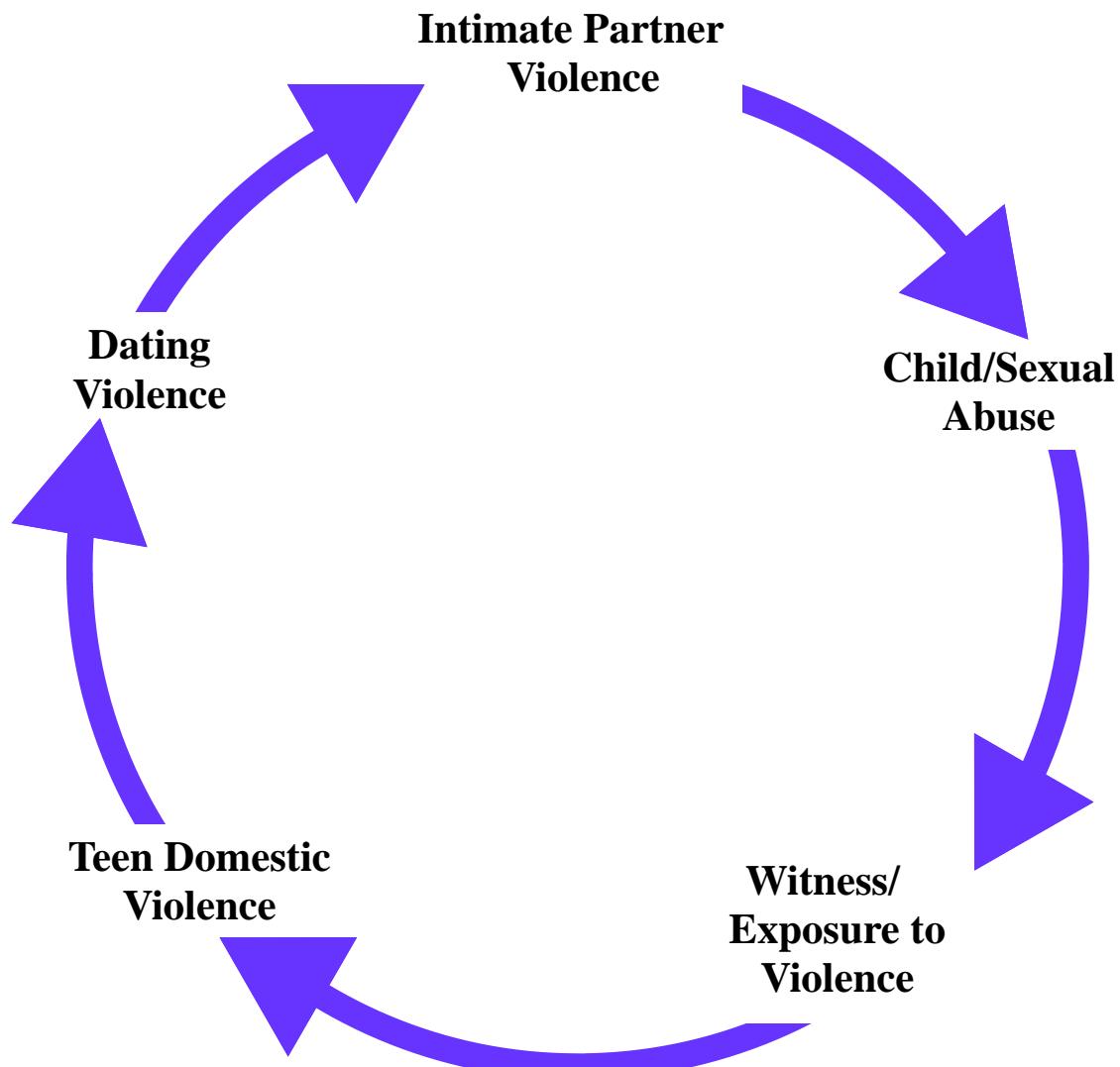


# **The Data & Evaluation Network Report on the Family Cycle of Domestic Violence in Lucas County**



## Special Thanks . . .

The Lucas County Family Council would like to thank the Data & Evaluation Network for their efforts in completing this vital report on domestic violence in Lucas County. Your significant contribution to our community is greatly appreciated.

The committee would like to acknowledge the hard work and dedication of Anna Allen, from the Family and Child Abuse Prevention Center, throughout the process of writing this report. We are especially grateful for her significant contribution to this very important project. The DEN would also like to thank the Lucas County Domestic Violence Taskforce for their input and collaboration. Hopefully, this report will serve as a useful resource for their vital work.



## **Lucas County Family Council Data & Evaluation Network: Committee Members**

---

Dan Pompa, Chair – Lucas County Juvenile Court  
Kristen Kania, Staff – Lucas County Family Council  
David Kontur - Lucas County Family Council  
Carol Haddix – Lucas County Family Council  
Celeste Hasselbach – Lucas County Juvenile Court  
Kyle Grefe – United Way of Greater Toledo  
Angelina Melendez – United Way of Greater Toledo  
Kathy Silvestri – Hospital Council of Northwest Ohio  
Rob Claypool – Lucas County Children Services  
Patricia Hall – Lucas County Children Services  
Denise Borowske – YW Child Care Connections  
Carlin Abbott – Toledo Homeless Management Information System  
Patty Lankey – Lucas County Information Services – GIS  
Cindy Ginter – Lucas County Job & Family Services  
Karen Olnhausen – Lucas County Board of Mental Health  
Mary Ellen Heben – Legal Aid of Western Ohio  
Ann Bowland – Criminal Justice Coordinating Council  
Holly Mathews – Criminal Justice Coordinating Council  
Anna Allen – Family and Child Abuse Prevention Center  
Meliss Klorer – Collaborative Network  
Bonnie Roberts – Cullen Center  
Deacon Dzierzawski – Community Partnership

# Contents

---

<b>Executive Summary</b>	<b>4</b>
<b>Introduction</b>	<b>9</b>
Comprehensive Strategy	9
Lucas County	10
<b>Background on Domestic Violence</b>	<b>11</b>
<b>Effects of Domestic Violence on the Family</b>	<b>13</b>
<b>National Perspective on Domestic Violence</b>	<b>16</b>
<b>Costs of Domestic Violence</b>	<b>19</b>
<b>Domestic Violence in Ohio</b>	<b>21</b>
Ohio Statistics	21 - 24
<b>Domestic Violence in Lucas County</b>	<b>25</b>
911 Calls	27
Domestic Violence Filings	28 - 29
Perpetrators in Lucas County	30
Civil Protection Order Filings	31
Civil Stalking Protection Order Filings	31
Corrections Data	32 - 33
<b>Lucas County Children Services</b>	<b>34</b>
<b>Lucas County Juvenile Court</b>	<b>39</b>
<b>Teen Dating Violence</b>	<b>44</b>
<b>Domestic Violence in America's Older Population</b>	<b>47</b>
<b>Male Victims of Domestic Violence</b>	<b>48</b>
<b>Local Response to Domestic Violence</b>	<b>49</b>
<b>Best Practice</b>	<b>52</b>
<b>Recommendations</b>	<b>62</b>

## **Executive Summary**

---

The Data and Evaluation Network (DEN) of the Lucas County Family Council (LCFC) was established in 2002 for the ongoing collection of data and information on community programs, services and issues. Working with other county, state and federal organizations, the DEN analyzes and researches community issues providing research-based initiatives for addressing these emerging societal concerns. This is a summary of an extensive report on domestic violence from the multiple perspectives: national, state and local.

Unfortunately, people hit and abuse family members because they can. Domestic violence is a serious, pervasive issue with far-reaching consequences throughout our society. It establishes patterns of abuse and control that are felt from one generation to the next. Its perpetrators have intimate and ongoing access to their victims, and can exercise control in physical, sexual, psychological and economic ways. Its victims live lives of oppression and isolation, and are damaged far beyond any “visible” injuries. Its consequences are felt throughout our economy and in our societal values.

While domestic violence was first acknowledged as a serious social problem in the early 1970s, there are still obstacles to realizing its full scope and impact today. Domestic violence is largely unreported. There is no nationwide organization that gathers information from local police departments. There is even disagreement about what should be included in the actual definition of domestic violence.

According to a 2002 study on children exposed to intimate partner violence by the National Resource Center on Domestic Violence, children of all ages are affected by domestic violence. Even infants and toddlers present a number of issues and behavior disorders. Many babies growing up in an environment where violence in the home is present appear detached and unresponsive to adult attention. Many battered women find it difficult to care and nurture their young ones. In response, babies may not expect their needs to be met and become passive or constantly cry and/or fuss to get attention. Infants from violent home environments may also have sleeping or eating disorders.

Children exposed to domestic violence are more likely to exhibit behavioral and physical health problems including depression, anxiety and violence toward peers. They are also more likely to attempt suicide, abuse drugs and alcohol, run away from home, engage in teenage prostitution, and commit sexual assault crimes. Some studies have suggested that as many as 10 million children a year are exposed to domestic violence (Family Violence Prevention Fund, *The Facts on Children and Family Violence*).

There are a number of difficulties associated with assessing the magnitude of the domestic violence problem – both nationally and locally. First and foremost is the fact that it often goes unreported. There are additional problems in that acts of domestic violence can show up as other types of criminal offenses (i.e., assault, menacing, sexual offenses).

In Ohio, victims of domestic violence tend to be female (75 percent), white (72 percent), married women (19 percent) and between the ages of 18 to 41 (66 percent). Offenders are typically male (75 percent), white (69 percent) and between the ages of 18 to 41 (67 percent). Domestic violence reaches many other groups directly as well, for example:

- ✓ Juveniles who abuse parents and/or grandparents
- ✓ Teens in dating situations
- ✓ Men in families (though at a much lower rate than women)
- ✓ The aging population, both as perpetrators and victims.

In Lucas County,

- ✓ Once every 28 minutes, a 911 call is received for domestic violence and/or domestic arguments
- ✓ Once every 2.6 hours, a person is being charged with domestic violence
- ✓ Once every 3.1 hours, a person is being booked into a facility on a domestic related charge.

The Toledo Police Department reports that the average amount of time spent on a domestic dispute\* call was thirty-four minutes. The average amount of time spent on a domestic violence\* call was forty-seven minutes. Using these figures, during 2004 law enforcement in Lucas County spent over 13,000 hours responding to domestic violence calls. In other words, the equivalent of seven officers is always responding to domestic violence complaints on any given day during any given time.

Domestic violence is not only time consuming for law enforcement in Lucas County. Lucas County Children Services investigates over 4600 incidents of Child Abuse and Neglect each year involving over 7500 children. Nearly 25% (or 1150) of the referrals involve families where domestic violence issues are occurring in the home.

---

\* A domestic dispute call involves non-physical confrontation in a domestic household whereas a domestic violence call involves physical violence.

Moreover, children under the age of 5 are more frequently involved in child abuse and neglect incidents with domestic violence issues. Over fifty percent of all referrals of child abuse and neglect with issues of domestic violence in the home occur in 5 zip codes within Lucas County:

- ✓ **43605:** The East Toledo area averages around 16 percent of all referrals of child abuse and neglect with domestic violence issues in the home
- ✓ **43609:** The South Toledo area, around Libbey High School, Highland Park and the Toledo Zoo, averages 13 percent
- ✓ **43608:** The North Toledo area, near Joe E Brown and Mulberry Parks, Woodward High School and Central Catholic High School, averages over 10 percent
- ✓ **43607:** The West Toledo area, around Scott Park and Calvary Cemetery and Dorr St, averages almost 8 percent
- ✓ **43612:** The area around North Towne Square, Woodlawn Cemetery, Jackman Rd. and Telegraph Rd. averages about 8 percent.

The zip code data for investigations that involve families with domestic violence issues is congruent with the zip code data from all referrals that Lucas County Children Services investigates. The five zip codes mentioned above are also the top 5 zip codes when all referrals are considered.

Most people believe domestic violence is a crime committed by adults on other adults that are either married or involved in an intimate relationship. The majority of the literature and research deal with domestic violence as an adult crime. Youth are seen only as victims. The literature is rich with research showing the correlation between exposure to domestic violence and the likelihood of future delinquent and violent behavior but limited on effective responses in breaking the cycle of violence. Juveniles are rarely viewed and studied as perpetrators of domestic violence. Instead their actions are minimized by placing it into a category called family violence, which refers to all forms of violence that occur within a home.

Annually, over 600 cases are referred to the Lucas County Juvenile Court on charges of domestic violence. Domestic violence was the leading offence at the Lucas County Juvenile Detention Center in 2004 accounting for 8% of all beds. During the course of the year, six (6) beds in detention were always occupied by a youth charged with domestic violence. Domestic Violence became the second leading booking offense during 2004, representing 9% of all bookings into the Juvenile Detention Center.

## Recommendations

The Lucas County domestic violence prevention community is working hard on solutions for this comprehensive issue. Toledo and Lucas County have amassed a wide range of emergency, transitional and long-term housing providers for victims of domestic violence. In addition, the community offers many other counseling, medical and legal services. However, there is the long-term need for prevention – both at the primary level (before abuse ever occurs) and on the targeted or secondary level (for those who have been exposed to domestic violence or are at risk). The Centers for Disease Control treats domestic violence as a public health issue, focusing on promoting healthy attitudes, beliefs and behaviors to protect against perpetration or victimization. Health promotion seeks to minimize risk factors while enhancing protective factors and changing attitudes, behaviors and beliefs.

### **Recommendation #1: Provide Training for Direct Service Staff Working with Families in Lucas County**

Domestic violence, intimate partner violence, and dating violence are all terms used to describe abusive relationships. Community professionals that interact with families and children will certainly encounter violent relationships among those they serve. Locally, it is imperative for professionals to understand the dynamics of relationship violence, to have the ability to recognize relationship violence, and to understand ways that they can effectively prevent the development of abuse and to how to appropriately intervene.

An effective community training program should include a comprehensive explanation of domestic violence, the characteristics of abuse, information about its prevalence, demographics, root causes, risk and protective factors and costs of violent relationships. Trainings should also include information about victims, appropriate interventions and supports, accountability and treatment of abusers, and effects of witnessing violence on children. Time should also be granted for practical application within specific fields, including the importance of workplace policy and procedure and prevention and intervention efforts specific to an organization's field of influence.

### **Recommendation #2: Coordinate Cross-System Data Collection on Domestic Violence**

Through this analysis of domestic violence, a significant issue surfaced – lack of coordinated data collection. There are no protocols on collected unified data on incidents or victims of domestic violence across jurisdictions. Further, there is no central authority on the county, state or federal level overseeing the collection of this information. It can be concluded, therefore, that the true scope of the issue, including the true costs associated with domestic violence, cannot be fully realized. The development of a coordinated collection of data would address this information gap. At minimum, the data collection would include the following elements:

- ✓ Incidents of domestic violence (minimum of who, what, where, when)
- ✓ Client feedback
- ✓ Agency performance measures and outcomes
- ✓ Costs associated with domestic violence.

Further, it is essential for the county and the surrounding municipalities to work collaboratively on this issue. While current data indicate the greatest numbers of incidents occur in the City of Toledo, the residents of the surrounding communities within Lucas County should also be afforded the same protections.

#### **Recommendation #3: Formulate a Judicial Response to Adolescent Domestic Violence**

A greater understanding of the issues and nuisances of adolescence domestic violence has occurred with the release in 2005 by the Lucas County Juvenile Court of the draft report on Juvenile Domestic Violence. With this information the Juvenile Court should formulate a judicial response to adolescent domestic violence. This could include a screening instrument, appropriate victim response, and the development of research based violence intervention programs and services for the perpetrators. There should be recognition that family/intimate violence can be referred as assault offenses and need the same consideration as a domestic violence complaint. A special committee of interested community partners and members of the Lucas County Domestic Violence Task Force should assist the Court in developing an appropriate response.

#### **Recommendation #4: Promote Collaboration among Agencies Serving Victims of Domestic Violence**

Another key component to successfully combating domestic violence in Lucas County is to promote collaboration among agencies that serve victims. Victims need to have seamless access to services. This can be achieved through several methods. The development of a system that allows agencies to communicate efficiently and effectively regarding usage of services through universal releases, centralized intake and a unified database are examples of means that will allow community providers the means to better serve victims of domestic violence.

#### **Recommendation #5: Provide a Community Education Program**

A community education program promoting domestic violence prevention and awareness, increasing knowledge of available services, and encouraging responsible legislation should be implemented. Included in the community education program would be a component that addresses dating violence. From the parental and child perspective it needs to address matters of healthy and unhealthy relationships, prevalence of the problem, identification, appropriate responses, and legal and social resources. Some states have legally mandated schools to include curriculums designed to teach students about healthy relationships. This is not an issue that should be thrust upon our educational system, but one that needs to be addressed from the larger community perspective. That community perspective would include all youth serving agencies, education, government, the faith community, law enforcement, and others interested in this topic.

## **Introduction**

---

The central focus of the Lucas County Family Council (LCFC) is to create, improve, increase and promote a seamless system of care for children and families throughout Lucas County. According to the Ohio Revised Code (ORC) § 121.37, the LCFC is charged with inventing new approaches to achieve better results for families and children; developing and implementing a process that maintains a system of accountability; improving the response of different agencies to the needs of children and families; and, ensuring ongoing input from a broad range of families who are receiving services within the county system.

Fundamental to successfully achieving these responsibilities is the on-going collection of data and information on community programs, services, and issues. Therefore, the LCFC convened a committee, the Data and Evaluation Network (DEN), comprised of data, research and/or program evaluation specialists from the various public and private systems represented on the Council, to address this vital community need.

The purpose of the DEN is to establish a development round-table or forum where community issues can be analyzed and researched. The primary function of the DEN is to coordinate the systematic collection and reporting of data and information for community planning and evaluation purposes.

### **Where It All Began - Comprehensive Strategy**

In 1998, the national Office of Juvenile Justice and Delinquency Prevention (OJJDP) announced Ohio's selection to participate in the Comprehensive Strategy for the Prevention of Serious, Violent, and Chronic Juvenile offenders. Lucas County was one of six Ohio counties included in the process. The OJJDP Comprehensive Strategy initiative provided communities with a framework for preventing delinquency, intervening in early delinquent behavior, and responding to serious, violent, and chronic offending.

The initiative started as an unprecedented collaborative effort to prevent juvenile delinquency and promote the positive development of children. It provided our community with a new way to combat juvenile crime based on a community level, research based, data-driven, and outcome-focused model.

In May 2000, Lucas County issued a report based on an extensive analysis of community data. The plan was to fulfill the vision developed for Lucas County, and to address the five identified risk factors by capitalizing on community, neighborhood and individual strengths and assets. The vision developed under the Comprehensive Strategy initiative for Lucas County is that we will be a community -

- ✓ That supports parents in caring for their children
- ✓ Where families set their own goals and provide a loving, nurturing, supportive and safe environment
- ✓ Where parents are the primary service specialists for their children and will provide opportunities for their growth
- ✓ Where the community will support parents with the necessary assistance for the care and nurturing of their children.

One of the key priorities from the Comprehensive Strategy initiative was to implement a process by which data would be collected, processed and distributed in relationship to the priorities set by the implementing agencies. The goal was to continually update data as well as make it easily and readily available to persons, agencies and organizations. This report and the committee that compiled the data and information for this report are two key elements assisting our community as we move closer to achieving the goals set through the Comprehensive Strategy initiative. Currently, the Lucas County Family Council serves as the coordinating body for the Comprehensive Strategy.\*

### **Lucas County**

Bordering on Lake Erie and the State of Michigan, Lucas County is located in the northwest portion of Ohio. Both the Ottawa and Maumee rivers flow through Lucas County and the Port of Toledo providing access to the Great Lakes and international shipping. Lucas County covers 340.4 square miles with Toledo serving as the major metropolitan area and county seat. The county has a listed Census population of over 455,000, which signifies a population loss of 1.6 percent since 1990. Projections for 2010, 2020, and 2030 indicate a further erosion of the population base will occur. The total county minority population is listed at 25 percent. African-Americans represent the largest minority group at 17 percent.

The City of Toledo has a listed population of 313,619 representing 69 percent of the county population. Toledo had a population loss of approximately 6 percent from 1990 to 2000 while the suburban areas of the county experienced some net gains to offset the county loss.

---

\* The state of Ohio renamed *Comprehensive Strategy* to *Partnerships for Success* in 2002.

## **Background on Domestic Violence**

---

Domestic violence is a problem with far-reaching consequences for the victims as well as their children and the communities in which they live. This violence is not bound by social or economic issues. It reaches into every corner of our society establishing patterns of abusive and coercive behaviors that adults or adolescents use against their intimate partners. This pattern of purposeful behavior is directed at achieving compliance from or control over the victim. These behaviors can include all or any combination of physical, sexual, and psychological attacks, as well as economic oppression and isolation. In domestic violence, perpetrators have on-going access to their victims, know their daily routines and vulnerabilities, and can continue to exercise considerable physical and emotional control over the daily lives of their victims after violent episodes ended. Domestic violence is not an isolated, individual event, but rather a pattern of behaviors used against an intimate partner. Each episode of domestic violence is connected to the other as a continuum of power and control.

Although violence against women has most likely been an issue for a very long time, it first came to be acknowledged as a serious social problem in the early 1970s (Kennedy, 1996). Women's advocates began working on raising public concern about the problems of domestic violence, providing shelters for battered women, and increasing the number and scope of legal services available to victims. The first hotline for battered women was established in 1974 by Women's Advocates in St. Paul, Minnesota, and the first shelter for battered women was established the same year in Pasadena, California. In 1979, the Office on Domestic Violence was established in the U.S. Department of Health and Human Service, but it was closed in 1981. It would not be until 1995 that the Office on Violence Against Women would be created to implement the 1994 Violence Against Women Act (VAWA) and to lead the national effort to stop domestic violence, sexual assault and stalking of women.

The precise incidence of domestic violence in the United States is difficult to determine for several reasons:

- It often goes unreported, even on surveys;
- There is no nationwide organization that gathers information from local police departments about the number of substantiated reports and calls;
- There is disagreement about what should be included in the definition of domestic violence.

However, the U.S. Department of Justice Bureau of Justice Statistics (BJS) published a report in May, 2000 that sheds some light on part of domestic violence. Their report is based on their own surveys (National Crime Victimization Survey),

and on data from the FBI (homicide data). In their report, they define domestic violence as violent crimes by current or former spouses, boyfriends, and girlfriends.

### **The Cycle of Violence**

Research has found that men who as children witnessed their parents' domestic violence are twice as likely to abuse their own wives as sons of nonviolent parents (Strauss, M. & Gelles, R., 1990).

Violent crimes include lethal (homicide) and non-lethal (rape, sexual assault, robbery, aggravated assault, and simple assault) offenses. From their data, we can say that in 1998, women experienced at least 900,000 violent offences at the hands of an intimate, and men were victims of at least 160,000 violent crimes by an intimate partner. Their report did not mention emotional abuse, harassment or stalking. So, more than 1 million violent crimes were committed against persons by their current or former spouses, boyfriends, or girlfriends.

Further, one study estimated that more than 3 percent (approximately 1.8 million) of women were severely assaulted by male partners or cohabitants over the course of a year, while other studies indicate the percentage of women experiencing dating violence, including sexual assault, physical violence, or verbal and emotional abuse, ranges as high as 65 percent (Osofsky, 1999).

## **Effects of Domestic Violence on the Family**

---

“Trauma” can be defined as an event that threatens one’s life, safety or wellbeing and results in feelings of fear, terror and/or helplessness. All family members, from infants to seniors, who live with adults inflicting and/or victimized by violence witness some aspect of violence. They see, hear, feel and sometimes experience this abuse of power directly and the experience is virtually always traumatic.

If they do not see hitting, they see the bruises and the fearful reactions. If they do not hear fighting or raging, they hear the cold silence. If they do not feel the impact of a punch, they feel the conflicting needs to escape AND to protect their loved ones. They learn when to go-for-help and when to keep-your-mouth-shut. They are, at the very least, constantly distracted. One path to safety might be to focus on the needs and wants of a violent adult, at the expense of the child’s own mental and emotional development. For example, if an adult caregiver isolates the child, the child’s ability to form close peer relationships and to interact with the world are very limited. If a batterer undermines children’s relationships with their mom, the children lose a chance for a positive relationship with a nonviolent adult. Verbal abuse can cause children to believe they have no personal strengths or even adequacy. Healthy development is seriously compromised.

Violence creates longing for relief from fear or terror. Cycles of abuse can result in traumatic bonding, in that “...the person who brings the soothing relief is the same one who perpetrated the abuse. The typical response...is to feel thankful for the kindness, to be eager to forgive, and to form a belief that the abuser actually cares deeply for him or her...” (Bancroft & Silverman, 2002). “...(T)he victim is likely to come gradually to confuse love and abuse just as the perpetrator does, though for different reasons; the fact that loving behavior so often closely follows or precedes incidents of mistreatment causes the two to become traumatically linked in the victim’s psychology” (Dutton & Painter, 1993). Children viewing the world from a violent home environment often see at least one adult as immature, unintelligent, manipulative, and pitiful. They watch adults behave in frightening, controlling, inconsistent ways. They learn to keep family secrets and to feel ashamed. They feel the power of emotional abuse, heartfelt apologies and, all too often, the terrifying return to violence. “Family dynamics in the presence of domestic violence are shaped by a complex weave of factors involving the relationship between the parents, the relationship of each parent to each child, and the relationship of the family to the outside world” (Bancroft & Silverman, 2002).

### **The Effect on Children**

Findings of 29 articles indicated that children who witness domestic violence are at risk for maladaptive responses in one or more of the following areas of functioning: behavioral; emotional; social; cognitive; and/or physical (Kolbo, J., Blakley, E., & Engleman, D., 1996).

Research describes that child victims and witnesses of family violence (as early as infancy) are at an increased risk for numerous negative outcomes, including emotional, cognitive and behavioral problems. Compared to children who do not live in abusive and violent homes, those who do are more frequently found to have poor peer relationships, deficient problem solving, impaired frustration tolerance, and low academic performance (Erickson & Egland, 1987; Egland, Sroufe, and Erickson, 1983). During adolescence and adulthood, these same individuals are at an increased risk for violent behavior, substance abuse and, for females, victimization by their partners (Mullen, et.al., 1996; Barnett et.al., 1997; Jaffe, Wolfe & Wilson, 1990; Henning, 1996). Advances in medical technology are now allowing neuroscientists to document visible physical changes in the brain resulting from traumatic stress.

Both adults and children exposed to violence learn to live in a war zone; the ability to practice very basic life skills can be slightly or significantly impaired. For example, there is little time for play or companionship with a caregiver, when that caregiver is preoccupied with basic safety and survival. A violent atmosphere can be created with words, posture and gesture alone. Physical contact is not required for psychological damage to occur. “The witnessing of violence and crime, where children are ‘secondary victims’...has a high risk of causing psychological harm (Martinez & Richters, 1993; Osofsky & Scheeringa, 1997; Osofsky, Wewers, Hann & Fick, 1993) and has been covered extensively in the child trauma literature” (Pynoos & Nader, 1988 as cited in David Finkelhor, and Kathy Kendall-Tackett in D.Cicchetti & S.L. Toth).

### **The Effect on Family**

Although many adults believe that they have protected their children from exposure to domestic violence, 80 to 90 percent of the children in those homes can give detailed descriptions of the violence experienced in their families (Doyne, S., Bowermaster, J. and Meloy, R., 1999).

Ironically, people involved in violent relationships might also be very high achievers. Efforts to avoid conflict in their own lives, at all cost, can be successful for some length of time. They do not recognize the painful impact of their daily experiences until they begin to leave home, in some manner. “Getting out” might leave them feeling invincible. Others might be in a chronic state of self-defense,

perceiving threat from every angle and responding to protect themselves. Symptoms of anxiety, depression and stress-related illness are common. If they do not resolve trauma and learn about the dynamics of power and control in relationships, they are likely to soon find themselves in yet another violent home.

To a child, their violent parent remains a primary link to the world, and their relationship includes many positive aspects. “The complexity of a batterer’s behavioral tactics and personal characteristics often leads to an equally complex outlook

on him on the part of his children" (Bancroft & Silverman 2002). These are often the kids who get in trouble at school, in the neighborhood, in the community. Their unruly or violent behaviors are sometimes outrageous; it can be difficult to see past it and recognize the painful origins. Boys who are exposed to batterers are "...more than twice as likely as other boys to physically assault their mothers" (Carlson, 1990).

None of this exists in isolation. All families deal with the common and extraordinary stress of living, which is overwhelming at times for the most informed and non-violent among us. So, families being affected by violence are also managing: unemployment, floods, promotions, relocations, learning problems, addictions, politics, report cards, intrusive in-laws, tax levies, mental and physical illness, empty-nest-syndrome and everything else that affects any family.

Domestic violence is not cured by divorce, medication, job changes, arrest, incarceration or any other single factor. The family is a complex system including multi-faceted individuals; each list of priorities and every solution is unique. The cost of family violence, on individual, family and community levels combined, is exorbitant. The potential benefit of recognizing what we collectively know and promptly adjusting our community's responses accordingly, is infinite.

### **Family Pets Suffer**

Another strong indicator of domestic violence and child maltreatment is animal abuse. Pet abuse and/or the threat is one way perpetrators use to control family members. In a 1997 study researchers found that 85 percent of women at domestic violence shelters talk about pet abuse. Three quarters of women in a safe shelter reported having pets, 71 percent said their pets were threatened or harmed, and children committed or threatened the abuse one-third of the time. In a study of families being treated for child abuse, 88 percent also abused animals. In two-thirds of the cases parents used pet abuse as a way of controlling their children and in the other third children abuse pets as a way of venting anger. These studies consist of small numbers but point to an obvious link between domestic violence and child abuse (The American Humane Association, *The Next Step: Exploring the Link between Violence to People and Animals*).

## National Perspective

Physical violence is estimated to occur in 4 to 6 million intimate relationships each year in the United States (Rodriguez, 1999). Nearly one in every three adult women experiences at least one physical assault by a partner during adulthood. Approximately 4 million American women experience a serious assault by an intimate partner during a 12-month period. It is estimated that 2 million to 4 million women in the United States are assaulted by a domestic partner every year. Twelve million women (25 percent of the female population) will be abused in their lifetime. Up to 35 percent of women and 22 percent of men presenting to the emergency department have experienced domestic violence (Massey, 1999).

**The Family:** About 4 out of 10 female victims of intimate partner violence lived in households with children under age 12. Population estimates suggest that 27 percent of U.S. households were home to children under the age of 12 (Rennison, 2000). Studies suggest between 3.3 and 10 million children are exposed to domestic violence annually (Carlson, 1984). In a 1990 national survey of more than 6,000 American families, 50 percent of the men who frequently assaulted their wives also frequently abused their children (Strauss, 1990).

Family violence accounted for 11 percent of all reported and unreported violence between 1998 and 2002. Of these roughly 3.5 million violent crimes committed against family members, 49 percent were crimes against spouses, 11 percent were sons or daughters victimized by a parent, and 41 percent were crimes against other family members. The most frequent type of family violence offense was simple assault. Murder was less than half of 1 percent of all family violence between 1998 and 2002. About three-fourths of all family violence occurred in or near the

### The Effect on Young Children

According to a 2002 study on children exposed to intimate partner violence by the National Resource Center on Domestic Violence, children of all ages are affected by domestic violence. Even infants and toddlers present a number of issues and behavior disorders. Many babies growing up in an environment where violence in the home is present appear detached and unresponsive to adult attention. Many battered women find it difficult to care for and nurture their young ones. In response, babies may not expect their needs to be met and become passive or constantly cry and/or fuss to get attention. Infants from violent home environments may also have sleeping or eating disorders.

Sleeping and eating disorders are also common to toddlers and preschoolers. They have stomachaches, headaches, nightmares and show signs of anxiety, usually in the form of clinging to their mothers. Speech and motor development is delayed and they usually have difficulty displaying any emotion, other than anger.

victim's residence. Forty percent of family violence victims were injured during the incident. Of the 3.5 million victims of family violence between 1998 and 2002, less than 1 percent died as a result of the incident (Family Violence Statistics, Bureau of Justice Statistics, US Department of Justice, June 2005).

Children exposed to domestic violence are more likely to exhibit behavioral and physical health problems including depression, anxiety and violence toward peers. They are also more likely to attempt suicide, abuse drugs and alcohol, run away from home, engage in teenage prostitution, and commit sexual assault crimes. Some studies have suggested that as many as 10 million children a year are exposed to domestic violence (Family Violence Prevention Fund, The Facts on Children and Family Violence).

#### **A World Issue**

Around the world, at least one woman in every three has been beaten, coerced into sex, or otherwise abused in her lifetime. Most often the abuser is a member of her own family (Heise, 1999).

In a study conducted by Case Western Reserve University, researchers found that recent exposure to violence in the home was a significant factor in predicting future violent behavior by the child (Singer, Miller, et al, The Mental Health Consequences of Children's Exposure to Violence, Case Western University).

**Pregnancy and Domestic Violence:** Complications of pregnancy, including low weight gain, anemia, infections, and

first and second trimester bleeding are significantly higher for abused women, as are maternal rates of depression, suicide attempts, tobacco, alcohol, an illicit drug use. Pregnant and recently pregnant woman are more likely to be homicide victims than to die of any other cause (Horon, I & Cheng, D, 2001).

**The Cycle of Violence:** Men who as children were exposed to their parents' domestic violence are twice as likely to abuse their own wives as sons of nonviolent parents. One study of 2,245 children and teenagers found that recent exposure to violence in the home was a significant factor in predicting a child's violent behavior.

**Gender Trends:** Women make up three-fourths of the victims of homicide by an intimate partner. Thirty-three percent of all women murdered (based only on solved cases) are murdered by an intimate partner. Women make up about 85 percent of the victims of non-lethal domestic violence. In all, women are victims of intimate partner violence at a rate about 5 times that of males. The majority (73 percent) of family violence victims were female. Females were 84 percent of spouse abuse victims and 86 percent of victims of abuse at the hands of a boyfriend or girlfriend. While about three-fourths of the victims of family violence were female, about three-fourths of the persons who committed family violence were male (Family Violence Statistics, Bureau of Justice Statistics, US Department of Justice, June 2005).

**Racial and Ethnic Trends:** Black women and men suffer from the highest rates of domestic violence. Black females experienced domestic violence at a rate 35 percent higher than that of white females, and about 22 times the rate of women of other races. Black males experienced domestic violence at a rate about 62 percent higher than that of white males and about 22 times the rate of men of other races. The rates at which individuals report domestic violence to police vary along racial and gender lines. Hispanic and black women report domestic violence at the highest rate (approximately 65 percent to 67 percent of abuse is reported). For white females, only about 50 percent of the abuse is reported.

**Age Trends:** Domestic violence is most prominent among women aged 16 to 24.

**Economic Trends:** Poorer women experience significantly more domestic violence than higher income women. Studies consistently show that at least 50 to 60 percent of women receiving welfare have experienced physical abuse by an intimate partner at some point during their adult lives, compared to 22 percent of the general population. A significant number of women receiving welfare also report a history of physical and sexual abuse in childhood. Further, as many as 30 percent of women on welfare report abuse in a current relationship.

**Marital Status:** For both men and women, divorced or separated persons were subjected to the highest rates of intimate partner victimization, followed by never-married persons. A large proportion of reported domestic violence happens after the partners are separated. Since threats and violence are control strategies used by the batterer, the woman's leaving may threaten his sense of power and increase his need to control the woman and children. There is evidence, for example, that many stalking crimes involve abusive former spouses, boyfriends, or domestic partners. Child custody and visitation arrangements also may become an ongoing scenario for intimidation, threats, and violent behavior. Threats may be made to hurt the children and other family members. Often the battered woman returns to the batterer out of fear of increased violence and loss of control of the children as well as optimistic submission to his charm and his promises never to hurt her again.

**Workplace Issues:** Intimate partner violence victims lose nearly 8.0 million days of paid work each year – the equivalent of more than 32,000 full time jobs and nearly 5.6 million days of household productivity. Homicide is the leading cause of death for women in the workplace (American Institute on Domestic Violence, 2001). Lost productivity due to domestic violence is placed at 727.8 million a year (Costs of Intimate Partner Violence Against Women in the United States, Centers for Disease Control and Prevention, 2003). A study indicated that 74 percent of battered women report being harassed by their partner while they were at work (Family Violence Prevention Fund, 1998, the Workplace Guide for Employers, Unions, and Advocates).

## **Cost of Domestic Violence**

---

The effects of domestic violence are obviously enormous, but are impossible to measure. Our entire community suffers. The effects can be seen at bus stations, fast-food restaurants, and schools. You can see it on television and in jails. You can see it in people's faces on the street - hopelessness, pessimism, hard-headedness, and meanness. A person's spirit is priceless, and a broken spirit costs more than can be measured in dollars.

Still, think about the cost of domestic violence in terms of just dollars and cents, and it's devastating. Nearly 18 million violent and non-violent crime victimizations (77 percent of all victimizations) resulted in economic losses in 2002. Crime is estimated to create \$105 billion in medical expenses, lost earnings, and costs for victim services. Victims of violent crime and their families received health benefits totaling \$442 billion in federal fiscal year 2003. This represented an increase of \$26 million from the previous year. When considering these numbers, consider that approximately 78 – 80 percent of domestic violence cases are dismissed.

Medical expenses were 48 percent of all victim compensation payments in 2003; lost wages comprised 21 percent of the total; and, mental health counseling for crime victims represented 12 percent of the total. **The average loss to female victims of intimate violence in medical expenses is put at 61 million.** The figure increase to 151 million when broken or stolen property is included; and an additional 65 million annually would be added if indirect costs (pain and suffering, and loss of quality of life) were included.

- Up to 54 percent of women seeking emergency services, up to 66 percent of women seeking general medical care, and up to 20 percent of women seeking prenatal care report experiencing domestic violence.
- Victims of abuse also require mental health care.
- There is enormous cost to the state in the form of time spent by law enforcement officers, courts, lawyers, public health workers and more.
- There is cost to social welfare organizations in the form of money and donated time to staff and run shelters, counseling services, hotlines, and more.
- There is cost to the productivity of our workforce in the form of absenteeism, worker re-training, and decreased productivity.
- The educational system is required to provide specialized services to children suffering from attention and behavioral problems resulting from domestic violence.

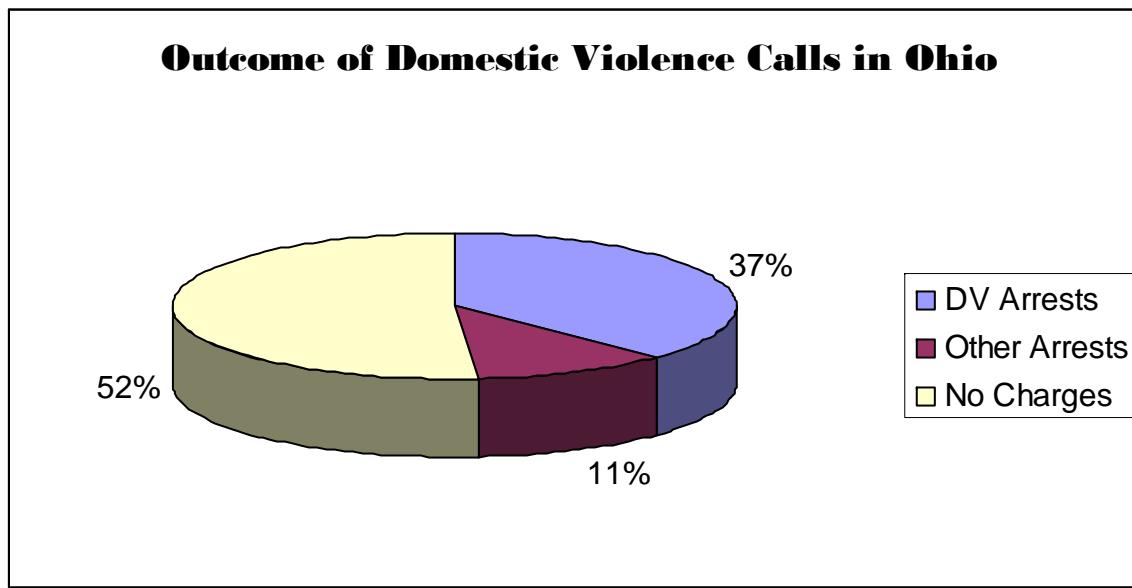
Now think about the fact that children growing up in a house with domestic violence will grow up and require medical care for stress-related illnesses, mental health care for anxiety, depression, panic, and shock. They will likely end up costing the state money in the legal system, will earn less than their peers because of their academic difficulties as children and because they may have lost the optimistic and risk-taking qualities necessary to become successful, and finally, they will likely raise children who will in turn continue the cycle.

## **Domestic Violence in Ohio**

According to the Ohio Revised Code (ORC) 2919.25, the issue of domestic violence is addressed as follows:

- (A) No person shall knowingly cause or attempt to cause physical harm to a family or household member.
- (B) No person shall recklessly cause serious physical harm to a family or household member.
- (C) No person by threat of force shall knowingly cause a family member or household member to believe that the offender will cause imminent physical harm to the family or household member.

A family or household member is defined as any of the following who is residing or has resided with the offender: a spouse; a person living as a spouse; a former spouse; a parent or child of the offender; another person related by consanguinity or affinity; a parent or child of a spouse, former spouse, or person living as a spouse; or another person related by consanguinity or affinity to a spouse, former spouse, or person living as a spouse of the offender; or, the natural parent of any child of whom the offender is the natural parent or is the supposed other natural parent.



Beginning in 2004, the Ohio Attorney General's Office began an aggressive effort to comply with Ohio Revised Code 3113.32. That law requires the Bureau of Criminal Investigation (BCI) to create a reporting mechanism for local law enforcement agencies for intimate partner/domestic violence incidents. It further requires BCI to issue an annual report of its findings. These reports are available online at [www.ag.state.oh.us](http://www.ag.state.oh.us). (There is no comparable data prior to 2004 due to low reporting compliance and variance in data collection according to the Attorney General's office.) The Ohio Attorney General's Office reported that 37,873 domestic violence arrests were made from 101,580 calls in Ohio during 2004. According to the numbers provided, over half (51 percent) result in no charges being filed while 11 percent were charged with an offense other than domestic violence. In 1994, there were 129 domestic violence fatalities reported in Ohio. Based on 2004 data from the Ohio Attorney General's Office, victims of domestic violence in Ohio are female (75 percent), Caucasian (72 percent), wives (19 percent), and between the ages of 18 to 41.

OHIO DV VICTIM BY RACE/ETHNICITY	
Asian	275 or <1%
African-American	14,771 or 23%
Caucasian	46,981 or 72%
Native American	238 or <1%
Hispanic	1,154 or 2%
Other	1,517 or 2%
<b>TOTAL</b>	<b>64,936</b>

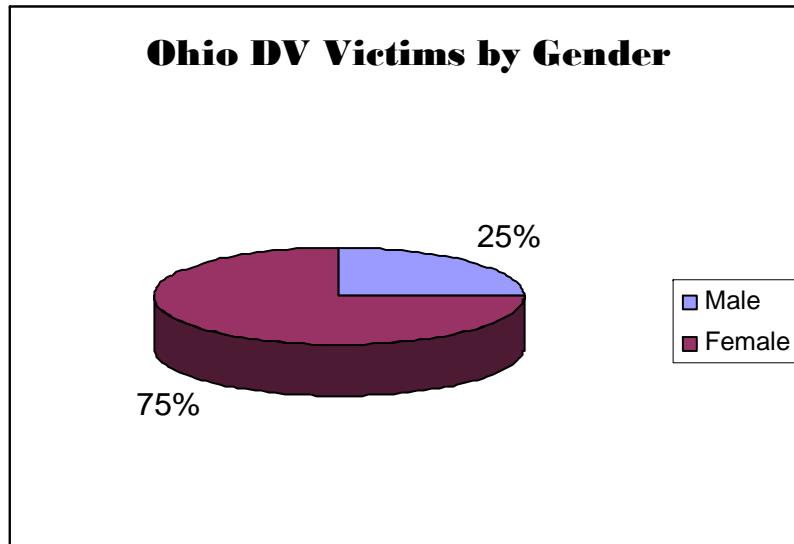
SOURCE: 2004 OHIO ATTORNEY  
GENERAL'S OFFICE

OHIO DV VICTIM BY AGE	
0-17	5,888 or 9%
18-41	43,223 or 66%
41-64	14,640 or 23%
65-84	1,362 or 2%
85 and older	83 or <1%
<b>TOTAL</b>	<b>65,196</b>

SOURCE: 2004 OHIO ATTORNEY  
GENERAL'S OFFICE

OHIO DV VICTIM BY RELATIONSHIP	
Wife	16,673 or 19%
Husband	5,352 or 6%
Parent	9,149 or 11%
Non Spousal with Child	10,226 or 12%
Child/Children	6,169 or 7%
Other Family Member	7,865 or 9%
Former Spouse	2,088 or 2%
Live-In Partner	13,738 or 16%
Other	15,530 or 18%
<b>TOTAL</b>	<b>86,790</b>

SOURCE: 2004 OHIO ATTORNEY  
GENERAL'S OFFICE



SOURCE: 2004 OHIO ATTORNEY GENERAL'S OFFICE

Based on 2004 data from the Ohio Attorney General's Office, offenders of domestic violence in Ohio are male (75 percent), Caucasian (69 percent), and between the ages of 18 to 41 (67 percent).

<b>OHIO DV OFFENDER BY RACE/ETHNICITY</b>	
Asian	301 or <1%
African-American	16,275 or 26%
Caucasian	43,604 or 69%
Native American	235 or <1%
Hispanic	1,437 or 2%
Other	1,144 or 2%
<b>TOTAL</b>	<b>62,996</b>

SOURCE: 2004 OHIO ATTORNEY GENERAL'S OFFICE

<b>OHIO DV OFFENDER BY AGE</b>	
0-17	7,599 or 12%
18-41	41,990 or 67%
41-64	12,295 or 20%
65-84	750 or 1%
85 and older	103 or <1%
<b>TOTAL</b>	<b>63,137</b>

SOURCE: 2004 OHIO ATTORNEY GENERAL'S OFFICE

## Ohio Statistics: Civil Protection Orders

Victims of domestic violence have a right to get protection orders from the court. A protection order is designed to stop violent and harassing behavior as well as protect the person and/or his/her family from the abuser. A protection order is intended to prohibit abuse from the one of the following:

- ✓ Spouse or ex-spouse
- ✓ Parent or step-parent
- ✓ Child or step-child
- ✓ Other persons related by blood or marriage
- ✓ Anyone who resides in the home or has resided in the home in the past (such as boyfriend or girlfriend)
- ✓ Anyone with whom they have had a child (even if never resided together).

There are different kinds of protection orders issued by the courts. A **temporary protection order** is issued when a criminal charge of domestic violence or stalking are filed. The order only lasts during the time the criminal case is before the Court. A **civil protection order** is issued at any time and is used when the abusive person and the victim is a family member or living together. These orders can last up to five years and a criminal charge does not have to be filed. A **stalking protection order** is issued at any time when the abuser is a former intimate partner or a stranger.

A civil protection order can be issued for any one of the following situations:

- ✓ Order abuser to refrain from abusing
- ✓ Keep abuser from entering the home, school, business or place of employment of victim or their children
- ✓ Evict abuser from the residence
- ✓ Forbid abuser from owing or buying firearms
- ✓ Grant any other relief that the court considers equitable and fair.

Violating protection orders can result in the abuser being fined or jailed. Protection orders can also be modified or extended. In Ohio, the filing of civil protection orders have increased by 13 percent from 2002 to 2004.

OHIO – HISTORICAL DV CIVIL PROTECTION ORDERS ISSUED		OHIO DV CIVIL PROTECTION ORDERS ISSUED IN 2004	
2002	15,497	New Filings	17,447
2003	16,219	Cases Pending	1,488
2004	17,447	Reactivated and Transfers	1,064
		TOTAL	19,999
		Total Terminations	18,545
		Cases Pending at End of Year	1,454

## **Domestic Violence in Lucas County**

---

There are a number of difficulties associated with assessing the magnitude of the domestic violence problem – both nationally and locally. First and foremost is the fact that it often goes unreported. There are additional problems in that acts of domestic violence can show up as other types of criminal offenses (i.e., assault, menacing, sexual offenses). In Ohio, there is no provision in the state code for dating violence, which according to the research is prevalent in both elementary and high schools, and on college campuses.

The legal system is divided into two areas: criminal law and civil law. The **criminal law system** handles all cases involving a person being accused of violating a criminal statute. In the case of domestic violence a petition is filed charging the abuser with a crime. In Lucas County, domestic violence offenses are handled by one of the four Municipal Courts (Toledo, Oregon, Maumee, or Sylvania). The Juvenile Court handles all matters involving juveniles in the county.

**Civil law** handles dispute between parties where neither party may be accused of committing a crime. The court is being asked to make an order protecting the victim from the abuser. In Lucas County, Civil Protection Orders (CPO's) are under the jurisdiction of the Domestic Relations Court and Civil Stalking Protection Orders (CSPO's) are filed in the General Trial Division.

### **In Lucas County,**

- ✓ Once every 28 minutes, a 911 call is received for domestic violence and/or domestic arguments
- ✓ Once every 2.6 hours, a person is being charged with domestic violence
- ✓ Once every 3.1 hours, a person is being booked into a facility on a domestic related charge.

### **Domestic Violence: Court Case Conviction and Recidivism in Toledo**

In October of 2004, the University of Toledo's Urban Affairs Center released a research study conducted by Lois A. Ventura, University of Toledo Department of Criminal Justice, and Gabrielle Davis, University of Toledo College of Law. The report examined the relationship between misdemeanor domestic violence convictions and recidivism in the Toledo Municipal Court. The study consisted of an analysis of domestic violence cases filed between April 1, 2000 and March 31, 2001. The study consisted of 519 randomly selected cases. Additionally, each case was tracked for one year following sentencing.

The study investigated two key questions:

1. Does a misdemeanor domestic violence conviction have a deterrent effect on recidivism during a one year follow-up period?

2. Does the nature of the violence, prior record, or demographic characteristics of the batterer have any bearing on a conviction or dismissal?

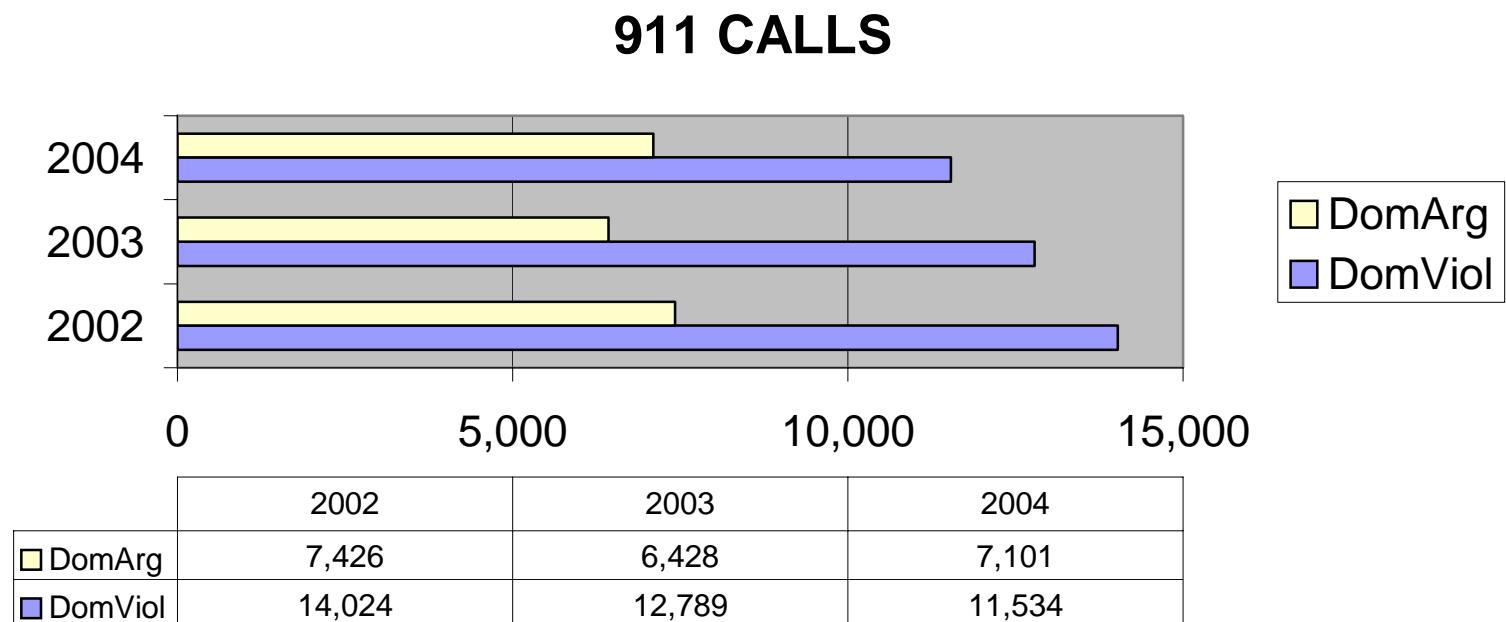
The executive summary listed the major findings as:

- ✓ Most accused batterers had a history of prior arrest for domestic violence and/or some other offense.
- ✓ Batterers who had more prior violent felony charges in their criminal records were more likely to have their most recent domestic violence charge dismissed.
- ✓ Batterers who reportedly punched or threw their victims were more likely to be convicted of domestic violence than those who committed other types of violent acts.
- ✓ Race and income did not appear to have any influence on recidivism; though batterers who were younger, male, and had multiple prior arrests for domestic violence were more likely to recidivate.
- ✓ The most powerful influence on domestic violence recidivism was a history of arrests on domestic violence charges.
- ✓ Domestic violence convictions had a moderate deterrent affect on domestic violence recidivism.
- ✓ The deterrent value associated with convictions tended to weaken when the sanction imposed was a suspended sentence without probation or merely a fine.

The full publication is available for download at the University of Toledo's Urban Affairs Center website,  
<HTTP://uac.utoledo.edu>.

## 911 Calls in Lucas County

Domestic violence is a real issue for Lucas County. The following graph represents the number of 911 calls received for domestic violence (DomViol) and domestic argument (DomArg). A domestic violence call involves physical violence whereas a domestic argument or domestic dispute call involves non-physical confrontation. The number of calls received for domestic violence has decreased by 18 percent between 2002 and 2004. Further, domestic argument calls have also decreased by 4 percent between 2002 and 2004. According to the Toledo Police Department the average amount of time spent on a domestic dispute call was 34 minutes. The average amount of time spent on a domestic violence call was 47 minutes. Using these figures, during 2004 law enforcement in Lucas County spent over 13,000 hours responding to these calls. In other words, the equivalent of seven officers is always responding to domestic violence complaints on any given day during any given time.



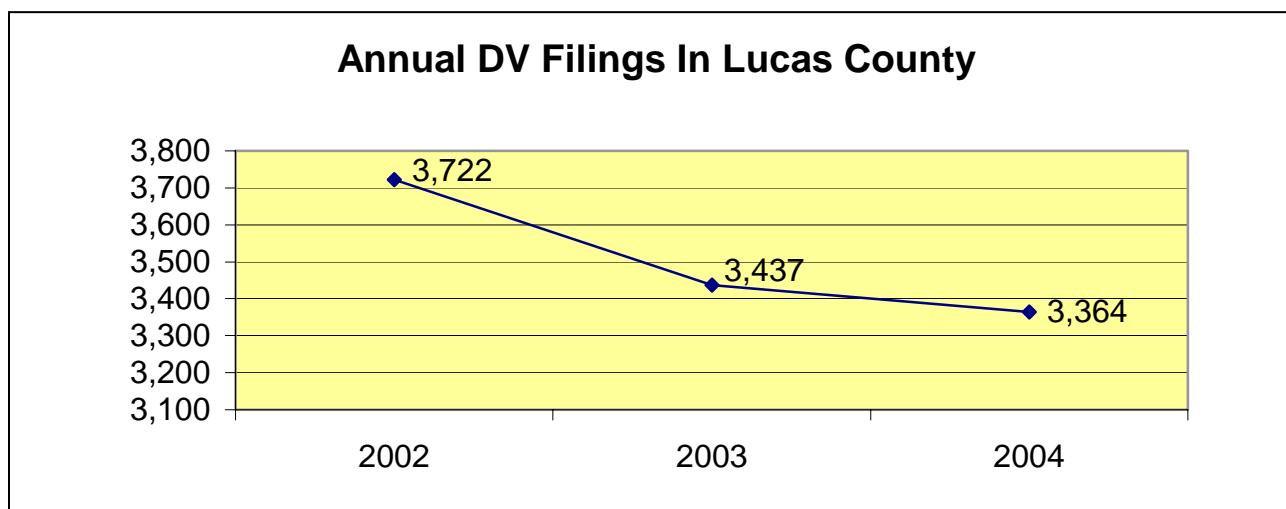
SOURCE: LUCAS COUNTY EMERGENCY SERVICES

### Domestic Violence Filings in Lucas County

According to the figures gathered locally through the Toledo Municipal Court, Lucas County Juvenile Court and Suburban Court Services, the filing of domestic violence offenses has been declining in Lucas County. A 14 percent decrease was reported from the four municipal courts and a 12 percent increase was reported from juvenile court between 2002 and 2004.

<b>NUMBER OF ANNUAL DOMESTIC VIOLENCE FILINGS IN LUCAS COUNTY</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
Toledo	2,747	2,454	2,359
Sylvania	188	177	159
Maumee	102	97	105
Oregon	79	48	60
Juvenile Court	606	661	681
<b>Totals</b>	<b>3,722</b>	<b>3,437</b>	<b>3,364</b>

SOURCE: TOLEDO MUNICIPAL COURT CLERK OF COURTS, LUCAS COUNTY JUVENILE COURT, SUBURBAN COURT SERVICES



SOURCE: TOLEDO MUNICIPAL COURT CLERK OF COURTS, LUCAS COUNTY JUVENILE COURT, SUBURBAN COURT SERVICES

When comparing the number of domestic violence filings in the Toledo Municipal Court over a three year period, the number of dismissals was high. Between 2002 and 2004, 82.4 percent of the domestic violence cases were dismissed. Although filings can span a number of years before definitive action (e.g., dismissal, conviction) is taken, the percentage of domestic violence cases dismissed during the reported time was still particularly high. In a study\* on domestic violence cases in Toledo Municipal Court, filings between April 2000 and March 2001 were analyzed. Of the 1,982 domestic violence cases filed in Toledo Municipal Court during this time period, 67.6 percent resulted in dismissal. Only 23.8 percent of the cases resulted in conviction, while 8.6 percent remained pending as of September 30, 2002.

<b>NUMBER OF DV FILINGS DISMISSED*</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
Toledo	2,192	1,878	2,160
Juvenile Court	297	335	366

SOURCE: TOLEDO MUNICIPAL COURT CLERK OF COURTS, LUCAS COUNTY JUVENILE COURT

\* SUBURBAN COURT SERVICES DOES NOT COLLECT THIS INFORMATION.

The prosecution and resolution of domestic violence cases consume a large part of the Toledo Municipal Court docket (28 percent in 2004). Once every 2.6 hours a person is being charged with domestic violence in Lucas County.

<b>PERCENT OF DV FILINGS OF CRIMINAL DOCKET</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
Toledo	20%	21%	28%
Sylvania	7%	8%	6%
Maumee	7%	7%	8%
Oregon	4%	4%	4%
Juvenile Court	6%	6%	6%

SOURCE: TOLEDO MUNICIPAL COURT CLERK OF COURTS,  
LUCAS COUNTY JUVENILE COURT, SUBURBAN COURT SERVICES

\* The University of Toledo's Urban Affairs Center report by Lois A. Ventura, University of Toledo Department of Criminal Justice, and Gabrielle Davis, University of Toledo College of Law, is further discussed on pages 25 – 26 of this report.

## Demographics of Perpetrators in Lucas County

Based on information provided through the Toledo Municipal Court, adult perpetrators tend to be males at a much higher rate than female. According to Lucas County Juvenile Court data, juvenile perpetrators were also more likely to be male; however, the divide between male and female among juveniles was not as great as the adult perpetrators.

DOMESTIC VIOLENCE FILINGS BY PERPETRATOR: GENDER*			
	2002	2003	2004
Toledo - Male	2,428 – 88%	2,143 – 87%	2,034 – 86%
Toledo - Female	319 – 12%	310 – 13%	325 – 14%
Juvenile Court - Male	319 – 54%	414 – 63%	439 – 65%
Juvenile Court - Female	215 – 36%	247 – 37%	241 – 35%
<b>TOTAL</b>	<b>3281</b>	<b>3114</b>	<b>3039</b>

SOURCE: TOLEDO MUNICIPAL COURT CLERK OF COURTS, LUCAS COUNTY JUVENILE COURT

\* SUBURBAN COURT SERVICES DOES NOT COLLECT THIS INFORMATION.

According to data furnished by the Toledo Municipal Court and Lucas County Juvenile Court, the perpetrators' race is nearly equally split between African American and White. Although African American perpetrators represent a slightly greater percentage in the Toledo Municipal system, the reverse is true in the Lucas County Juvenile Court system where White perpetrators represents somewhat higher percentage.

DOMESTIC VIOLENCE FILINGS BY PERPETRATOR: RACE*				
	2002	2003	2004	
<b>Toledo</b>				
African-American	1,508 or 55%	1,407 or 57%	1,328 or 56%	
White	1,187 or 43%	1,004 or 41%	973 or 41%	
Other	5 or <1%	3 or <1%	9 or <1%	
Unknown	44 or 2%	39 or 2%	46 or 2%	
<b>Lucas County Juvenile Court</b>				
African-American	249 or 41%	287 or 43%	332 or 49%	
White	312 or 52%	332 or 50%	314 or 46%	
Other	42 or 7%	39 or 6%	34 or 5%	
Unknown	3 or <1%	3 or <1%	1 or <1%	

SOURCE: TOLEDO MUNICIPAL COURT CLERK OF COURTS, LUCAS COUNTY JUVENILE COURT

\* SUBURBAN COURT SERVICES DOES NOT COLLECT THIS INFORMATION.

### Civil Protection Orders and Civil Stalking Protection Order Filings in Lucas County

Between 2002 and 2004, the number of civil protection orders filings has increased 14 percent in the Lucas County Domestic Relations Court.

<b>LUCAS COUNTY CIVIL PROTECTION ORDERS (CPO's) FILED</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
CPO's filed	846	960	967

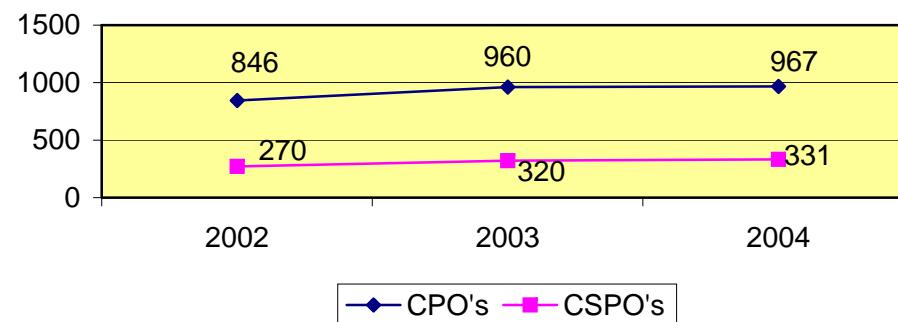
SOURCE: LUCAS COUNTY DOMESTIC RELATIONS COURT

Civil Stalking Protection Order's (CSPO's) are issued from the General Trial Division of common Pleas Court for the protection of persons who are not married and not living together. Civil Stalking Protection Order's (CSPO's) filings have increased 23 percent in Lucas County.

<b>LUCAS COUNTY CIVIL STALKING PROTECTION ORDERS (CSPO's) FILED</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
CSPO's filed	270	320	331

SOURCE: LUCAS COUNTY CLERK OF COURTS

### CPO's & CSPO's FILINGS



## Lucas County Domestic Violence Corrections Data

In Lucas County, every 3.1 hours a person is being booked into a correctional facility on a domestic violence related charge. The following tables depict the number of bookings, total number of days served, and the costs associated with housing perpetrators of domestic violence in our community.

<b>CORRECTIONS CENTER OF NORTHWEST OHIO (CCNO) DOMESTIC VIOLENCE SENTENCES</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
Bookings	960	1,106	990
Total number of days served	34,947	33,316	30,530
Average number of days served	36.4	30.1	30.8
Daily per diem	N/A	N/A	\$73
<b>Total Costs</b>	N/A	N/A	<b>\$2,228,690</b>

SOURCE: NORTHWEST OHIO CORRECTIONS CENTER

Although daily per diem costs were not available for 2002 and 2003, costs for perpetrators of domestic violence in 2004 exceeded two million dollars for the Corrections Center of Northwest Ohio (CCNO). Similarly, it cost Lucas County over eight million dollars in 2004 to house perpetrators of domestic violence in the jail.

<b>DOMESTIC VIOLENCE BOOKINGS INTO THE LUCAS COUNTY CORRECTION CENTER</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
Bookings	1,316	1,220	1,229
Total number of days served	6,975	7,198	6,637
Average number of days served	5.3	5.9	5.4
Daily per diem	N/A	N/A	\$125
<b>Total Costs</b>	N/A	N/A	<b>\$829,625</b>

SOURCE: LUCAS COUNTY SHERIFF'S DEPARTMENT

Domestic Violence accounted for 8 percent of all bed days in the Juvenile Detention Center during 2004 and was the leading offense. During the course of the year, six (6) beds in detention were always occupied by a youth charged with domestic violence.

<b>DOMESTIC VIOLENCE BOOKINGS INTO THE LUCAS COUNTY JUVENILE DETENTION CENTER</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
Bookings	455	472	503
Total number of days served	1,649	1,416	2,019
Average number of days served	3.6	3.0	4.0
Daily per diem	N/A	N/A	\$134
<b>Total Costs</b>	N/A	N/A	<b>\$270,546</b>

SOURCE: LUCAS COUNTY JUVENILE COURT

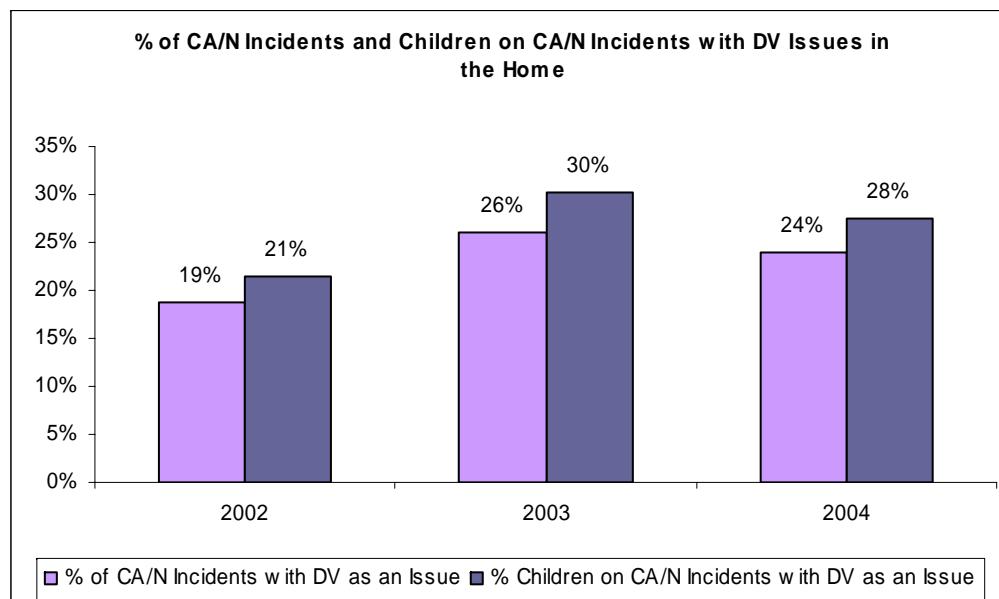
Domestic Violence has become the second leading booking offense during 2004, representing 9 percent of all bookings into the Juvenile Detention Center.

<b>DOMESTIC VIOLENCE BOOKINGS INTO THE LUCAS COUNTY CORRECTION CENTER, JUVENILE DETENTION CENTER, &amp; CORRECTIONS CENTER OF NORTHWEST OHIO</b>			
	<b>2002</b>	<b>2003</b>	<b>2004</b>
Bookings	2,731	2,798	2,722
Total number of days served	43,571	41,930	39,168
<b>Total Costs</b>			<b>\$3,328,861</b>

The number of bookings into the three secure facilities serving Lucas County has remained relatively stable over the past three years. Costs for housing domestic violence offenders exceed 3.3 million dollars a year.

## **Lucas County Children Services Domestic Violence Data**

The U.S. Advisory Board on Child Abuse suggests that domestic violence may be the single most important precursor to child abuse and neglect fatalities in this country (US Advisory Board on Child Abuse and Neglect, US Department of Health and Human Services, A Nation's Shame, Fatal Child Abuse and Neglect in the United States: Fifth Report 1995). Lucas County Children Services investigates over 4600 incidents of **CA/N (Child Abuse and Neglect)** each year involving over 7500 children. Nearly 25 percent of the referrals involve families where domestic violence issues are occurring in the home.



SOURCE: LUCAS COUNTY CHILDREN SERVICES

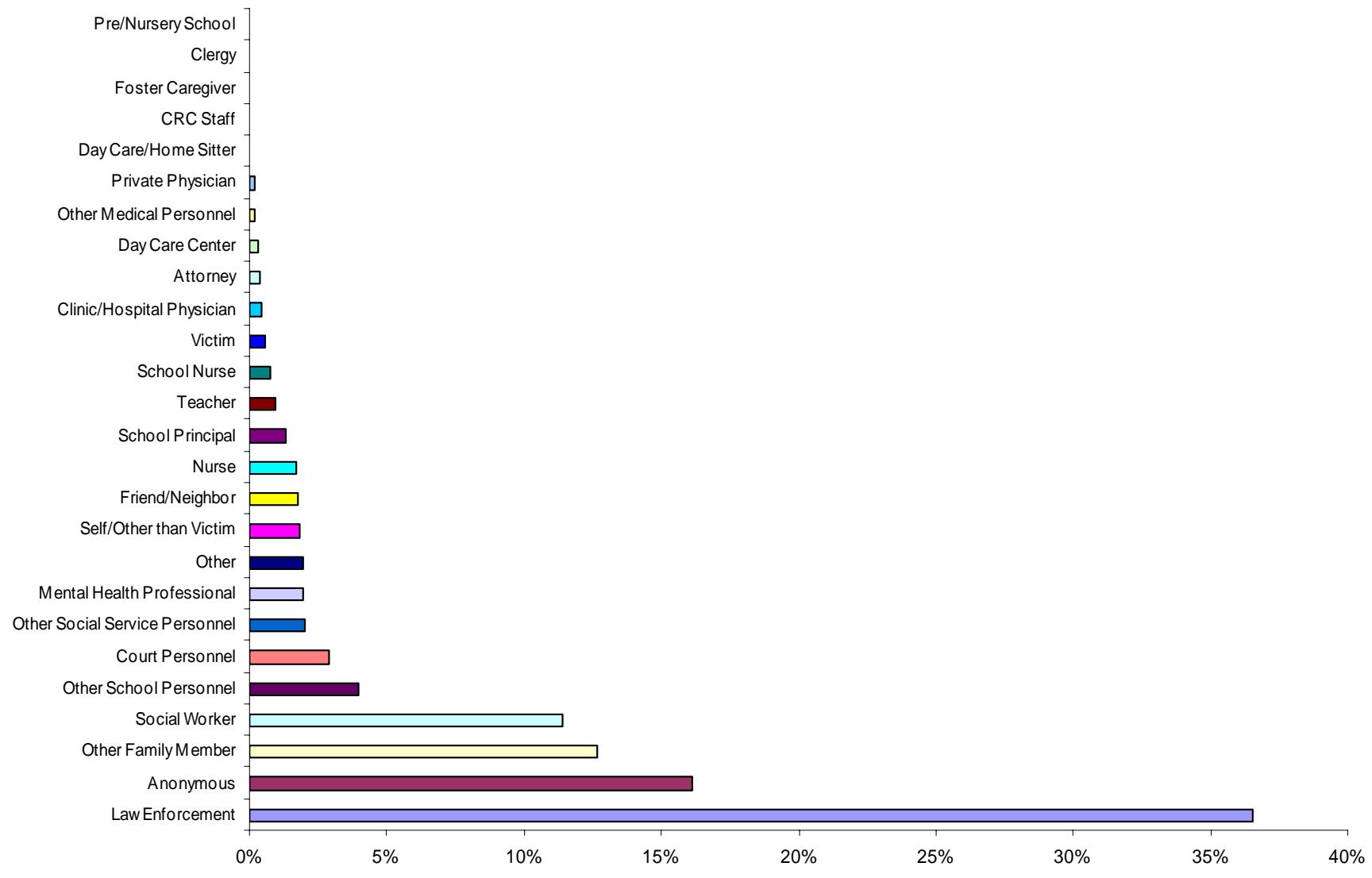
Nearly 80 percent of all Child Abuse and Neglect referrals with DV issues in the family are from 4 types of referral sources. For families with domestic violence issues, 37 percent of the Child Abuse and Neglect referrals in the last 3 years came from law enforcement personnel. Sixteen of the referrals were from anonymous sources, thirteen percent were from other family members, and eleven percent were from social workers.

Children under the age of five are more frequently involved in Child Abuse and Neglect incidents with domestic violence issues. Over 50 percent of the children on Child Abuse and Neglect incidents with domestic violence issues are from Caucasian families.

INCIDENTS OF CHILD ABUSE AND NEGLECT BY AGE, RACE & GENDER: 2002 - 2004						
Age	2002	%	2003	%	2004	%
0-5 yrs	690	43%	991	43%	1061	51%
6-12 yrs	643	40%	876	38%	684	33%
13-18 yrs	285	18%	414	18%	341	16%
Gender	2002	%	2003	%	2004	%
Female	806	50%	1126	49%	1045	50%
Male	812	50%	1155	51%	1041	50%
Race	2002	%	2003	%	2004	%
African American	665	41%	967	42%	927	44%
Caucasian	877	54%	1236	54%	1069	51%
Other	76	5%	78	3%	90	4%

SOURCE: LUCAS COUNTY CHILDREN SERVICES

### 2002-04 Average % of Referral Sources for CA/N with DV Issues in Family



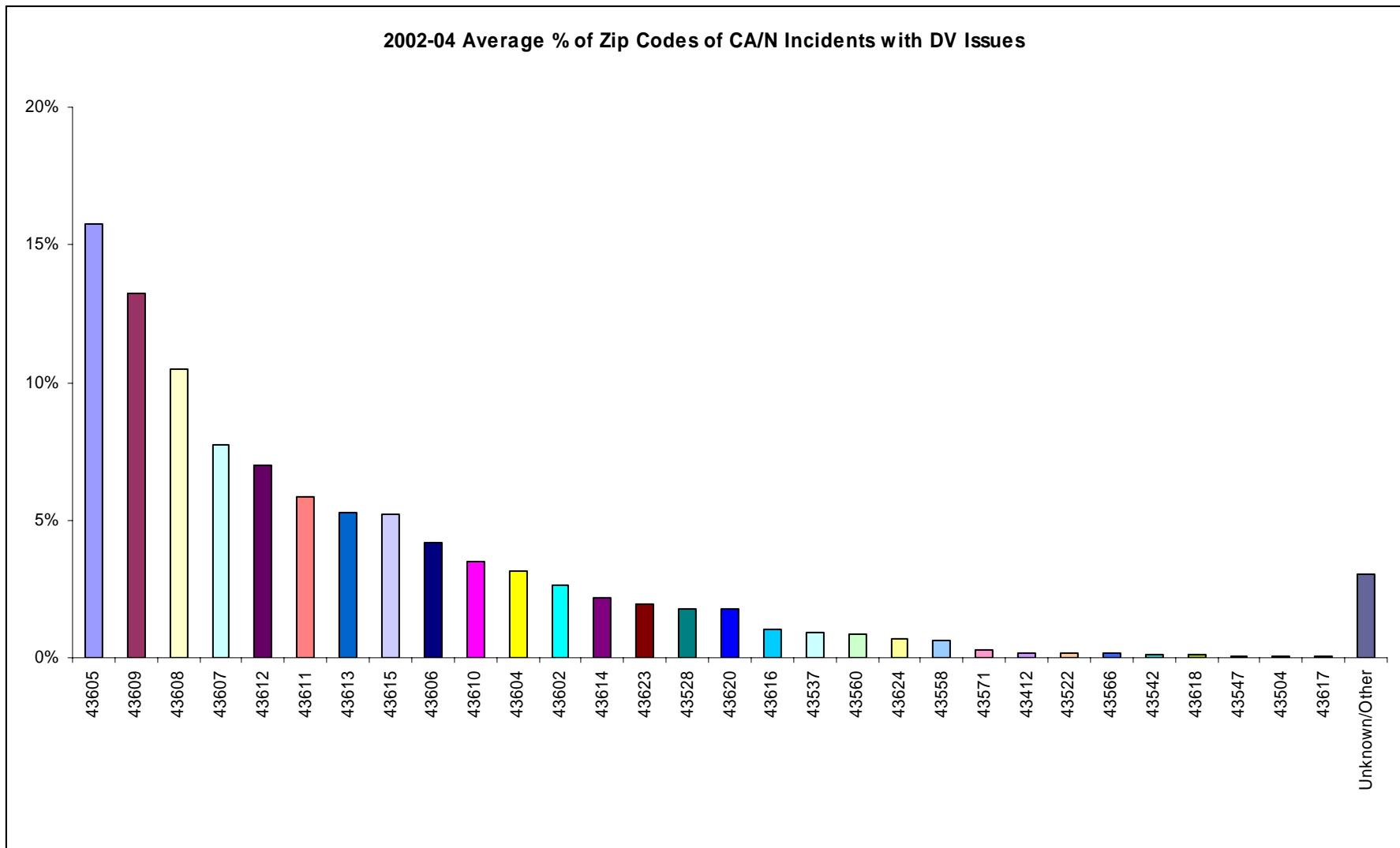
Over 50 percent of all referrals of Child Abuse and Neglect with issues of domestic violence in the home occur in five zip codes within Lucas County:

**Children and Domestic Violence**

As many as half a million children may be encountered by police during domestic violence arrests each year in the U.S. There is an overlap of 30 to 60 percent between violence against children and violence against woman in the same families (Office of Juvenile Justice and Delinquency Prevention, November 2000).

- ✓ **43605:** The East Toledo area averages around 16 percent of all referrals of Child Abuse and Neglect with domestic violence issues in the home
- ✓ **43609:** The South Toledo area, around Libbey High School, Highland Park and the Toledo Zoo, averages 13 percent
- ✓ **43608:** The North Toledo area, near Joe E Brown and Mulberry Parks, Woodward High School and Central Catholic High School, averages over 10 percent
- ✓ **43607:** The West Toledo area, around Scott Park and Calvary Cemetery and Dorr Street, averages almost 8 percent
- ✓ **43612:** The area around North Towne Square, Woodlawn Cemetery, Jackman Rd. and Telegraph Rd. averages about 8 percent.

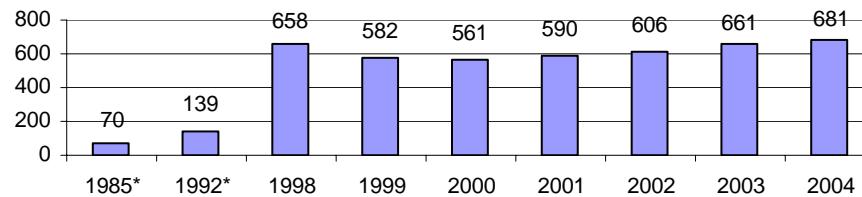
The zip code data for investigations that involve families with domestic violence issues is congruent with the zip code data from all referrals that Lucas County Children Services investigates. The five zip codes mentioned above are also the top five zip codes when all referrals are considered.



## **Lucas County Juvenile Court**

Most people believe that domestic violence is a crime committed by adults on other adults that are either married or involved in an intimate relationship. Most of the literature and research deals with domestic violence as an adult crime. Youth are seen only as victims. The literature is rich with research showing the correlation between exposure to domestic violence and the likelihood of future delinquent and violent behavior but limited on effective responses in breaking the cycle of violence. Juveniles are rarely viewed and studied as perpetrators of domestic violence. Instead their actions are minimized by placing them into a category called family violence (which refers to all forms of violence that occur within a home). Annually, over 600 cases are referred to the Lucas County Juvenile Court on charges of domestic violence.

**ANNUAL DV CASES REFERRED TO JUVENILE COURT**



\*1985 and 1992 cases are disposed, not filed

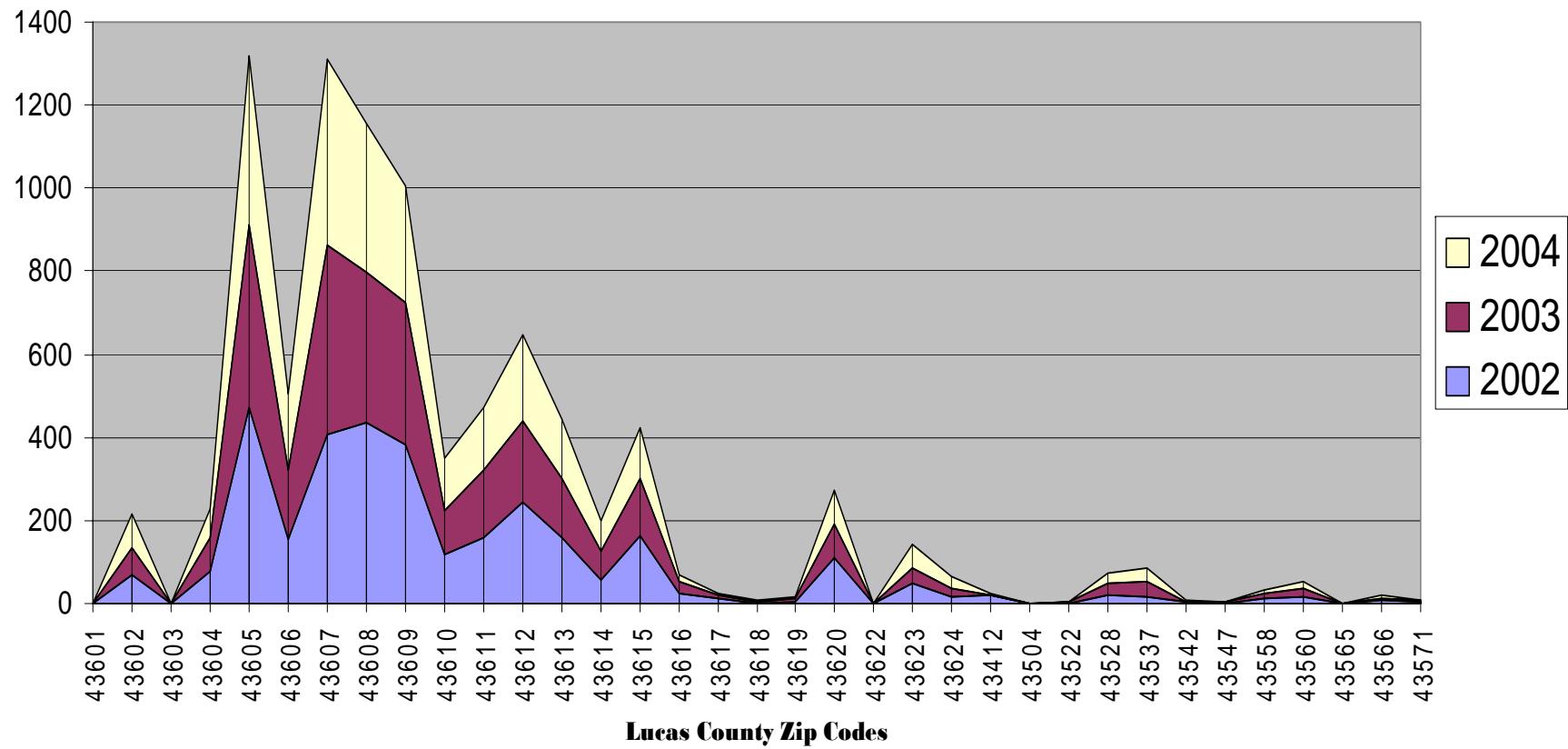
Domestic Violence was the fifth most prevalent offense filed during 2004. It is the third most frequently filed offense for boys after safe school ordinance and assault. Domestic violence and unruly complaints represented 13 percent of all cases filed during 2004.

### **MOST FREQUENTLY REFERRED OFFENSES TO JUVENILE COURT FOR 2004**

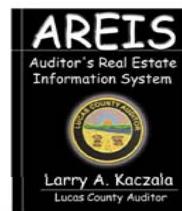
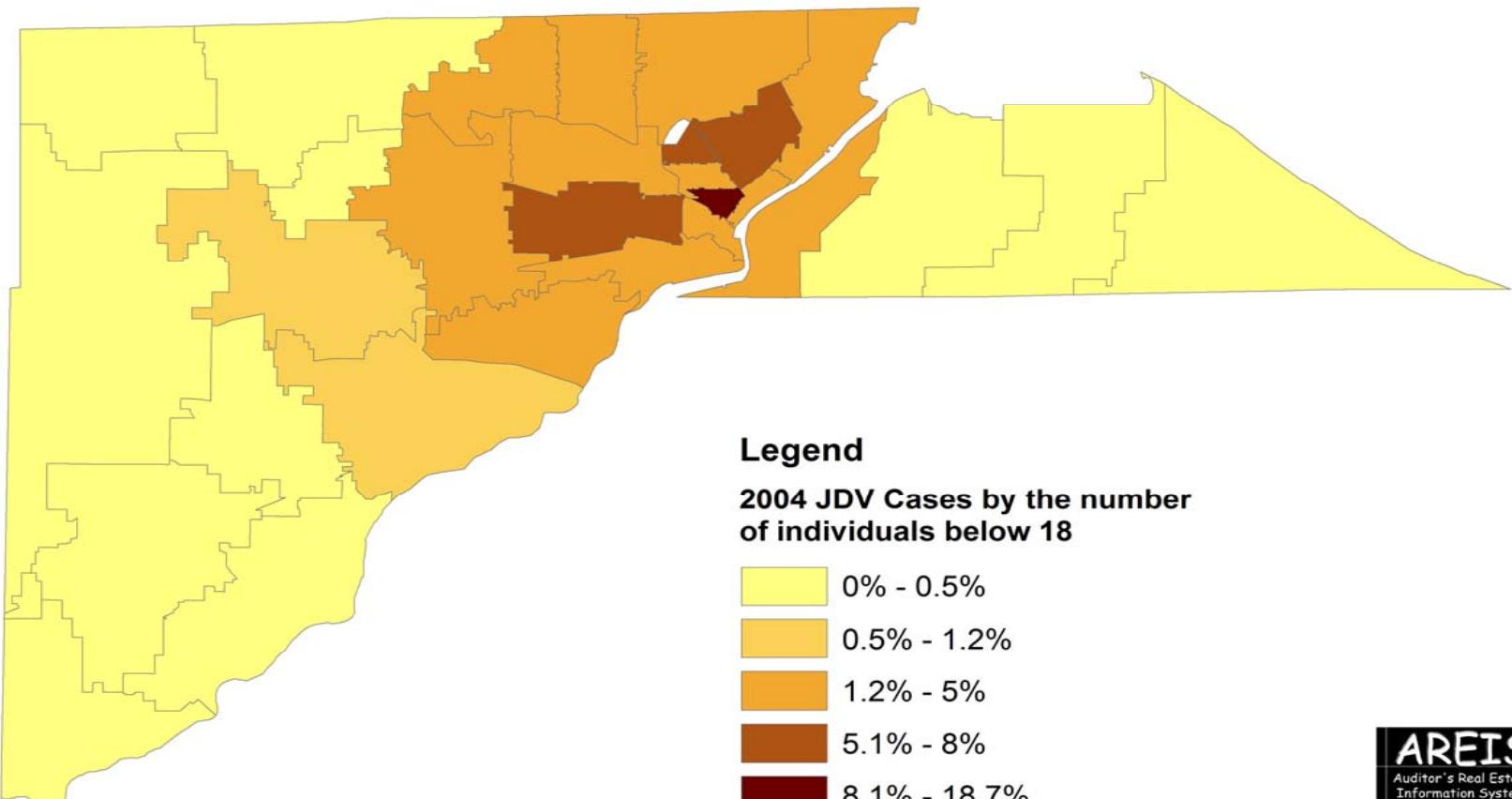
	<b>Number of Offenses</b>	<b>Percent of Total Filings</b>
Safe School Ordinance	1,298	12%
Petty Theft	840	8%
Assault	738	7%
Unruly	725	7%
Domestic Violence	681	6%

SOURCE: LUCAS COUNTY JUVENILE COURT 2004 ANNUAL REPORT

**Juvenile Perpetrator Filings by Zip Code:**  
**2002 - 2004**



## 2004 Adolescent Domestic Violence Cases by Zip Code



Some of the findings of a recently completed study\* of juvenile domestic violence referrals to the juvenile court were as follows:

- The majority of youth (63 percent) live with only their mother, 15 percent with two parents, 10 percent with only a father, and 11 percent live with a caretaker other than a parent
- Approximately 9 out of 10 youth appearing in Juvenile Court for a charge of Domestic Violence reside within the City of Toledo; the most active zip code areas are 43605 (13 percent), 43608 (13 percent), 43607(11 percent), and 43609 (11 percent); almost half (48 percent) of all domestic violence filings came from four areas (43605,43607, 43608, 43609)
- Of the 875 individual youth in the study, 202 or 23 percent were identified as having contact with Children Services for either abuse, dependency, or neglect
- The majority (74 percent) of domestic violence offenses were of a physical nature
- In 70 percent of the cases a female can be clearly identified as the only/or one of the victims and in almost half of the cases (49 percent) the mother was the sole victim
- In the majority (67 percent) of the cases, a parent(s) was the victim
- A weapon/object was used in 22 percent of the domestic violence offenses
- A victim injury (bruise, cut, or other physical marking) was reported in 21 percent of the offenses
- The weapon of choice was a knife
- Punching was the most frequent form of aggressive behavior
- Medical care for the victim was indicated in 51 (4.4 percent) of the cases
- Sixteen percent (141 of 885) of individual youth were classified as chronic (a chronic offender was defined as a youth who had three (3) or more separate referrals for domestic violence in their court history).

#### **Youth Who Witness Violence**

Youth, who witness domestic violence, are more likely to attempt suicide, abuse drugs and alcohol, commit other delinquent behavior, engage in teenage prostitution, and commit sexual assault crimes (Wolfe, D.A., Wekerle, C., Reitzel, D. & Gough, R., 1995).

---

\* A Study of Juvenile Domestic Violence in Lucas County, draft report, 2005, by Dan Pompa

- Domestic violence complaints represent 8 percent of all bookings into the Juvenile Detention Center and in 2004 became the second leading booking offense for males
- Domestic violence accounted for 8 percent of all bed days (2,019 of 25,115) in the Juvenile Detention Center during 2004 and during the course of the year; six (6) beds in detention were always occupied by a youth charged with domestic violence.

Do juveniles who commit domestic violence have a higher probability of committing these same acts when they become adults? Are their significant similarities and/or difference between juvenile and adult perpetrators of domestic violence? Should the courts treat and deal with juvenile offenders in the same manner as adult offenders? Would programs and services that have been proved effective with adult populations have similar results with juvenile populations?

Juvenile perpetrators of domestic violence present a set of unique issues and problems. Restraining orders between children and their parents (or other siblings) is not possible. Separation of parties can only occur if the perpetrator is detained or ordered into alternative placement, and these are short term measures. In many cases, it is difficult to determine if the acts are those of domestic violence or the youth being unruly and/or incorrigible. This is especially true in cases where the sibling is the victim.

## **Teen Dating Violence**

---

Intimate partner violence does not restrict itself to adult relationships. Teens and young adults, particularly young women, are also at risk for violent victimization by a romantic partner. A year-long study released by the Family Violence Prevention Fund looked at domestic violence and the best strategies to keep women and children safe. This investigation determined that the next generation of work must target teens, young parents and their children. The report concluded that reaching children, adolescents, and young adults is critical to preventing domestic violence and ensuring children grow up to be productive and healthy adults.

Emerging evidence suggests that patterns of violence and victimization may develop early in adolescence, and soon may become difficult to reverse. Adolescence is a formative developmental period and the patterns of intimate partner violence have not had as much time to develop in teens as they have in older individuals (*Promoting Prevention, Targeting Teens: An Emerging Agenda to Reduce Domestic Violence*, 2003).

According to the Family Violence Prevention Fund, community samples of teens and young adults find that one-third engage in physical violence against their partners. Young women, especially young mothers, are particularly vulnerable. Twenty-six percent of new mothers between 13 and 17 years of age experience intimate partner violence within the first three months after giving birth (*Promoting Prevention, Targeting Teens: An Emerging Agenda to Reduce Domestic Violence*, 2003).

The Center for Disease Control (CDC) conducted a national survey, *The Youth Risk Behavior Survey*, to measure behaviors of students in grades nine through twelve. Nearly 9 percent of those surveyed indicated being slapped, hit, or purposely injured physically by a boyfriend or girlfriend within the previous year (Kann et. al. 1999). The Safe Dates Project conducted a similar study of eighth and ninth grade youth and found that 25 percent reported having been a victim of non-sexual dating violence, and 8 percent reported having been sexually victimized in a dating situation (Foshee et. al. 1996).

A correlation also seems to exist among sexually transmitted diseases and dating violence. Nearly one in three sexually active adolescent girls (31.5 percent) report experiencing physical or sexual violence from a partner, and there is a "significant" association between being a victim of dating violence and being diagnosed with a sexually transmitted disease (STD) or HIV. In fact, one in 12 dating violence victims reports a sexually transmitted disease, compared to one in 30 girls who do not experience dating violence. Girls who experience dating violence are three times more likely to be

tested for an STD and HIV, and 2.6 times more likely to report an STD diagnosis, than girls who do not experience dating violence (Decker et. al. 2005).

The Ohio Office of Criminal Justice Services along with the Ohio Department of Health and the Ohio Department of Alcohol and Drug Addiction Services participated in a survey of youth risk behavior sponsored by the CDC, *The Ohio Youth Risk Behavior Survey*, which was administered in 1999 and in 2003. (Ohio did not participate in 2001.) The survey sampled a total of 2,061 students in the ninth through twelfth grades, randomly selected to participate in a 96-item questionnaire. There was an 86 percent response rate and the sample is considered representative for students in the state of Ohio.

Ten percent of Ohio high school students reported that they were hit, slapped, or physically hurt by their boyfriend or girlfriend during the 12 months preceding the survey. Nine percent of males and 12 percent of females were hit, slapped, or physically hurt by their boyfriends or girlfriend during the past 12 months. Nine percent of ninth grade respondents, 8 percent of tenth grade respondents, 12 percent of eleventh grade respondents, and 15 percent of twelfth grade female students reported that they were hit, slapped, or physically hurt by their boyfriend. Nine percent of white and 13 percent of African American students were hit slapped or physically hurt by their boyfriend or girlfriend during the 12 months preceding the survey.

According to the 1999 survey results, ten percent of Ohio high school students have been forced to have sexual intercourse when they did not want to. Significantly more females (14 percent) than males (6 percent) have been forced to have sexual intercourse when they did not want to. Further, more African American (21 percent) than Caucasian students (8 percent) have been forced to have non-consensual sexual intercourse. The survey results from 2003 indicate that 8.1 percent of all surveyed Ohio high school students have been forced to have sexual intercourse when they did not consent. Again, females reported this type of sexual victimization at a much greater rate, 10.5 percent, than did males, 5.8 percent of whom reported being forced to have sexual intercourse.

A review of the local primary prevention programs identified several programs that work with youth. Key informant interviews were completed with some of the people who work directly with the youth in these programs. Ten people who work with youth in Lucas County shared their experiences and opinions on dating violence in this community. The respondents agree that dating violence and violence in general is a major problem with the youth in our community.

The Lucas County DELTA Project commissioned a localized focus group and qualitative study to ascertain community perceptions of domestic violence. Within the adult portion of the study, 43.1 percent indicate that they know a teenager

that they think was abused by a current boyfriend or girlfriend, while 21.6 percent indicated that they might know a teenager being abused by a partner.

Violence within teen relationships is a community problem that requires interventions on multiple levels. Since relationship violence is such a complex issue, it is imperative to simultaneously address the issue from the individual, relationship, community, and societal perspectives. Individual education focusing on the development of healthy relationships as a means of preventing violent relationships is necessary, and youth need to be targeted prior to their entrance into dating relationships and throughout the early stages of their romantic relationships to ensure healthy development.

## **Domestic Violence in America's Older Population**

---

Many experts believed that domestic violence tapered off by age 50. This belief was based on the number of criminal complaints filed and the number of women showing up at shelters or seeking other services. But recent research and studies are taking the position that not only is this not true, but elder abuse is becoming a fast growing epidemic.

Some studies conducted in the late 1990's report that between 4 and 6 percent of older Americans say they are involved in a physically abusive relationship. Controlling for population growth, that would mean that between 3 million and 5 million Americans over 50 are involved in abusive relationships.

There are a number of unique problems in reaching this population. One is the cultural and social mores established for people who grew up in the first half of the 20<sup>th</sup> century. Older Americans were raised in an environment when wives took care of the family and did what their husbands told them to do. You were married for life and anything less made the woman a failure. Another problem according to a survey by the National Clearinghouse on Abuse in Later Life is that few shelters promote themselves to older women or are equipped to handle their special needs.

According to the National Committee for the Prevention of Elder Abuse, the problem can be categorized into three different types. The first involves **new relationships**. These are second or third marriages where they had a perfectly wonderful first or second marriage.

A second category is called **late onset domestic violence**. These long and ordinary marriages suddenly become abusive and violent. There may have been a strained relationship or earlier emotional abuse that became worse over time. It can be brought on by retirement, sexual changes, changing family dynamics, or disabilities. Brain impairments brought on by strokes, alcoholism, or Alzheimer's disease can also provoke aggressive behavior in an otherwise peaceful marriage. In one study nearly 60 percent of spouses caring for another spouse with dementia report at least one incident of violence being committed by the patient. Suspicion, irritability, and even aggressive and violent behavior are some of the behaviors exhibited in Alzheimer patients.

The third category is called **domestic violence grown old**. It begins early in the marriage and continues undiscovered for decades. According to a study published in the Journal of Elder Abuse and Neglect, it is the most common sort. Older battered women have the same beliefs and fears that they did many years ago – *I have an obligation to my partner and who will take care of me*. Older batterers can be more resistant to counseling and services because they believe in a man's authority over his wife. But their motive is no different than younger batters – and that is control.

## **Male Victims of Domestic Violence**

---

Although it occurs less frequently, men are also victims of domestic violence. In *Intimate Families and Violence* (Sage Publications, 1997), R.J. Gilles stated, "people hit and abuse family members because they can." Problems associated with substance abuse, being an abused child, growing up in a violent home, personality disorders, mental illness, and/or medical conditions adversely affect woman as they do men. These and other conditions can lead to situations where the woman/wife is the abuser and controller and the man/husband the victim.

Hospital emergency rooms do not ask men questions about domestic violence. Society views men as strong and being able to protect himself. Few men are willing to admit that they are the victims of abuse. It is a tragedy when either parent is violent for they are the central focus of their children's lives. The resultant neglect, abuse, and exposure to violence can often times drive the child to a destructive life pattern of their own.

## **Local Response to Domestic Violence**

---

The Lucas County domestic violence prevention community is working hard on solutions for this comprehensive issue. Toledo and Lucas County have amassed a wide range of emergency, transitional and long-term housing providers for victims of domestic violence. In addition, the community offers many other counseling, medical and legal services. The following is an abridged directory of services throughout Lucas County.

### **Emergency Housing**

#### Battered Women's Shelter-YWCA of Greater Toledo

Program provides crisis housing for victims of domestic violence, bi-lingual services, crisis phone intervention, information and referral, free support groups for battered women, battered men and battered same sex partners. Services are available 24 hours per day, 7 days per week.

### **Transitional Housing**

#### Beach House

Agency provides emergency temporary shelter for single women, women and children and men with children for up to 60 days, counseling, and case management services.

#### Bethany House

A long-term transitional domestic violence shelter that accepts domestic violence victims once the crisis has been stabilized.

#### Family House

Agency offers 90 day housing for families, parent and children, and pregnant females, provide case management services.

#### LaPosada

Accepts families (adult & minor child(ren) or pregnant women with proof of pregnancy). Case management services are provided.

### **Non-Crisis Housing**

#### Newton Residency-YWCA of Greater Toledo

This is a residency program that assists single women.

## **Other Victim's Services**

### Adelante

Agency serves anyone of Latina origin, and provides domestic violence support groups and individual counseling, community education and outreach services. Confidential AIDS testing and counseling. Services offered are bi-lingual.

### Catholic Charities of Toledo

Program provides counseling services to victims of domestic violence. Fees are based on a sliding scale.

### Connecting Point

Program provides home and office-based counseling for children and families.

### The Cullen Center

Program provides counseling and group support to children, teens, and families who have experienced any type of traumatic event including child abuse and witnessing violence.

### Children's Advocacy Center

Program serves children who are abused or witness abuse. Services include joint interviews, forensic interviews, short-term counseling, crisis counseling and children who witness violence counseling.

### Family and Child Abuse Prevention Center Domestic Violence Advocacy Program

Advocates provide information on domestic violence and legal options available to victims in Municipal and Domestic Relations Courts.

### Family Service of Northwest Ohio

Agency provides the following services: Project Genesis (crisis management, case management and advocacy to survivors of domestic violence); Anger Management Group (a 10-week skill-building group for adults); Hidden Treasures Group (for children ages 5-9 yrs. old that have experienced family violence or trauma).

### Friendly Center

Program provides a domestic violence group promoting healthy family conflict resolution to residents in zip code areas 43604, 43608, and 43611. There are separate groups for offenders and survivors.

### Harbor Behavioral Health Care

Agency provides crisis and after-care counseling and an anger management group that focuses on domestic violence.

### Legal Aid of Western Ohio

Agency provides legal assistance to low-income residents who are victims of domestic violence.

### Lucas County Sheriff's Office

Officer is dedicated to investigating crimes and assisting victims of violence against women in Lucas County.

### Open Dorr Family Resource Center

Project Omega provides counseling services for women and children who have experienced domestic violence.

### Rhema Word Christian Fellowship

Agency provides “The Secret Place” workshops focusing on education, prevention and advocacy services to women at risk of domestic violence.

### Toledo Police Department, Domestic Violence Unit

Officer is dedicated to crimes of violence against women.

### Toledo Prosecutors Office, Toledo Municipal Court

COVAW Prosecutor designated to focus on prosecuting crimes of violence against women.

### Unison Behavioral Health Group

Agency provides counseling services, anger management groups, batterer’s intervention groups and women survivors of violence groups.

## **Coordinated Community Responses**

### Lucas County Domestic Violence Task Force

- Professionals and community members meet monthly to create a community that supports victims and their families while holds batterers accountable.

### Lucas County DELTA Project (Domestic Violence Enhancements and Leadership through Alliances.)

- Professionals and community members meet monthly to prevent domestic violence through coordinated community action.

### Toledo/Lucas County Victim-Witness Assistance

#### Program, Lucas County Courthouse

Violence Against Women 24-Hour Crisis Response Team Offers 24-hour, short-term crisis intervention and referral service and supportive services.

Kids Space provides a child watch area for women victims of violent crime while they attend court.

Suburban Court Services provides assistance and support to victims of violent crime and domestic violence in the Maumee, Oregon, and Sylvania municipal courts.

## **Best Practice**

---

Approximately 1.3 million women and 835,000 men are physically assaulted by an intimate partner annually in the United States. While victims of relationship violence may be of either gender, women are the primary victims. The National Victim Assistance Academy reports that women are five times more likely to be victims of intimate partner violence than are males (Muer et al 2000.). Women are also 2 to 3 times more likely to indicate that an intimate partner pushed, grabbed or shoved them and 7 to 14 times more likely to report an intimate partner beat them up, choked them, or tied them down ([Tjaden and Thoennes 2000a](#)). As a result of the disproportionate victimization of women by men, most literature surrounding the topic of domestic violence describes the victim with a feminine pronoun and the perpetrator as a male.

Domestic violence services are founded upon critical tenants of the domestic violence movement that include creating a just society for women by empowering victims, holding batterers accountable for their behavior, and educating the public to increase awareness and action. Activities in support of these goals stem from theories garnered from the civil rights and feminist movements. Evaluation of these activities often focuses on the victims' satisfaction with services rendered. Best practice rationale is rarely provided for specific service components, though many publications refer to these components as best practices. Intervention services are often intuitive or common sense approaches to meeting victims' needs. Data supports that victims appreciate these services, though the programs and interventions may not meet scientific criteria for best practice foundations. More stringent evaluation of programs and a focus on evaluating rationale for program components is a newly burgeoning movement within the domestic violence community. The domestic violence movement aims to simultaneously offer services and support to victims of domestic violence through intervention programming and to eliminate the perpetuation of domestic violence through prevention services and programming.

## **Criminal Justice Responses**

- **Emergency Service Operators**

Emergency service operators often have the first contact with a victim as they access the criminal justice system. It is imperative that operators recognize domestic violence calls in order to categorize and code them appropriately. Operators should carefully assess the threat of violence and the level of danger the victim is facing, and should also ask questions that help determine risk levels for any other occupants of the home. Domestic violence calls should receive dispatch priority and an adequate police response should be assigned to respond to domestic violence calls. According to the Lucas County Domestic Violence Task Force (LCDVTF) Domestic Violence Protocol, local dispatchers "will give a family violence call the same priority as any other life threatening call and will, whenever possible, dispatch two officers to the scene." The local protocol piece describing Lucas County

“911” practice corresponds with the best practices described in The National Victim Assistance Academy Textbook for emergency response operators.

- **Police**

Police response aligned with best practices includes gathering appropriate information from the dispatcher, working with a partner, handling domestic violence calls with caution and sensitivity, and using appropriate interview and scene assessment techniques that reflect a comprehensive understanding of domestic violence relationship dynamics. Evidence collection and solid report writing are also critical components of a best practice response, as effective prosecution of perpetrators often hinges upon these elements. Describing the legal processes and referring victims and families to appropriate community services are final aspects of appropriate police response. (Muer et al, 2002) Within Lucas County, police protocol indicates that officers should utilize the Victim/Witness Assistance Crisis Response Team to assist victims with support and assistance with these matters. Police must also adhere to specific state guidelines addressing reporting and arrest policies as outlined within the Ohio Revised Code.

- **Prosecutors**

The prosecutor’s role is to hold the abuser accountable and keep the victim safe. The National Council of Juvenile and Family Court Judges recommend that prosecutors have personnel that specialize in family violence and the procedures used for screening and charging these cases. The prosecutor and their personnel should keep the victim informed on all dealings with the abuser (e.g. any plea agreement, release from prison, etc.) Some prosecutors have a “no drop” policy if the victim refuses or is hesitant to press charges. They must be willing to proceed with charges even if the victim does not want to testify (NVAA, 2002). Evidence-based prosecution aids in the prosecution of perpetrators when the victim chooses to avoid cooperation with court proceedings. Best practices dictate an empowerment approach toward the victim that respects her decision about the most appropriate manner of her involvement, and instead placing the onus of responsibility upon the legal system to hold the batterer accountable. Prosecutors should also look carefully at a perpetrators’ history of violent behavior and prosecute repeat offenders to the maximum extent of the law. The use of lethality assessment tools allows prosecutors to make informed choices in crafting recommendations related to bail, sentencing, and treatment based upon the level of danger to the victim.

- **Judges and Magistrates**

The Minnesota Center Against Violence and Abuse offers this sage advice: “When the bench is serious about domestic violence, the rest of the justice system cooperates.” In order to reduce the chance for further violence,

domestic violence cases should be a priority to the court docket (NVAA 2002). The judge must also consider the victim's safety and hold the abuser accountable. Safety may be achieved if the perpetrator is denied bail or given a "no-contact" order. However, the orders must be enforced by the police to prevent another occurrence (MCAVA). A sentencing matrix has been implemented in the Duluth model and helps to ensure consistent rulings. However, each case should still be looked at individually (Duluth).

It is important for the judicial community to understand the dynamics of domestic violence and appropriate interventions for batterers, therefore training and consultation with domestic violence professionals is imperative. Utilizing lethality assessments when considering bail, sentencing, and treatment allows for informed decisions that consider victim and community safety. Repeat domestic violence offenders and offenders that have an extensive history of criminal violence should receive maximum sentences, as research indicates that light sentencing or no sentencing increase a perpetrator's risk for continued offenses and increases the risk of escalated abuse against the victim. Traditional joint custody should not be awarded to abusers, as visitation of this nature also frequently leads to additional abuse.

- **Probation and Parole**

All probation officers should receive training about the dynamics of abusers and of domestic violence relationships, and should also have knowledge of and access to community resources for victims and perpetrators. Preferably, domestic violence clients should be routed through thoroughly trained domestic violence probation and parole officers assigned domestic violence caseloads. It is extremely important that strong lines of communication are forged with agencies that provide court ordered treatment to perpetrators, and that swift and punitive action is taken against men that fail to fully comply with court ordered treatment. Utilizing lethality assessment tools may aid in creating appropriate case plans for abusers. In order to further prevent recidivism, a domestic violence history assessment is recommended for probationers and parolees. The assessment should include the criminal record of the perpetrator (domestic violence and other crimes), any history of domestic violence in the family, the frequency and pattern of violence, etc. When a "no-contact" order is put into place to ensure the victim's safety, violations should result in prompt repercussions. Probation and parole officers should communicate regularly with the victim to help further ensure her safety and the compliance of the offender.

- **VINE/Victim Notification**

Victims should be consistently empowered with knowledge from the prosecutor, probation and batterer treatment agency staff, and victim advocates in order to allow her the ability to make the best choices for the safety of herself and her family. Victims should be promptly notified of any changes in proceedings or in dates of hearings. The

victim should also be notified if the abuser's status has changed (e.g. parole, arrest, work-release, etc.) (MCAVA). Communities should have systems in place, such as the VINE System, to routinely keep the victim involved in maintaining the safety of herself and of her family.

### **Victim Advocacy**

Victim advocacy services offer assistance and support to victims of domestic violence. Most evaluations of victim advocacy are focused upon victim satisfaction with services. Victims consistently report that advocacy services helped them through a difficult time, and anecdotal evidence from local court personnel indicates that victims that utilize court advocacy services are more likely to cooperate with the prosecution of perpetrators. Best practices in victim advocacy indicate that services should be non-directive, focused upon empowering the victim by providing information and referral while helping the victim take steps toward safety and stability. Lethality assessments are a best-practices tool that assists the advocates and the victim in the planning process. Crisis response advocates respond to victims immediately following a report of domestic violence to the police and provide victims with information, referral, and safety planning. Within Lucas County, Victim Witness Assistance offers the 24-Hour Crisis Response Team. Court advocates help the victim understand the legal avenues available to her, and assist her as she navigates the court system. Court advocates also assist with developing safety plans and linking victims with appropriate services within the community. Family and Child Abuse Prevention Center, Family Services of Northwest Ohio, and Victim and Witness Assistance provide advocates at courts throughout Lucas County. Professional legal advocacy refers to attorneys that specialize in representing domestic violence victims in civil and criminal matters. Income based legal representation is available for victims of domestic violence through Legal Aid of Western Ohio, Inc., Toledo Bar Association Pro Bono Services, and the University of Toledo Law Clinic.

Advocates may also represent children that are victimized by domestic violence, either by exposure to violence or by direct assault. Child advocates seek to minimize the trauma experienced by a child. Services include providing forensic interviewing at a child-friendly site and conducted by specially trained staff, offering short-term crisis intervention support following the event of abuse, and by providing group and individual counseling services. Locally, these services are offered by the Children's Advocacy Center and by the Children Who Witness Violence programs. Court Appointed Special Advocate (CASA) and Guardian Ad-Litum (GAL) are well-trained court advocates that work to minimize the re-traumatization of children within the court system.

### **Shelter Care**

First and foremost, shelters provide the victim and her family safety and empowerment. In some states, it is a crime to reveal the location of a shelter (NVAA, 2002). The shelter provides housing and basic necessities, such as food and

hygiene supplies, for the family. The shelter also provides a support system and connections to appropriate resources to help women make life choices that may include leaving a violent partner. The shelter must be secure and physically safe from people outside the shelter. The majority of domestic violence shelters also provide free or reduced medical services to victims through the National Coalition Against Domestic Violence (NVAA, 2002). Local shelters that provide services exclusively to victims of domestic violence include Bethany House and the YWCA Battered Women's Shelter.

### **Support Groups and Supportive Services**

Support groups were one of the earliest services for battered women, along with hotlines and shelters. This service continues to be one of the most appreciated and empowering service for victims of violence. A study conducted by the Ohio Domestic Violence Network (ODVN) in 2004 found that 80 percent of the women responding to the study questions, felt supported and 94 percent of the attendants would strongly recommend or recommend a friend who was being abused go to a support group. This is overwhelming evidence that support groups not only are an important service but essential to helping a woman develop coping skills and to feel less isolated as she strives for independence from an abusive relationship. Supportive services for victims of domestic violence must go beyond the crisis intervention stage that includes services such as crisis hotlines, emergency safe houses, shelters, and criminal justices responses.

Empowerment cannot be accomplished exclusively within the crisis stage. It requires long-term advocacy in a planned and systematic approach to easing and resolving issues identified by the survivor as barriers to her independence.

ODVN's best practices for support groups include:

- Strength based, avoiding use of "codependency"
- Coping skills used by victim/survivor are viewed as adaptive behaviors
- Safety planning is an integral and on-going process in group, acknowledging barriers to safety
- Recognition of family violence as a social problem with physical, psychological, and social consequences
- Demonstrate sensitivity and respect for diverse cultural traditions, values, and lifestyles
- Programs provide interpreters and child care as resources allow.

Additionally, it should be noted that funders that require the use of diagnostic tools, such as the DSMIV-TR, should be sensitive to how any resulting diagnoses are documented. Information may be used against the victim in issues of custody dispute and divorce. Professionals should also be familiar with the symptoms of trauma and post-traumatic stress disorder to guard against a misdiagnosis of mental illness that could re-victimize an abused person.

Adelante, Inc. has a supportive service program that permits services to continue for as long as a woman needs the support, and is also available for Spanish-speaking women. Funding for this program was recently discontinued, and

further financing opportunities have not yet been identified. Family Service of Northwest Ohio offers Project Genesis, a program for long-term support and advocacy for survivors of domestic violence. Frederick Douglas Center offers support groups and counseling for victims of violence, including a group specifically geared toward African Americans.

### **Medical**

Healthcare providers serve as a voice for the victim. While providing care for an injury, they should also regularly screen and educate patients about domestic violence prevention and intervention. Family history of domestic violence and other forms of abuse should be documented in each patient's file, and providers should be well trained in order to act as a resource for patients.

The Family Violence Prevention Fund and the National Health Initiative on Domestic Violence developed a model health care response program. The goals of the programs are to develop policies and have the funding to raise awareness and to provide clinical responses to domestic violence on a multi-disciplinary level (FVPF).

The Ohio legislature has passed a law requiring hospitals to develop procedures for documenting domestic violence. At any time a health care provider believes that a patient has been a victim of domestic violence, it must be documented. Hospital protocols are to be closely linked with the police department, judicial system and other social agencies. The doctor-patient privilege is not considered when the information can be submitted as evidence. If a doctor fails to properly document abuse, they are in guilty of failing to report a crime (ODVN).

Within Lucas County, the YMCA offers Sexual Assault Nurse Examiner (SANE) and Sexual Assault Response Team (SART) training to nurses and medical providers regarding sexual assault and domestic violence screening, recognition, documentation, and evidence collection. This training also includes an in-depth exploration of the dynamics of domestic violence and community resources.

### **Batterer Treatment and Accountability**

Intimate partner violence is a choice an abuser makes to use his power to control his victim. Perpetrators of relationship violence must be held accountable by all systems, institutions, and agencies that work with abusers, no matter the capacity. A community response is appropriate and necessary. Batterer intervention programs assume a great deal of responsibility in helping to shape community response. Standards for these programs must be agreed upon and followed in order to ensure the highest quality community response. Research supports improved effectiveness of batterer programs that operate within a coordinated community response (Babcock & Steiner, 1999) Most importantly, these

interventions should be accountable to victim services, with a documented relationship that is evaluated on a continuing basis to assure continued victim safety.

Intervention programs should be grounded in a feminist perspective to avoid re-victimization through mistaken pronouncements of dual battering. Feminist programming also acknowledges the power imbalance between men and women and places a priority on victim safety.

At a minimum, Batterer Intervention Programs should include the following standards:

1. Should be accountable to victims by addressing victim safety
2. Screen for lethality/dangerousness so as to be able to act proactively if there is a high risk and prevent harm.
3. Criteria established to measure effectiveness and impact of the program on participants while enrolled and in follow-up.
4. Cultural competence in recognizing the different factors that affect the attitudes and beliefs of men of a variety of races and ethnicities.

The need for the community to act in concert regarding accountability also impacts the court view of punishment. Interventions should not be used in place of punishment but should be an additional consequence of the criminal court. They should be used in conjunction with probation and can be a tool in pretrial diversion to gain compliance where conviction seems unlikely. Offenders must be consistently held accountable by the criminal justice system (Babcock, 1999).

Lucas County presently has two batterer intervention programs that meet most of the standards mentioned above. Adelante, Inc. has a 26 week group and Unison Behavioral Health has groups that run approximately 24 weeks. Unison's program has a treatment resistant group. Unison and Adelante offer programming that is culturally sensitive, but no groups in the area focus on or address the specific needs of the African-American population.

### **Macro-Level Responses**

Domestic violence is an extremely complex issue that requires a comprehensive systems-level approach to adequately address the risk and protective factors associated with intimate partner violence. Effective intervention relies upon the support and participation of an entire community. Some key components in a model domestic violence coordinated community response (CCRs) include the development of a community-based group of professionals and community members that meets regularly to work toward addressing domestic violence in a comprehensive manner.

Some recommended policies to be considered within a CCRs include systems integration, community mandates regarding acceptable forms of batterer treatment as opposed to anger management-based treatment, and restrictions against mediation and/or counseling with both the victim and the perpetrator. Frequent trainings should be offered to the community and to professionals who may come in contact with domestic violence (NVAA 2002).

Macro-level responses also include involving the entire community in the work to take action against domestic violence. Business, medical providers, faith communities, families, service agencies, educational systems, government and media all need to understand the myriad issues involved with domestic violence and the roles that each sector can assume to effectively intervene and prevent domestic violence. Best practices include tailored trainings, public awareness and community norms campaigns, and coordinated responses that involve representation from each segment of the community.

### **Systems Integration**

Domestic violence frequently co-occurs with other social problems, including child abuse, animal abuse, substance abuse, and mental health. For example, a national survey conducted by the David and Lucille Packard Foundation reports that 50 percent of the men who frequently abuse their wives also frequently abuse their children (Snyder and Winter, 1996). Until recently, various disciplines worked primarily in isolation of each other. Best practices for intervention indicate that this segmenting of services and responses is detrimental for the affected individuals, families, and communities. Systems integration allows for better coordination of services among each discipline and for the cooperative development of more comprehensive and effective interventions. All programs and their guidelines should be reviewed by members of specific communities (e.g. low income, communities of color, homosexual). All policies and procedures in the judicial system should be routinely monitored by an outside source that is guided by victim advocacy programs and battered women (Duluth).

The Greenbook Initiative is a best practices approach to the integration of the domestic violence field and the child protection disciplines developed by the national Council of Juvenile and Family Court Judges Family Violence Department. The Greenbook Initiative offers principles for systems integration among the various disciplines that work with families experiencing violence. Lucas County is currently taking steps to move our community toward adherence to the Greenbook recommendations, which is a good entrance into systems integration. Additional efforts must be taken to create a more comprehensive approach to systems integration among other disciplines that deal with domestic violence.

## **Prevention**

The devastating consequences of domestic violence, both for victims and for the community at large, point toward a need for preventative responses. Prevention of domestic violence can occur on a primary level, before abuse ever occurs, or on a targeted or secondary level. Secondary prevention is aimed at those who have been exposed to domestic violence or are otherwise at risk for becoming perpetrators or victims. Prevention efforts are long-term approaches to addressing domestic violence and cannot occur in the absence of a strong intervention community, thus prevention and intervention must be attended to simultaneously.

The approaches used for the prevention of domestic violence are drawn from lessons learned from other disciplines addressing prevention, including drug prevention, pregnancy prevention, general violence prevention initiatives, and the public health arena.

The Centers for Disease Control, Department of Injury Prevention, treats domestic violence as a public health issue and incorporates public health theories into primary prevention activities. Attention is focused upon promoting healthy attitudes, beliefs, and behaviors that protect against perpetration or victimization, rather than upon those associated with abuse or victimization. Health promotion seeks to minimize risk factors while enhancing protective factors and creating changes in knowledge, attitudes, behaviors, and beliefs. Prevention practices also include designing prevention activities that are community- specific and community-driven, and that reach all levels of a community. The social ecology model describes the levels of community as individual, relationship, community, and society. Risk and protective factors occur at each level of the ecological spectrum.

Prevention initiatives must be theory driven and evidence based. Curriculum providing healthy relationship education and skill building prevents the development of violent relationships at the individual level. Curriculum aimed specifically at the prevention of intimate partner violence is still in its infancy, but “Safe Dates” and “Expect Respect” are the two programs with the most solid evaluation at this point in time. The “Expect Respect” curriculum also has elements of secondary prevention. The Centers for Disease Control is currently in the process of evaluating these programs more vigorously. Relationship level prevention includes family education about the development of healthy relationships and the importance of parental modeling of positive relationships and tips for engaging children in discussions about healthy relationships. Stringently evaluated curriculum does not currently exist for this type of programming. Community level prevention describes programs aimed at changing social norms or policy surrounding domestic violence. Social norms campaigns that seek to promote healthy relationships by encouraging a community to value healthy relationships and to take specific steps to ensure the development of healthy relationships within the targeted population is an example of community level prevention. Prevention occurring at the societal level includes concerted education and advocacy with

media outlets promoting the portrayal of healthy relationships and efforts aimed at encouraging larger governing bodies to develop policies and procedures that support the development of healthy relationships.

The Centers for Disease Control (CDC) offered funding to create community responses to domestic violence prevention based upon these principles in 2002 with a project entitled DELTA, Domestic Violence Enhancement and Leadership through Alliances. In 2003, Lucas County received an award to develop a DELTA Project. The Lucas County DELTA Project follows all the principles and best practices developed by the CDC and is currently taking steps toward becoming a replication site for a CDC evaluation of the “Expect Respect” curriculum.

## **Recommendations**

---

The Lucas County domestic violence prevention community is working hard on solutions for this comprehensive issue. Toledo and Lucas County have amassed a wide range of emergency, transitional and long-term housing providers for victims of domestic violence. In addition, the community offers many other counseling, medical and legal services. However, there is the long-term need for prevention – both at the primary level (before abuse ever occurs) and on the targeted or secondary level (for those who have been exposed to domestic violence or are at risk). The Centers for Disease Control treats domestic violence as a public health issue, focusing on promoting healthy attitudes, beliefs and behaviors to protect against perpetration or victimization. Health promotion seeks to minimize risk factors while enhancing protective factors and changing attitudes, behaviors and beliefs.

### **Recommendation #1: Provide Training for Direct Service Staff Working with Families in Lucas County**

Domestic violence, intimate partner violence, and dating violence are all terms used to describe abusive relationships. Community professionals that interact with families and children will certainly encounter violent relationships among those they serve. Locally, it is imperative for professionals to understand the dynamics of relationship violence, to have the ability to recognize relationship violence, and to understand ways that they can effectively prevent the development of abuse and to how to appropriately intervene.

An effective community training program should include a comprehensive explanation of domestic violence, the characteristics of abuse, information about its prevalence, demographics, root causes, risk and protective factors and costs of violent relationships. Trainings should also include information about victims, appropriate interventions and supports, accountability and treatment of abusers, and effects of witnessing violence on children. Time should also be granted for practical application within specific fields, including the importance of workplace policy and procedure and prevention and intervention efforts specific to an organization's field of influence.

### **Recommendation #2: Coordinate Cross-System Data Collection on Domestic Violence**

Through this analysis of domestic violence, a significant issue surfaced – lack of coordinated data collection. There are no protocols on collected unified data on incidents or victims of domestic violence across jurisdictions. Further, there is no central authority on the county, state or federal level overseeing the collection of this information. It can be concluded, therefore, that the true scope of the issue, including the true costs associated with domestic violence, cannot be fully realized. The development of a coordinated collection of data would address this information gap. At minimum, the data collection would include the following elements:

- ✓ Incidents of domestic violence (minimum of who, what, where, when)
- ✓ Client feedback
- ✓ Agency performance measures and outcomes
- ✓ Costs associated with domestic violence.

Further, it is essential for the county and the surrounding municipalities to work collaboratively on this issue. While current data indicate the greatest numbers of incidents occur in the City of Toledo, the residents of the surrounding communities within Lucas County should also be afforded the same protections.

#### **Recommendation #3: Formulate a Judicial Response to Adolescent Domestic Violence**

A greater understanding of the issues and nuisances of adolescence domestic violence has occurred with the release in 2005 by the Lucas County Juvenile Court of the draft report on Juvenile Domestic Violence. With this information the Juvenile Court should formulate a judicial response to adolescent domestic violence. This could include a screening instrument, appropriate victim response, and the development of research based violence intervention programs and services for the perpetrators. There should be recognition that family/intimate violence can be referred as assault offenses and need the same consideration as a domestic violence complaint. A special committee of interested community partners and members of the Lucas County Domestic Violence Task Force should assist the Court in developing an appropriate response.

#### **Recommendation #4: Promote Collaboration among Agencies Serving Victims of Domestic Violence**

Another key component to successfully combating domestic violence in Lucas County is to promote collaboration among agencies that serve victims. Victims need to have seamless access to services. This can be achieved through several methods. The development of a system that allows agencies to communicate efficiently and effectively regarding usage of services through universal releases, centralized intake and a unified database are examples of means that will allow community providers the means to better serve victims of domestic violence.

#### **Recommendation #5: Provide a Community Education Program**

A community education program promoting domestic violence prevention and awareness, increasing knowledge of available services, and encouraging responsible legislation should be implemented. Included in the community education program would be a component that addresses dating violence. From the parental and child perspective it needs to address matters of healthy and unhealthy relationships, prevalence of the problem, identification, appropriate responses, and legal and social resources. Some states have legally mandated schools to include curriculums designed to teach students about healthy relationships. This is not an issue that should be thrust upon our educational system, but one that

needs to be addressed from the larger community perspective. That community perspective would include all youth serving agencies, education, government, the faith community, law enforcement, and others interested in this topic.