preparation, process, and conclusion of the NGT exercise.

Preparation

First, a panel of ten individuals was selected. The group consisted of a diagonal slice of the justice system, victim advocates, educational leaders, and law enforcement personnel. The NGT panel included:

- Professor of Sociology at University of the Pacific (UOP) in Stockton, California. The professor has academic background is in sociology and subjects related to law enforcement.
- Victim Witness Coordinator for the San Joaquin County District Attorney's Office.

- Domestic Violence Coordinator for the San Joaquin County District Attorney's Office.
- Child Advocacy Center supervisor, Child Protective Services.
- Unit Chief, Adult Protective Services, San Joaquin County Department of Human Services.
- Executive Director, Women's Center of San Joaquin County.
- Probation Officer, San Joaquin County Probation Department.
- Planning and Research Program Manager, Stockton Police Department.
- Sergeant – Family Crimes Unit, Stockton Police Department.
- Sergeant – Family Crimes Unit, Stockton Police Department.

The Nominal Panel convened at the Stockton Police Department's Annex Building on January 12, 2000. Each member of the Nominal Group was provided information regarding the issue question and the purpose of the NGT, a brief description of the NGT, and definitions and examples of trends and events.

Process

Three staff persons from the Stockton Police Department were enlisted to assist in the facilitation of the meeting. The NGT process began with an explanation of the issue identified for study. The group then reviewed the materials provided for use during the exercise. These materials included the definition of trends and events, an explanation of a Nominal Group, and identification of the individuals' roles in the process of the Nominal Group Technique.

Trends

Each member of the group was asked to identify current trends related to the issue. A trend is a series of events that are related, occur over time, and can be forecasted. The trends

were listed on easel pad pages and placed around the room for all to view. From this process, 56 separate trends were identified.

The panel discussed the trends, clarifying each one and consolidating some into one. This was a valuable part of the process and one that unified the group. The Panel members were asked to select what each believed to be the top ten trends that would impact the role of a large urban police department in combating family violence by the year 2005. The original list of 56 trends was pared to the following ten by the group:

1. Agencies are joining together in partnerships/collaborative efforts, multi-disciplinary teams. Panel members were all in agreement that this was a very positive trend that is assisting law enforcement with combating family violence. They used the Stockton Police Department as an example of how law enforcement, district attorney victim/witness personnel, and Women's Center advocates work in the same office, side-by-side, assisting victims. They work as a team and provide their respective services to individual victims. The panel was aware that these types of partnerships are becoming popular and are being formed nationwide.
2. Level of social service resources offered by schools. There is a lack of availability of social service resources in schools. Panel members discussed that they are seeing a trend where public schools are not actively providing social service resources, or intervention counseling, with regard to family violence. The schools are meeting mandatory reporting requirements to police and child protective services agencies, but are no

longer taking an active role with regard to these issues as they relate to individual students. The panel viewed this as a negative trend and felt the school districts should become more involved, as they once were, in combating family violence through counseling and educational means.

3. Need for a focus on prevention/early intervention is being recognized. The panel felt that there is a serious need to focus on prevention of family violence and early intervention. The panel has seen a trend in the recognition of this need, but not enough action towards accomplishing it. They discussed that practitioners are now seriously discussing new strategies to accomplish this and felt that this was a positive step toward combating family violence.
4. Level of responsibility suspects take for their actions, non-remorseful suspects. The panel members were all in agreement that perpetrators of family violence seldom take responsibility for their actions and displace blame. Some panel members discussed how they have seen perpetrators request to serve extra time in jail instead of counseling in order to avoid talking about the situation and dealing with their behavior.
5. Level of awareness of the emotional abuse of children in domestic violence situations. The panel members discussed the trend of recognizing more fully the emotional trauma experienced by children in domestic violence situations and are looking for new ways to deal with this particular issue. As with trend #3, the panel felt that the recognition of this problem was positive even though much action is needed.

6. Level of cooperation by victims in prosecutions. An increase in the changing patterns of victims is becoming more difficult. Here, the panel discussed the problem of victims recanting their statements and becoming unpredictable with regard to following through with the prosecution of the perpetrator. Although this has been a historical problem, there appears to be an increase in the way victims are changing patterns as to how they want to deal with their particular circumstances.
7. Services needed to teach children how to resolve relationship issues and break patterns of violence. Children are not learning how to resolve relationship issues and more services needed to help teach them to break the pattern. The panel felt that there is a serious trend occurring where the number of children who do not know how to resolve relationship conflicts and issues is significantly increasing. During the discussion, the number of school shooting incidents was used as an example.
8. Availability of personnel for investigative positions. Law enforcement has been experiencing a trend where an adequate number of new recruits are not available. Funding is being used to staff uniformed police services for such things as overtime and backfilling vacant field positions. The panel discussed the problems of staffing family crime investigative units when there is a shortage of police personnel in other critical areas within the departments.
9. Need to find diverse/innovative ways to deal with under-served communities (e.g., Southeast Asian community). The panel talked about a

slow trend toward addressing the needs of the under-served within our community. The example they used dealt with the Southeast Asian community and the need to find ways to decrease family violence within those groups. The panel has begun to see more attention being paid to their concerns relative to impacting the problem.

10. Amount of training/updates among all agencies to foster cooperation in the trial process. Here, the panel discussed the trend in educating judges and other members of the judicial process. Along with this training, the formation of family courts, and placement of persons experienced in dealing with family conflict has improved the court system and has positively impacted the issue of combating family violence.

Using a Trend Summary Sheet, each Nominal Group member was asked to project, independently, a direction for each trend. The group was told to assume that 100 represents the status of each of the top ten trends today. In the following order, the panel was requested to assign a numeric value to the status of each trend for five years ago, a numeric value for the trend five years from now, and a value for the trend ten years from now. They were then asked to place a value, using a scale of 1-10, with 10 being highest, on the level of concern for each individual trend. The Trend Summary, Table 2-1, indicates the median scores assigned to the trends.

Table 2-1

Trend Summary Table

Trend Statement	Impact on Issue				Level of Concern 1-10 Scale
	-5 Years	Today	+5 Years	+10 Years	
1. Agencies join together in partnerships/ collaborative efforts (Multi-Disciplinary Teams).	45	100	150	150	10
2. Level of social service resources offered by schools.	55	100	130	150	9
3. Need to focus on prevention/early intervention is recognized.	60	100	130	150	9
4. Level of responsibility suspects take for their actions.	70	100	90	70	8
5. Level of awareness of the emotional abuse of children in domestic violence situations.	40	100	135	175	7
6. Level of cooperation by victims in prosecutions.	70	100	70	50	8
7. Services needed to teach children how to resolve relationship issues in domestic violence situations.	70	100	125	175	8
8. Availability of personnel for investigative positions.	60	100	85	75	8
9. Need for diverse/innovative ways to deal with under-served communities.	50	100	125	140	7
10. Amount of training/updates among agencies to foster cooperation in the trial process.	50	100	125	165	7

As indicated in Table 2-1, the level of concern for all ten trends was seven or higher. The three trends with the highest ranking of concern were: 1) Agencies are joining together in partnerships/collaborative efforts, multi-disciplinary teams 2) Level of social services offered by

schools, lack of availability of social service resources in schools - 3) Need for a focus on prevention/early intervention is being recognized. These trends indicate law enforcement is developing relationships and working with others outside of its own discipline. The table also illustrates that five years ago, this had a much lower impact on the issue, and ten years from now it will have a much higher impact.

Events

The same format used to identify the trends was again followed to identify significant events. An event is a single incident that can have a significant impact on the issue. The initial round produced 23 events. By consensus the list was reduced to the top ten. Significant events identified through this process were:

1. Multi-disciplined intervention team is established with mandated response to all family crimes involving children. The panel felt that if a formal multi-disciplined team was established, and there was a mandatory response by the team to family violence scenes where children were present, it would positively impact law enforcement's role in combating family violence.
2. Criminal justice system ties civil and criminal cases together. The panel discussed their feeling that if the courts tied civil and criminal cases together with regard to family violence situations, and law enforcement became actively involved in those civil cases, these events would significantly impact the role of law enforcement.
3. Family Violence Center Formed Locally (includes DA's office, police, victim-witness, grant writer, child advocacy center, medical). Panel members strongly felt that the event of opening a Family Violence Center with a one-stop-shopping

concept for victims, would positively impact law enforcement's role in combating family violence. Having all the necessary service agencies assigned under one roof, working next to each other, would be a significant event.

4. State budget constraints force legislature to de-fund domestic violence grant programs. One of the biggest fears discussed by the panel was an event where the state reduced its funding for programs that help combat family violence. Without the necessary State funding to assist law enforcement, victim-witness, and Women's Center programs, it would be extremely difficult to continue making advances to positively impact the issue.
5. At-risk population for crimes against children takes unexpected sharp, upward, and immediate spike. The panel discussed that an unexpected sharp rise in the number of at-risk youth and victims of domestic violence would have detrimental impact on law enforcement's role in combating family violence. They felt that if such an event were to occur, the system would be overloaded and any previous gains lost. The panel felt that some type of negative social or economic condition could precipitate this type of an event.
6. Agency heads publicly sign agreement to ensure commitment. The panel related that it would be a significant event if all the politicians, law enforcement, social service, medical, and educational leaders, stood side-by-side and showed a shared vision. This agreement would also include the means to get to where they want to be, without different agendas or political motivations.
7. A cure is found for drug and alcohol abuse. An immediate cure is found for drug-abuse/alcohol-abuse. The panel discussed the significant impact that would be

made in combating family violence if an effective cure for drug abuse and alcohol abuse were found. Any advancement in this area would be considered a positive event.

8. Panic alarm system with rapid police response is designed for victims and is economically affordable – advanced technology. Panel members felt that if technology was designed and distributed specifically to assist in combating family violence, law enforcement would be positively impacted by this type of an event. At the present time, the technology is too expensive and not specific to the problem.
9. Law enforcement services drastically reduced due to lack of funding. The panel felt that if the event of any monetary reduction were to occur, law enforcement would be significantly impacted relative to its role in combating family violence. Any cutback in police services would have negative consequences. The panel also discussed how a recession could also cause collateral problems with regard to social tension and family stress.
10. Technology provides shared database. The establishment of a shared database specific to family violence issues that would be used by law enforcement, social services, and other collaborative, was seen by the panel to be a significant event towards combating family violence. Panel members discussed that at the present, technology and confidentiality rules hinder information sharing.

Using an Event Summary Sheet, each Panel member was asked to place in column 2 the year in which they thought the event could occur within the first 1-5 years. For columns 3 and 4, they were asked to place a probability percentage of the event occurring within five and ten

years. For column 5, the panel was asked to place a value representing the impact the event would have on the issue if it occurred, using a 1-10 scale, with 10 having the most impact. They were then asked to indicate whether the impact would be positive or negative to the issue in column 6. Table 2-2 indicates the scores the Nominal Panel assigned to this instrument. The median score was used for the first three columns. The average score, rather than the median, was used regarding the positive or negative impact.

Table 2-2

Event Summary Table

Event Statement	Years Until Probability Exceeds Zero	Probability		Impact on Issue Area if Event Occurred	
		+5 Years	+10 Years	Impact on Issue 1-10 Scale	Positive or Negative Impact +/-
1. Multi-disciplined Intervention Team established with mandated response to all family crimes involving children.	3	60	75	9	+
2. Criminal justice system ties civil and criminal cases together.	2	70	85	9	+
3. Family violence center formed locally.	4	70	75	10	+
4. State budget constraints force legislature to de-fund domestic violence grant programs.	3	50	60	9	-
5. At-risk population for crimes against children takes immediate, unexpected, sharp, upward spike.	3	80	100	9	-
6. Agency heads publicly sign agreement of commitment.	1	65	80	9	+
7. A cure is found for drug and alcohol abuse.	4	45	55	7	+
8. Panic alarm system with rapid police response is designed for and economically affordable to victims.	2	80	90	6	+
9. Law enforcement services drastically reduced due to lack of funding.	1	20	55	8	-
10. Technology provides shared database.	2	60	75	8	+

As indicated in table 2-2, three events were valued positively with a rank of 9 or better. They were: 1) Family Violence Center Formed - Family Violence Center formed locally, which includes DA's office, police, victim-witness, grant writer, child advocacy center, and medical personnel; 2) Partnerships/Collaborations - Multi-disciplined intervention team is established with mandated response to all family crimes involving children; and 3) Combined Civil and Criminal Systems - Criminal justice system ties civil and criminal cases together (law enforcement becomes involved in civil cases). Two events were ranked as having a negative impact score of 9. They were: 1) State Budget - State budget constraints force legislature to defund domestic violence programs, and 2) At-risk population for crimes against children takes an immediate, unexpected, and sharp upward spike. By looking at the first three events that have a positive impact, there is the indication that law enforcement's relationship with other organizations and agencies is important to the issue.

On the day following the NGT, three individuals present at the NGT, but not panel members, participated in a Cross-Impact Analysis exercise. During this part of the process, these individuals were asked to assess the positive and negative impact events have on trends. This was done by asking the question, "If Event #1 occurs, what impact will it have on Trend #1?" They assigned a value of 1-5 to the events and trends, with 5 having the most impact, and an indication of the value being positive or negative towards the issue on a Cross-Impact Analysis Sheet. This process was then repeated for the other nine events and trends. Table 2-3 depicts the results of the cross impact analysis, using the median scores of the three participants, illustrating the impact events have on trends. The potential for creating the future rests in understanding how events can influence trends and by encouraging or discouraging event occurrence.

Table 2-3
Cross-Impact Analysis

EVENTS	TRENDS									
	T1	T2	T3	T4	T5	T6	T7	T8	T9	T10
E1	+5	+5	+5	0	+5	+5	+5	+4	+4	+3
E2	+5	+4	+4	+5	+5	+1	+2	-3	+3	+5
E3	+5	+4	+5	+5	+5	+5	+4	+3	+5	+1
E4	-5	0	-5	0	-2	-2	-3	-5	-5	0
E5	+5	+4	+3	+4	+4	+3	+3	-1	+1	+2
E6	+5	+5	+5	0	+5	+3	+3	+4	+5	+5
E7	+4	+1	+5	+4	+4	+4	+5	0	+4	+4
E8	+4	0	+5	+3	+1	+5	+4	-1	+2	0
E9	-5	-5	-5	0	-1	-1	-1	-5	-5	0
E10	+5	+3	+5	+5	+4	+4	+4	+5	+5	+5

Table 2-3 illustrates that eight of the ten events had, for the most part, positive impacts on the trends. However, Events 4 and 9 had a zero or negative impact on all ten trends. Event 4 involved the state budget. Here, the state budget constraints force legislature to cut back funding to relative programs. Event 9 pertained to a recession in the economy. Here, an unexpected economic recession occurs, resulting in local law enforcement service cutbacks. From these two events, it is evident that funding and the economy are important factors relative to the issue.

Further cross-impact analysis would suggest that purposely causing an event to happen could affect trend patterns and could create a desired future. For example, if today a police chief

were to establish a family violence service center within their department as described in event #3, and obtained collaborative support as described in event #1, it could positively enhance trends #1, #3, #5, #6, and #9. It would also significantly impact the role of how law enforcement will combat family violence in the year 2005. In other words, by realizing the effect events have on trends, and having the ability to create events, offers an opportunity to create the future.

Future Scenarios

Based on the literature review and scanning process, as well as the trends, events, and cross-impact analysis compiled as part of the NGT process, three alternative future scenarios were developed. These scenarios depict an optimistic and desired future; a pessimistic and disastrous future; and a surprise-free and status quo type future. They illustrate the need to influence and create a positive future through strategic planning, not only as to achieving the desired state, but also to avoid the serious consequences of inaction and lack of foresight.

Scenario One - Optimistic

Newspaper Article, April 1, 2005:

POLICE OPEN FAMILY SERVICES CENTER

After five years of planning, and with the help of state and federal grant money, the police department opened its new Family Services Center yesterday in the first floor of the city's Essential Services Building, two blocks north of the main police headquarters. The Family Services Center will be the home of the police department's Family Crimes Unit, which consists of detectives who investigate child abuse, domestic violence, elder abuse, missing persons, and sexual assault. Working full-time alongside the police investigators, in a collaborative approach, are personnel from the District Attorney's Office Victim Witness Program, Women's Center of

San Joaquin County, Child Protective Services, San Joaquin County Mental Health, local School District, Adult Protective Services, and San Joaquin County Human Services Agency.

The Police Chief explained, “The purpose of this center is to bring together under one roof the police and all of the service agencies that assist victims of family violence. By bringing all of our resources together in an organized and collaborative manner, we will be able to utilize a central information database that will be used to identify risk and focus on prevention and protection techniques. We will be able to disrupt patterns of violence and counsel young victims so they will not become tomorrow’s suspects. We will be better able to assist the immigrant population, as well as other at-risk persons. We will be better able to respond to individual incidents of violence with all the necessary disciplines from the start.”

The Police Chief was asked why his agency took a leadership role in establishing the center. He explained that members of the police department are usually the first responders to family violence. He went on to say that the way the situation is handled from the beginning can have a significant impact on the outcome and any repeat occurrences. The police department has been taking a lead role in the fight against domestic violence for the last five years and has been working under several grants to assist with funding. Over the years, they have learned that domestic violence is the most prevalent of all family violence, but it is not the only crime occurring within the family. They have learned there are distinct patterns that used to be called the cycle of violence. With the continued change in the makeup of families and the various dimensions, the term patterns of violence has become the way to describe learned violent behavior.

“We learned a long time ago when we moved into the community-oriented policing philosophy that we could not do things by ourselves. We have decided to take a leadership role

in getting everyone on the same page at the same time in order to make a real difference. This type of collaboration and focus is the next generation of community-oriented policing and problem solving,” said the Police Chief.

Since the police department initiated the program, the number of family violence crimes has declined 15-20 percent each year. Their goal is to get the overall rate down to zero.

Scenario Two - Pessimistic

Newspaper Article, April 1, 2005:

ANOTHER MURDER SUICIDE, POLICE UNDER FIRE

Last week’s incident involving a distraught father who killed his family of four and then turned the gun on himself was the third such incident so far this year. This was the twenty-third time this type of incident has occurred in the city since the forgotten Y2K celebrations, and now community members want to know what the police department is doing about it. As reported last week, the wife of the suspect had called the police on numerous occasions to report that she was a victim of domestic violence. Last year, the suspect’s fourteen-year-old son--and one of the murder victims--was arrested for battering his neighborhood girlfriend into unconsciousness. “This kid learned to be violent from his own family, and none of our taxpaying money is being used to stop this type of thing,” said the girlfriend’s father. People in the neighborhood of last week’s incident told reporters they have seen the police at the house hundreds of times, but the problems continue. The police department confirmed they had been to the residence eleven times this year regarding various crimes, including a child molest and an incident where the suspect’s elderly father-in-law had been assaulted by another family member. The police declined to give details of those incidents, citing confidentiality laws. A spokesperson for the Chief of Police stated they feel bad about the incidents that have occurred, but they are doing

everything they can. The spokesperson stated, “We are a law enforcement agency, not a social service agency. We do not have the funding to do much more. We investigated each incident and took the appropriate action based on our department’s policy. We also called the Women’s Center and people at Victim Witness and sent them a copy of our reports in case they wanted to do something further. Apparently they didn’t. That’s not our responsibility.”

One neighbor who refused to be identified said, “All this could have been prevented if some cop had only taken the bull by the horns and straightened out that rowdy family.”

That feeling was also expressed by the city’s mayor at last night’s City Council meeting. The Mayor stated, “This type of senseless family violence must stop. We have a lot of agencies that could help us with this problem if they were asked to do so by the police. There are all kinds of groups out there that do this type of thing. If our present Chief won’t ask for help or get the job done, then maybe a new one will.” The Mayor made no further references about the Chief, but he did make a motion to direct the City Manager to take the lead with a task force to address the problem. The motion was seconded and passed unanimously by the Council members. The Chief of Police was unavailable for comment.

Scenario Three - Surprise Free

Newspaper Article, April 1, 2005:

CITY’S CRIME RATE REMAINS SAME FOR ANOTHER YEAR

For the fifth straight year, the City’s overall crime rate remained basically the same. Crime statistics from the Federal Bureau of Investigation and the police department indicate that although there were slightly different highs and lows, the overall index remained the same. The homicide rate has leveled off, but the number of aggravated assaults still remains high. One

reason the assault rate remains at a higher level than other crimes is because of the number of domestic violence incidents reported.

A police department spokesperson explained that anytime a victim of domestic violence reports a crime and there is any type of visible injury, it is entered into the statistics as a felony under aggravated assault. “We have done a lot in the area of domestic violence and have been doing a good job with the limited funding we receive through a state grant. We have been able to keep the rate to the point it is not increasing; we just have not been able to get the rate to go down significantly. We are always looking for ways to make an impact, but for various reasons, primarily funding, we have not implemented any new or creative programs due to other priority issues,” the spokesperson said.

The Women’s Center and the Victim Witness Program coordinators stated they have been working well with the police department, and the department has done a lot of good things in that area. They said they hope to be doing more in the near future.

These three scenarios illustrate three different futures that a large urban police department may have relevant to combating family violence in the year 2005. Obviously, scenario one is the future a police department would want to experience rather than the other two. In order to reach a desired future state, reference must be made back to the cross-impact analysis and the importance events have on trends. In addition, good strategic planning and transition management are required. The next section will discuss strategic planning and its relationship to all three scenarios.

SECTION III

STRATEGIC PLAN AND TRANSITION MANAGEMENT

Overview

In order to create and manage the desired state portrayed in scenario one, the optimistic future, strategic planning and transition management are crucial. This section will discuss components that are necessary in developing a strategic plan based on scenario one. This includes an understanding of the present state, organizational analysis, stakeholder identification, and the development of alternative strategies. It will then address transition management and the dynamics of organizational change. This will include a discussion about moving the issue of a police department in combating violence from the present to the future state, using components of the strategic plan that prepares the organization for the change and mitigates any adverse impact. The Stockton Police Department will be used as the example for this portion of the project.

Strategic Plan

The issue of family violence has been identified and explored through the process of scanning, literature review, NGT, and the three scenarios. In order for the Stockton Police Department to move to the desired future state of combating domestic violence, a thorough understanding of the present state of the organization as it relates to the issue is necessary.

Present State

The Stockton Police Department is a large-size agency, serving a population of approximately 250,000. The ethnic composition of the city is approximately 43.6 percent White, 25 percent Hispanic, 21.4 percent Asian, 9.1 percent Black, 0.7 percent Native American, and 0.2 percent Other. The city covers 56 square miles, has a city manager/city council form of

government, and has a budget of 225 million dollars, with 53 million dollars allotted to the police department. The police department has an authorized strength of approximately 400 sworn officers and 200 civilian employees. It is strongly committed to a community-oriented policing and problem-solving style of operations. The department's mission statement exemplifies this philosophy.

Stockton Police Department

Mission Statement

Our mission is to promote quality of life in the city of Stockton by working in partnership with the community to provide a safe and secure environment, recognizing and respecting the diversity and uniqueness of the citizens of our community, being sensitive and responsive to the public without bias or prejudice, utilizing personnel and financial resources in an efficient and effective manner, and responding to the ever-changing needs of our community.

In 1999 the department reorganized its Investigations Division and formed a new unit called the Family Crimes Unit. Certain investigative functions relating to family violence, previously handled in other units, were brought together into this one unit. The Investigations Division is divided into two sections: the Investigations Section and the Special Investigations Section. The Special Investigations Section consists of the Gang, Narcotics, and Vice and Criminal Intelligence Units. The Investigations Section is comprised of the Homicide, Robbery and Assault Unit; the General Crimes Unit; the Auto Theft Task Force; and the Family Crimes Unit. The entire division works out of a police annex building, located a few short blocks from the main police facility.

The Family Crimes Unit is responsible for investigating domestic violence, child abuse, sexual assaults, missing persons, juvenile runaways, child predators, and child exploitation. Two sergeants supervise the unit, which has ten sworn investigators. Three out of the ten investigators are assigned specifically to investigate and conduct follow-up regarding domestic violence. The unit is supported by two community services officers, an advocate from the District Attorney's Office Victim-Witness program, and an advocate from the Women's Center of San Joaquin County.

The department presently receives funding through a California Office of Criminal Justice Planning (OCJP) grant to combat violence against women. This grant funds one of the sworn investigators, one of the community service officers, one of the San Joaquin County District Attorney's Victim-Witness advocates, and one advocate from the Women's Center of San Joaquin County, who are all a part of the Domestic Violence Detail working within the Family Crimes Unit. They all have desks next to one another and work collaboratively.

The Robbery/Assault Unit is currently handling physical elder abuse, and financial elder abuse is being handled through the Fraud Detail in the General Crimes Unit.

Organizational Analysis

An evaluation of the present state is a necessary component to any strategic plan. For this study, the WOTS-UP model is used to assess the readiness of the department to respond to the issue. This assessment analyzes weaknesses, opportunities, threats, and strengths affecting the issue. Opportunities and threats are viewed as external to the organization and may include identified trends and events. Strengths and weaknesses are viewed as internal to the organization and represent positive influences and potential limitations to the organization's objectives.

Internal Weaknesses

- Department is experiencing difficulty maintaining the authorized strength level of sworn officers, thus limiting the number of personnel available for investigative positions.
- Adequate financial and personnel resources have not yet become available to establish an elder abuse investigation position specifically assigned to the Family Crimes Unit.
- The department continues to face barriers while trying to address and impact all types of crime within the Southeast Asian portion of the community.
- There is an insufficient number of Southeast Asian police officers in the department to assist with efforts to combat family crimes within the Asian portion of the community.
- Although prevention of family crime is difficult and effective models for prevention, as opposed to intervention, have not yet become available, the department has not aggressively worked towards the development of strategies specifically addressing prevention of domestic violence or other forms of family crime.

External Opportunities

- There is political and community support to combat family violence, and this may enhance efforts by the department to achieve the desired future state.
- The department is viewed by outside agencies and organizations as being receptive to collaborative ventures, and this may assist with encouraging others to participate.
- There are a variety of community resources that may respond to the department's needs in achieving the desired state.
- The department's efforts could help foster community cohesiveness.
- The department's efforts in combating family violence will increase its overall credibility with relation to its community-oriented policing and problem-solving efforts.

- Successes with OCJP and the present domestic violence grant may provide an opportunity for the department to be awarded additional funding for the existing grant or funding through other related grants to combat family violence.

External Threats

- A lack of funding exists for other collaborative agencies to participate with the department's efforts.
- The police department experiences a budget reduction.
- State and federal grants end, and future funding is no longer available.
- Leadership personnel in the essential collaborative agencies do not share same vision as the police department.

Internal Strengths

- Top police management personnel share the same vision.
- The department experiences strong community partnerships.
- There is strong support for community-oriented policing and problem-solving efforts within the entire organization.
- There has been strong collaborative and community support so far.
- Quality training in regard to domestic violence and other forms of family crime has been handled as a priority by the department.

Stakeholder Identification

The identification of stakeholders and an analysis of their specific concerns and expectations are essential components to a strategic plan. Stakeholders are individuals or groups who are impacted by what we do and individuals or groups who can impact what we do.

Stakeholders and their relationship to the organization can affect change, either positively or negatively, depending upon their perceptions and actions.

Table 3.1 identifies the stakeholders in the department's role of combating family violence. Along with identifying the stakeholders, it illustrates their position on the issue as it relates to their need for inclusion in the process, recognition of their contributions, a need to share information, and a need to take a leadership role.

Table 3-1

Stakeholders and Their Expectations

STAKEHOLDER	INCLUSION	RECOGNITION	INFORMATION	LEADERSHIP
City Council		X	X	
City Manager		X	X	
Chief of Police	X	X	X	X
Police Management	X	X	X	X
Police Rank and File	X	X	X	X
District Attorney's Office (Includes Victim-Witness)	X	X	X	X
SJ Women's Center	X	X	X	X
Child Protective Services	X	X	X	X
Adult Protective Services	X	X	X	X
Probation Department	X	X	X	X
County Mental Health	X	X	X	
Other Human Services Agencies (Welfare, Employment, etc.)	X	X	X	
Courts/Judges	X	X	X	X
School Districts	X	X	X	X
Health Care Providers (Hospitals, Physicians, HMO's, etc.)	X	X	X	
Higher Educational Institutions	X	X	X	
Southeast Asian, Hispanic, African- American, Filipino, and Other Community Groups	X	X	X	
Community at Large	X	X	X	
Media	X	X	X	

Development of Alternative Strategies

With a relationship to the three alternative scenarios developed after the NGT process, leaders are able to base alternative strategies that reflect the three principle options they have on the issue. These strategies are next explained.

Strategy 1: Leadership indifference to the issue. Maintain the status quo.

This strategy is the simplest for the leaders to employ and requires that they do nothing more than what they are already doing. This option diminishes opportunities for further collaborations and multi-disciplined working environments that could assist the organization with its efforts to combat family violence.

Strategy 2: Participates, but takes no active leadership role.

In this strategy, the organization understands the importance of the issue and minimally collaborates with other stakeholders. Instead of providing leadership, it simply takes a “middle of the road” type of attitude and waits for some type of external change to occur that would impact the issue. There is little change in the operations of the department towards the issue, and there is no significant progress made towards impacting the issue.

Strategy 3: Active leadership role and commitment to combat family violence.

This strategy requires the most effort, and leadership takes an active and aggressive role to combat family violence. Here, leadership communicates the need for change within the organization and creates a vision of a desired state. It then integrates the vision into systems and processes within the organization that will be used to turn the vision into reality. It requires the use of collaborative leadership needed to bring stakeholders together with a unified and shared vision that will sustain and integrate that vision into systems and ways to achieve the desired state.

Strategy 3 is clearly the preferred strategy and the one needed to reach the desired state in scenario one. This strategy requires that the department leadership take the lead role of moving the organization from a reactive state to a progressive and preventative state. It necessitates that the department leadership somehow brings together the leadership of the other collaborative organizations and the stakeholders and serves as a catalyst to transform a common vision into the desired state.

Transition Management Plan

To successfully move an organization from its present state, regarding its role in combating family violence, to the desired state, a transition management plan is essential. There is a need for organizations to prepare themselves for the changes necessary to make the transformation to where they want to be. Four components have been identified as being critical parts of a transition management plan to address this issue of family violence. These components are the operational imperative, critical mass, establishing formal partnerships, and implementation methods.

The Operational Imperative

One of the first steps in transitioning change and moving an organization in a specific direction is to establish the need to do so. The need for a large urban police department to combat family violence was established and discussed earlier in this paper. This need must be communicated to the employees of the organization, and they must understand that their role is critical to the department's mission of providing safety for all its citizens, and that they have a responsibility along with leadership to avoid the consequences described in scenario two. They must support and understand the need for change in order to do this. This holds true for the

collaborative organizations and other external stakeholders as well. They all must understand the operational imperative.

Critical Mass

With regard to the issue of combating family violence in the future, a number of people exist whose active support is necessary to reach a desired state. These people reflect what is called the critical mass. To accurately identify the critical mass for this issue, it was necessary to determine which stakeholders most influence others. The following is a list of individuals or groups whose active support, resources, and commitment are necessary for the successful implementation of the desired strategy:

- The City Council
- City Manager
- Chief of Police
- All Other Police Personnel
- District Attorneys Office
- Probation Department
- Women's Center
- Department of Human Resources, Adult & Child Protective Services
- County Mental Health

It is also important to identify the current level of commitment for each of the key stakeholders in the critical mass. Table 3-2 illustrates the key stakeholders' commitment to change and shifts in commitment necessary to accomplish a strategic plan.

Table 3-2

Critical Mass Commitment

X= Current position 0 = Desired position

Critical Mass Members	Block the Change	Let Change Happen	Help Change Happen	Make Change Happen
City Council		XO		
City Manager		X→	O	
Chief of Police			X →	O
Police Personnel (line and staff)			X	O
District Attorneys Office			X →	O
SJ Women’s Center			X →	O
Child Protective Services		X →		O
Adult Protective Services		X →		O
Probation Department		X→		O
County Mental Health		X →		O

Establishing Formal Partnerships

Although informal partnerships may already exist by the nature of day to day operations, more formal partnerships and agreements may prove useful in reaching the desired state. Because many of the collaborative agencies have their own missions and leadership structures, it may be necessary to form a transition team, or steering committee, comprised of the various organizational leaders or their representatives. This group would be used to address political concerns and the roles of their respective organizations. This type of group could prove extremely useful for the department’s transition manager in coordinating and affecting the change.

Implementation Methods

Through the leadership of the police department and the assignment of a department transition manager, methods of persuading members of the critical mass to move to a desired position can be accomplished. This can be accomplished by bringing everyone together to discuss the issue and learn what each individual organization is doing about the problems. This educational process is important so that all the critical mass understands everyone's present role and puts them on record in a public-type forum as to their support. From there, the transition manager can begin to set goals with timelines, assign specific responsibilities to team members, publicly announce and celebrate achievements of goals, and conduct constant evaluation of the process towards reaching a desired state.

This section discussed the dynamics of strategic planning, which included transition management and organizational change. It discussed the relationship strategic planning has with future scenarios and the importance of positioning the organization for positive change. Knowing where the organization is today, and getting it to where it wants to be, is the key. Understanding the organization's strengths and weaknesses as they relate to combating family violence is essential. Knowing the stakeholders and critical mass, gaining their buy-in, and developing a shared vision are critical components to establish the role of a large urban police department in combating family violence in the year 2005. Those things, along with action towards creating events, will determine the future. The next section discusses the study's findings and makes recommendations for specific action.

SECTION IV

FINDINGS/IMPLICATIONS/RECOMMENDATIONS/CONCLUSIONS

Findings

Through this project, it has been found that family violence is a community issue that requires not only a law enforcement response, but a multi-disciplined community response in order to make an impact. Family crime is complex and affects not only those behind closed doors, but others outside of those homes. There are many variables and opinions as to the cause or causes of domestic and other forms of family violence. Law enforcement's role has been changing, and its serious response to the issue is relatively new. After law enforcement's individual response to incidents, and sometimes after direct response to victims seeking services, many agencies and organizations become involved in trying to resolve the problems and render aid to the victims. It was also found that there seems to be a lot of work ahead for law enforcement in order to address certain emerging forms of family violence, such as elder abuse, sibling violence, and response to the under-served immigrant communities. It is apparent that collaboration is the key to making an impact on the issue, but collaboration needs organization, and leadership is needed for effective organization and response.

Implications

Implications on Leadership

The issue of combating family violence in the year 2005, has significant implications on leadership. The answer to the question of what that role will be depends upon what the leaders of large urban police departments do about the problem. Law enforcement's role has been changing rapidly with the development of community-oriented policing strategies. Organizations that have successfully embraced this philosophy and experienced positive results

will be taking the forefront in establishing a contemporary or futuristic approach to family violence. They have already established a leadership role in their community, and they will be taking a lead role in combating it. Those agencies that have not taken a leadership role in combating family violence within their communities' face the risks portrayed in scenario two. They need to ask themselves if they are truly committed to providing public safety and service. They are behind the times and are letting the future dictate to them rather than creating their own desired future. They need to take an active and aggressive role.

The leader of any sized law enforcement organization has an opportunity to make a significant impact on family violence. They are powerful community leaders who have the attention of their respective communities. They can make change happen by their leadership position. Although several of the collaborative agencies/ stakeholders involved with the issue have community leadership roles as well, they often have less or different political influence than a chief of police. Together, however, they all can have a synergistic affect on the issue.

In order for the chief to establish the role, the department's management staff has a leadership responsibility to ensure the chief is aware of the alternatives and the complexity of the issue, and they need to develop strategic plans to address the issue for their organizations. The role of the organization will be dependent upon leadership's vision and the way in which the leadership plans for the future.

Budgetary Implications

As described in the NGT process, budgetary and financial concerns have a significant impact on the issue of domestic violence. Reaching the desired state of having a Family Services Center with several collaborative agencies working together will have an impact on department finances. Without state or federal grant money to assist with budgetary concerns,

other alternative and innovative strategies will need to be examined. Because of the seriousness of the issue and the public's demand for action, this area of concern may be challenging, but not insurmountable.

Recommendations

Police leaders must take an active role in combating family violence. They should develop strategic plans that will significantly impact the issue by causing positive events and trends to occur that will create a desired future. They should take aggressive action to avoid or mitigate negative trends and events that will have an adverse impact. The following are recommendations for police leaders to consider when developing a strategic plan and influencing trends and events that create the future:

- Law enforcement is the first responder to family violence, and law enforcement leaders should use their influence to publicly take the lead in establishing a collaborative approach to addressing the problem.
- Law enforcement leadership should work closely with local, state, and federal government to ensure that the political leadership understands the issue and places an emphasis relative to financial resources.
- Collaborative/multi-disciplined approaches should include components of victim-witness, women's center advocacy groups, governmental agencies such as child and adult protective services, probation, parole, mental health, alcohol and substance abuse support agencies, school districts, community churches, employer groups, health care professionals, and other community-based groups.
- Family Service Centers should be established so there is a place for victims to receive all of the services necessary to assist them. These centers should be designed to eliminate

victim stigmatization and instill confidence in the victims, showing them the system can work to help them.

- Law enforcement needs to place emphasis on the children and the harm that is caused to them through domestic violence and take creative steps to deal with this issue.
- Law enforcement should pay particular attention to the under-served immigrant populations and work to establish partnerships with their community-based organizations.
- Law enforcement should encourage other organizations to take leadership roles as well. When other agencies take leadership roles to combat the problem, law enforcement should remain highly visible and give full support to the other organizations.
- The issue should be addressed as a priority community problem and should be incorporated in community-oriented policing and problem-solving strategies.
- There should be increased and continual training for officers, dispatchers, and other civilian staff who have contact with victims of family crime.
- There should be a concern with elder abuse, sibling violence, and violence against people with physical or mental disabilities. These components should be added to family crime investigative units.
- Steps should be taken to encourage area colleges and universities to take part in intern programs and research collecting partnerships in order to stay up to date in the latest academic research.
- Law enforcement should encourage and support innovative programs and services that address treatment for the abusers.
- Agencies should aggressively seek sources of funding through state and federal grants and should consider an in-house grant writer specifically for family crime.

- New technology should be employed to combat family violence. For example, the use of geographic mapping information systems to identify family problem locations where department personnel are expending time and resources, identifying any related crime patterns stemming from the family, and then responding to those repeat locations with problem-solving strategies. Other types of technology should be explored; e.g., emergency cell phone distributions through philanthropic contributions and crime analysis software programs to determine time, day, and other patterns of family violence that can be used for prevention programs.

Conclusions

The problem of family violence is not going to go away any time soon, and law enforcement will continue to be the first responders to such incidents. While efforts to eliminate family violence appears to be overwhelmingly difficult, the human and economic costs of failure to try are even greater.²⁷ Law enforcement leaders have a choice as to how they will respond to the issue. They can do nothing, not fulfill their obligation to enhance public safety, and let the future be dictated. Or, law enforcement can choose the right thing to do by creating a preferred future and making a significant impact in combating the problem.

NOTES

1. IACP National Law Enforcement Policy Center, “Concepts and Issues Paper: Domestic Violence,” (Virginia: IACP, 1996), 1.
2. Ibid.,1.
3. Ibid.,1.
4. State of California, Office of the Attorney General, “Report on Arrests for Domestic Violence in California, 1998,” (Sacramento: State Printing, 1999), 4.
5. Bernadette Sewell, *Violence Against Women* (San Diego: Greenhaven Press, 1994), 18.
6. Sharon Herzberger, *Violence Within the Family* (Boulder: Westview Press, 1996), 10.
7. Ibid., xiii.
8. Ibid., 8.
9. Ibid., 8.
10. United States Department of Justice, NIJ, *Legal Interventions in Family Violence: Research Findings and Policy Implications* (Washington DC: U.S. Government Printing Office, 1998), 14.
11. Herzberger, *Violence Within the Family*, 15.
12. Ibid., 13.
13. Ibid., 15.
14. Ibid., 15.
15. United States Department of Justice, NIJ, *Legal Interventions in Family Violence: Research Findings and Policy Implications*, 29.

16. Roy Froom, “Preparing to Meet the Challenges of a Growing Elderly Population” (Sacramento: California Commission on Peace Officer Standards and Training, 1996), 18.

17. United States Department of Justice, NIJ, *Project to Develop a model Anti-Stalking Code for States* (Washington, DC: U.S. Government Printing Office, 1993), 40.

18. Herzberger, *Violence Within the Family*, 12-13.

19. *Ibid.*,15.

20. Governor’s Office of Criminal Justice Planning, “Search for Solutions: Child Abuse and Domestic Violence Nexus: Findings from the Office of Criminal Justice Planning Public Policy Forums Report” (Sacramento, CA: Governors Office of Criminal Justice Planning, 1998),11.

21. *Ibid.*,11.

22. United States Department of Justice, NIJ, *Legal Interventions in Family Violence: Research Findings and Policy Implications*, 2.

23. Herzberger, *Violence Within the Family*, 19.

24. *Ibid.*,101.

25. Governor’s Office of Criminal Justice Planning, “Search for Solutions: Child Abuse and Domestic Violence Nexus: Findings from the Office of Criminal Justice Planning Public Policy Forums Report,” 11-12.

26. James Bueerman, *Transforming Crime Prevention for the 21st Century: Risk and Protection Focused Prevention* (Sacramento: California Commission on Peace Officer Standards and Training, 1998), v.

27. Herzberger, *Violence Within the Family*, 214.

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