



RESPONDING to **DOMESTIC VIOLENCE**

The Integration of Criminal Justice and Human Services

Eve S. Buzawa ■ Carl G. Buzawa ■ Evan D. Stark

5 EDITION



RESPONDING to **DOMESTIC VIOLENCE**

*The Integration of Criminal
Justice and Human Services*

Eve S. Buzawa

University of Massachusetts Lowell

Carl G. Buzawa

Attorney

Evan D. Stark

Rutgers University–Newark

5
EDITION



Los Angeles | London | New Delhi
Singapore | Washington DC



Los Angeles | London | New Delhi
Singapore | Washington DC

FOR INFORMATION:

SAGE Publications, Inc.
2455 Teller Road
Thousand Oaks, California 91320
E-mail: order@sagepub.com

SAGE Publications Ltd.
1 Oliver's Yard
55 City Road
London EC1Y 1SP
United Kingdom

SAGE Publications India Pvt. Ltd.
B 1/I 1 Mohan Cooperative Industrial Area
Mathura Road, New Delhi 110 044
India

SAGE Publications Asia-Pacific Pte. Ltd.
3 Church Street
#10-04 Samsung Hub
Singapore 049483

Publisher: Jerry Westby
Editorial Assistant: Laura Kirkhuff
Production Editor: Libby Larson
Copy Editor: Catherine Forrest
Typesetter: C&M Digitals (P) Ltd.
Proofreader: Sally Jaskold
Indexer: Kathleen Paparchontis
Cover Designer: Alexa Turner
Marketing Manager: Terra Schultz

Copyright © 2017 by SAGE Publications, Inc.

All rights reserved. No part of this book may be reproduced or utilized in any form or by any means, electronic or mechanical, including photocopying, recording, or by any information storage and retrieval system, without permission in writing from the publisher.

Printed in the United States of America

ISBN 978-1-4833-6530-5

This book is printed on acid-free paper.



15 16 17 18 19 10 9 8 7 6 5 4 3 2 1

RESPONDING to **DOMESTIC VIOLENCE**

5
EDITION

To the millions who endure and survive and to those who protect and support.

Acknowledgments



We would like to thank Brittany Hayes, Ph.D, Assistant Professor, College of Criminal Justice, Sam Houston State University, for providing background research on health and domestic violence. The authors and SAGE also would like thank following reviewers:

Susan Calhoun-Stuber, Colorado State University–Pueblo

Laurie Drapela, Washington State University Vancouver

Cathy Harris, SUNY Oneonta

Jana L. Jasinski, University of Central Florida

Richarne Parkes White, MA, LPC, HSBCP

Dr. Rochelle Rowley, Emporia State University

J. J. Spurlin, Missouri Southern State University

EXCLUSIVE! Full-text **SAGE journal articles** have been carefully selected to expand on the concepts presented in each chapter. Focus and guide your interpretation of the material at **study.sagepub.com/buzawa5e**

Brief Contents



Acknowledgments	xv
Chapter 1 Introduction: The Role and Context of Agency Responses to Domestic Violence	I
PART I. What Is Domestic Violence?	19
Chapter 2 The Nature and Extent of Domestic Violence	21
Chapter 3 Matters of History, Faith, and Society	59
Chapter 4 Theoretical Explanations for Domestic Violence	81
PART II. The Criminal Justice Response	117
Chapter 5 Selective Screening: Barriers to Intervention	119
Chapter 6 The Impetus for Change	145
Chapter 7 Policing Domestic Violence	163
Chapter 8 Prosecuting Domestic Violence: The Journey From a Roadblock to a Change Agent	195
Chapter 9 The Role of Restraining Orders	223
Chapter 10 The Judicial Response	247
PART III. The Societal Response	277
Chapter 11 Mandated Institutional Change	279
Chapter 12 Community-Based and Court-Sponsored Diversions	319
Chapter 13 Domestic Violence, Health, and the Health System Response	343
Chapter 14 Domestic Violence, Children, and the Institutional Response	369
Chapter 15 Conclusion: Toward the Prevention of Domestic Violence: Challenges and Opportunities	395
References	403
Index	435
About the Authors	453

Detailed Contents



Acknowledgments	xv		
Chapter 1 Introduction: The Role and Context of Agency Responses to Domestic Violence	1		
Chapter Overview	1		
The Domestic Violence Revolution: Taking Stock	2		
Is the Domestic Violence Revolution a Success?	4		
The Challenges Before Us	6		
Challenges to a Criminal Justice Approach	8		
<i>Should Criminal Justice Intervention Be Victim-Centered?</i>	9		
The Evolution of This Text	11		
Organization of This Edition	13		
Conclusion	17		
PART I. What Is Domestic Violence?	19		
Chapter 2 The Nature and Extent of Domestic Violence	21		
Chapter Overview	21		
The Nature and Extent of Domestic Violence	22		
<i>Official Domestic Violence</i>			
<i>Data Sources</i>	23		
<i>Unofficial Survey Data</i>	30		
Controversies Over Definitions	33		
<i>Statutorily Defined Relationships</i>	33		
Domestic Violence Offenses	34		
<i>Stalking as Coercive Control</i>	36		
Who Are the Victims?	38		
<i>The Role of Gender</i>	38		
<i>Same-Sex Domestic Violence</i>	43		
<i>Age</i>	44		
		<i>Marital Status</i>	44
		<i>Socioeconomic Status</i>	44
		<i>Racial and Ethnic Variations</i>	45
		The Impact of Domestic Violence	49
		<i>Injuries</i>	49
		<i>Psychological and Quality-of-Life Effects on Victims</i>	49
		<i>Monetary Costs</i>	50
		<i>Domestic Violence in the Workplace</i>	50
		<i>The Impact on Children and Adolescents</i>	53
		The Specialized Problem of Stalking in Intimate Relationships	55
		<i>The Impact of Stalking</i>	56
		Summary	56
		Discussion Questions	57
		Chapter 3 Matters of History, Faith, and Society	59
		Chapter Overview	59
		Historic Attitudes on Domestic Violence	59
		<i>English Common Law and European History</i>	60
		<i>Early American Strategies and Interventions</i>	61
		<i>Enforcement in the Mid-1800s</i>	63
		The Continuing Importance of History	64
		<i>The Historical Pull Back</i>	64
		The Religious Basis for Abuse	65
		<i>Why Religion Remains Important</i>	68
		<i>The Effect of Religion on Potential Batterers</i>	69
		<i>The Effect of Religion on the Behavior of Domestic Violence Victims</i>	70

<i>Domestic Violence Rates</i>	
<i>Among the Faithful</i>	71
<i>Can Religion Become Part</i>	
<i>of the Solution?</i>	72
<i>Do Societies Hold Different</i>	
<i>Standards for Some</i>	
<i>Religious Communities?</i>	73
The Social Critique Perspective on	
History and Religion	74
<i>The Feminist Perspective</i>	74
<i>Coercive Control and</i>	
<i>Domestic Violence</i>	78
Conclusion	79
Summary	79
Discussion Questions	80

Chapter 4 Theoretical Explanations for Domestic Violence

Chapter Overview	81
The Complexity of Analyzing	
Intimate Partner Abuse	81
Individual-Focused Theories	
of Violence	83
<i>The Role and Use of</i>	
<i>Batterer Typologies</i>	83
<i>Classifying Batterers by Severity</i>	
<i>and Frequency of Abuse</i>	83
<i>Typing Batterers by Their Generality</i>	
<i>of Violence and</i>	
<i>Psychopathology</i>	84
Who Is Most at Risk of Battering?	87
<i>Biology and Abuse: Are Some</i>	
<i>Batterers "Pre-Wired"</i>	
<i>for Abuse?</i>	87
<i>A Question of the Mind?</i>	88
Biological- and Psychological-Based	
Fear and Anxiety	90
<i>Can Psychology Explain</i>	
<i>Domestic Abuse?</i>	90
<i>Personality Disorders and</i>	
<i>Mental Illness</i>	91
<i>Anger Control and the Failure to</i>	
<i>Communicate</i>	91
<i>Low Self-Esteem</i>	92
<i>Conflict Resolution Capabilities</i>	
<i>and the Failure to</i>	
<i>Communicate</i>	92
<i>"Immature" Personality</i>	93

Is Substance Abuse the Linkage Among	
Sociobiological, Psychological, and	
Sociological Theories?	93
Are Certain Families Violent?	96
<i>Social Control—Exchange</i>	
<i>of Violence</i>	97
<i>Family-Based Theories</i>	97
<i>The Violent Family</i>	97
<i>Learning Theory</i>	98
Is Domestic Violence an	
Intergenerational Problem?	98
Sociodemographic Correlates of	
Violence and Underserved	
Populations	100
<i>Poverty and Unemployment</i>	100
<i>Ethnicity and Domestic Violence</i>	102
<i>Domestic Violence in the African</i>	
<i>American Community</i>	102
<i>Native Americans</i>	104
Coercive Control	105
<i>The Limits of Equating Partner</i>	
<i>Abuse With Domestic Violence</i>	105
<i>The Theory of Coercive Control</i>	107
<i>The Technology of</i>	
<i>Coercive Control</i>	109
<i>Coercion</i>	109
<i>Violence</i>	109
<i>The Continuum of Sexual Coercion</i>	110
<i>Intimidation</i>	110
<i>Surveillance</i>	111
<i>Degradation</i>	111
<i>Control</i>	111
<i>Isolation</i>	112
<i>The Materiality of Control</i>	113
<i>Coercive Control and Risk</i>	
<i>of Fatality</i>	113
<i>Implications of Coercive</i>	
<i>Control for Changing Policy</i>	
<i>and Practice</i>	114
Summary	115
Discussion Questions	116

PART II. The Criminal Justice Response

Chapter 5 Selective Screening: Barriers to Intervention	119
Chapter Overview	120
Victim Case Screening	120

<i>The Failure to Report Crime</i>	120	The Role of Research in Promoting Change	148
<i>Who Reports and Who Does Not</i>	123	<i>Early Research</i>	148
<i>Why Has Victim Reporting Increased?</i>	123	The Evolution of Research Supporting the Primacy of Arrest	149
<i>Does Social Class Affect the Decision to Report?</i>	125	<i>Deterrence as a Rationale for Police Action</i>	150
<i>Bystander Screening</i>	126	The Minneapolis Domestic Violence Experiment	151
The Police Response	126	<i>Methodological Concerns of the MDVE</i>	151
<i>Police Screening</i>	126	<i>The Impact of the MDVE</i>	152
<i>Why Police Did Not Historically Consider Domestic Abuse</i>		<i>Deterrence Theory and the MDVE</i>	153
"Real" Policing	127	The Replication Studies	154
<i>Organizational Disincentives Are Domestic Violence Calls Extraordinarily Dangerous to the Police?</i>	129	<i>Omaha, Nebraska</i>	154
<i>Structural Impediments to Police Action</i>	130	<i>Milwaukee, Wisconsin</i>	155
<i>The Classical Bias Against Arrest</i>	130	<i>Charlotte, North Carolina</i>	155
Prosecutorial Screening Prior to Adjudication	131	<i>Colorado Springs, Colorado</i>	156
<i>Traditional Patterns of Nonintervention by Prosecutors</i>	131	<i>Miami, Florida</i>	156
Prosecutorial Autonomy	132	<i>Atlanta, Georgia</i>	156
<i>The Reality of Budgetary Pressures</i>	132	<i>A New Analysis of the Data</i>	157
<i>Prioritizing Prosecutorial Efforts to Targeted Offenses</i>	133	<i>The Reaction to the Replication Studies</i>	157
<i>The Impact of These Constraints on the Prosecutorial Response</i>	133	Legal Liability as an Agent for Change	158
<i>Unique Factors Limiting Prosecutorial Effectiveness</i>	133	Summary	160
<i>Screening as a Result of Organizational Incentives</i>	134	Discussion Questions	161
Case Attrition by Victims: Self-Doubts and the Complexity of Motivation	134		
<i>Victim Costs in Prosecution</i>	136	Chapter 7 Policing Domestic Violence	163
<i>The Impact of Victim-Initiated Attrition</i>	137	Chapter Overview	163
A Judicial Annoyance: Handling Battling Families	137	How Do Police Decide Whether to Arrest?	163
<i>Case Disposition by the Judiciary</i>	138	<i>Discretion to Arrest in Domestic Violence Cases</i>	165
The Decision to Access Victim Services	141	Key Situational and Incident Characteristics	166
Summary	142	<i>Offender Absence When Police Arrive</i>	166
Discussion Questions	143	<i>Characterization of a Crime as a Misdemeanor or a Felony</i>	167
Chapter 6 The Impetus for Change	145	<i>Who Called the Police?</i>	167
Chapter Overview	145	<i>Presence of Weapons</i>	168
Political Pressure	145	<i>Incident Injuries</i>	168
		<i>Presence of Children</i>	169
		<i>Existence of a Formal Marital Relationship</i>	169
		<i>Perceived Mitigating Circumstances</i>	170
		Victim-Specific Variables in the Arrest Decision	170

<i>Victim Preferences</i>	170	The Limitations of Police Arrests	
<i>Victim Behavior and Demeanor</i>	171	in Response to Stalking	192
<i>Victim Lifestyle</i>	171	Summary	193
<i>Police Perception of Violence as</i>		Discussion Questions	193
<i>Part of Victim's Lifestyle</i>	172		
<i>Sex of the Victim and Offender:</i>		Chapter 8 Prosecuting	
<i>A Changing Story?</i>	173	Domestic Violence: The Journey	
<i>Increased Female Arrests</i>	174	From a Roadblock to a	
Offender-Specific Variables in the		Change Agent	195
Decision to Arrest	175	Chapter Overview	195
<i>Criminal History</i>	175	The Varied Reasons for	
<i>Offender Behavior and Demeanor</i>	175	Case Attrition	195
Variations Within Police Departments	177	<i>Case Attrition by Victims</i>	195
<i>Gender Differences</i>	178	<i>Self-Doubts and the Complexity of</i>	
<i>Officer Age and Arrest</i>	178	<i>Motivation: Changes in Victim</i>	
<i>Officer Race</i>	178	<i>Attitudes During the Life</i>	
<i>Organizational Priorities</i>	179	<i>Course of a Violent Relationship</i>	197
<i>Dedicated Domestic Violence</i>		<i>Traditional Agency Attitudes Toward</i>	
<i>Units and Arrests</i>	179	<i>Prosecution and Case Screening</i>	199
Community Characteristics	180	<i>The Role of Victim Behavior</i>	
<i>Urban–Rural Variations</i>	180	<i>and Motivation in the</i>	
The Controversy Over Mandatory Arrest	180	<i>Decision to Prosecute</i>	200
<i>Advantages for Victims</i>	180	<i>Prosecutorial Assessment of</i>	
<i>Societal Reasons Favoring</i>		<i>Offender Likely to Recidivate</i>	201
<i>Mandatory Arrest Practices</i>	181	<i>Organizational Factors Within</i>	
<i>Controversies Regarding</i>		<i>Prosecutor's Offices That</i>	
<i>Mandatory Arrest</i>	181	<i>Affect Prosecution Decisions</i>	201
<i>Have Increased Arrests Suppressed</i>		<i>Imposing Procedural Barriers:</i>	
<i>Domestic Violence?</i>	182	<i>Why the System Encouraged</i>	
<i>The Costs and Unintended</i>		<i>Victims to Abandon</i>	
<i>Consequences of Arrest</i>	183	<i>Prosecution</i>	201
<i>The "Widening Net" of Domestic</i>		<i>How Did Prosecutor Offices</i>	
<i>Violence Arrest Practices</i>	183	<i>Initially Respond to New</i>	
<i>Unanticipated Costs of Arrest</i>		<i>Pro-Arrest Policies?</i>	202
<i>to the Victim</i>	184	The Changing Prosecutorial Response	203
<i>Arrests and Minority</i>		<i>Have Prosecution Rates</i>	
<i>Populations:</i>		<i>Actually Increased?</i>	203
<i>A Special Case?</i>	186	<i>Victim Advocates</i>	205
The Role of Victim Satisfaction in		<i>Potential Limits of</i>	
Reporting Revictimization	187	<i>Victim Advocates</i>	207
The Increase in Dual Arrests	188	The Impact of No-Drop Policies	208
<i>The Violent Family and Dual Arrests</i>	188	<i>Description of No-Drop Policies</i>	208
Is a Uniform Arrest Policy Justified		<i>Current Use of No-Drop Policies</i>	208
in the Context of Victim Needs?	189	<i>Rationale for a No-Drop Policy</i>	209
<i>Victim Preferences</i>	189	<i>Protection of Children as a</i>	
<i>Does Failure to Follow Victim</i>		<i>Rationale for No-Drop Policies</i>	210
<i>Arrest Preferences Deter Future</i>		<i>Evidence That No-Drop Policies</i>	
<i>Reporting?</i>	191	<i>Might Be Effective</i>	210

<i>Limitations of No-Drop Policies</i>	211
<i>Can No-Drop Policies Be Justified</i>	
<i>Based on Superior Results?</i>	215
<i>Does a No-Drop Policy</i>	
<i>Disempower Victims?</i>	216
Victims Charged With Child	
Endangerment	218
The Likelihood of Conviction	219
Are There Effective Alternatives	
to Mandatory Prosecution?	220
Summary	222
Discussion Questions	222

Chapter 9 The Role of Restraining Orders

Chapter Overview	223
The Role of Domestic Violence	
Restraining Orders	223
The Process of Obtaining	
Protective Orders	224
The Explosive Growth of	
Restraining Orders	224
The Early Use of Restraining	
Orders: The Massachusetts	
Experience	226
Potential Advantages of	
Protective Orders	227
Why Protective Orders Are Not	
Always Granted	229
<i>Are Restraining Orders Denied</i>	
<i>to Many Groups of Domestic</i>	
<i>Violence Victims?</i>	231
The Limitations of Protective Orders	234
<i>Should Violations of Restraining</i>	
<i>Orders Be Judged by</i>	
<i>Criminal Courts?</i>	234
<i>The California Case</i>	234
<i>North Carolina</i>	236
<i>When Will Women Use</i>	
<i>Restraining Orders?</i>	236
<i>Are Restraining Orders</i>	
<i>Effective?</i>	237
<i>Can Restraining Orders</i>	
<i>Be Misused?</i>	239
The Complex Problem of	
Restraining Order Violation	239

<i>Judicial Enforcement of</i>	
<i>Restraining Orders</i>	241
<i>Judicial Enforcement of</i>	
<i>Restraining Orders in the</i>	
<i>Face of Police Misconduct</i>	242
<i>Enforcement of Restraining</i>	
<i>Orders After Gonzales</i>	244
Is There a Best Practice for Obtaining	
and Enforcing Restraining Orders?	245
<i>More Potential Enhancements</i>	
<i>to Restraining Orders</i>	245
Summary	246
Discussion Questions	246

Chapter 10 The Judicial Response

Chapter Overview	247
The Process of Measuring	
Judicial Change	248
<i>The Judicial Role in Sentencing</i>	248
Case Disposition at Trial: Variability	
in Judicial Sentencing Patterns	251
<i>Why Does Such Variation Exist?</i>	251
Sentencing Patterns for Domestic	
Compared With Non-Domestic	
Violence Offenders	252
Domestic Violence Courts: The Focus	
on Victim Needs and Offender	
Accountability	254
The Variety of Domestic	
Violence Courts	257
<i>Types of Domestic</i>	
<i>Violence Courts</i>	257
<i>The Structure and Content</i>	
<i>of Domestic Violence Courts</i>	257
<i>The Goals of Domestic</i>	
<i>Violence Courts</i>	260
<i>What Factors Contribute to</i>	
<i>a Successful Domestic</i>	
<i>Violence Court?</i>	260
<i>Domestic Violence Courts:</i>	
<i>A Long-Term Solution?</i>	267
<i>Can a Family Court Be Effective</i>	
<i>as a Domestic Violence Court?</i>	267
Innovations in New York State	270
<i>Implications of the New York State</i>	
<i>Innovations</i>	271

<i>Integrated Domestic Violence Courts and Their Impact on Convictions</i>	273
Summary	274
Discussion Questions	275

PART III. The Societal Response 277

Chapter 11 Mandated Institutional Change 279

Chapter Overview	279
State Domestic Violence–Related Laws	279
<i>Early Changes in Laws</i>	280
<i>More Recent Statutory Amendments</i>	281
Statutes and Policies Mandating or Preferring Arrest	286
<i>Rationale for Mandating Police Arrest</i>	286
<i>Variations in Police Use of Mandatory Arrest</i>	287
State Anti-Stalking and Cyberstalking Legislation	288
<i>Initial Statutes</i>	288
<i>The Model Code Provisions and the Second Wave of Anti-Stalking Statutes</i>	290
<i>Recent Trends in Stalking Laws Are Anti-Stalking Statutes Constitutional?</i>	292
<i>Gaps in Current Laws</i>	293
The Federal Legislative Response	294
<i>Initial Efforts</i>	294
<i>The Violence Against Women Act of 1994</i>	294
<i>The VAWA Reauthorization Act of 2000</i>	296
<i>The VAWA Reauthorization Act of 2005</i>	297
<i>The VAWA Reauthorization Act of 2013</i>	297
<i>Federal Efforts to Combat Stalking</i>	299
<i>The Affordable Care Act</i>	300
<i>Future Legislation</i>	301
International Legal Reform and Human Rights	301

The Context for a Broader Response to Woman Abuse	302
<i>Coercive Control in Europe</i>	303
<i>Broadening the Application of Human Rights Doctrine</i>	304
<i>Local Activism: Opuz v. Turkey</i>	305
<i>Addressing the Normative Gap Turkey: An Example of Trickle-Down Reform</i>	309
<i>Reform in the UK: England and Wales</i>	309
Do Organizational Policies Mediate the Impact of Mandatory and Presumptive Arrest Statutes?	312
<i>Impact of Policies</i>	313
<i>The Importance of Training</i>	314
<i>Current Training</i>	315
Summary	316
Discussion Questions	317

Chapter 12 Community-Based and Court-Sponsored Diversions 319

Chapter Overview	319
Restorative Justice Approaches	319
Domestic Violence Mediation Programs	321
<i>Advantages of Mediation</i>	322
<i>Does Mediation Actually Reduce Violence?</i>	322
<i>Limits of Mediation</i>	323
<i>When and How Should Pretrial Mediation Occur?</i>	326
Family Group Conferencing and Peacemaking Circles	328
Batterer Intervention Programs	330
<i>The Role of Batterer Intervention Programs in a Divergent Offender Group</i>	330
<i>Program Characteristics</i>	331
<i>Alternatives to the Duluth Model</i>	332
<i>Advantages of Batterer Intervention Programs</i>	335
<i>Do Batterer Intervention Programs Work?</i>	336

<i>Program Completion as a Marker for Successful Outcomes</i>	337
<i>When Should Batterer Intervention Programs Be Used?</i>	339
Summary	341
Discussion Questions	341

Chapter 13 Domestic Violence, Health, and the Health System Response 343

Chapter Overview	343
The Role of Health Services	344
The Need for and Use of Health Services by Battered Women	345
<i>The Significance of Abuse for Female Trauma</i>	346
<i>The Importance of Primary Care</i>	346
<i>The Minor Nature of the Injuries Caused by Abuse</i>	347
The Markers of Partner Violence in the Health System	348
<i>The Frequency of Abusive Assaults</i>	348
<i>The Duration of Abuse</i>	348
The Sexual Nature of Partner Violence and Coercion	349
<i>The Continuum of Sexual Coercion</i>	349
The Secondary Consequences of Abuse	350
<i>Medical Problems</i>	350
<i>Behavioral Problems</i>	351
<i>Mental Health Problems</i>	351
<i>Battered Woman Syndrome</i>	352
<i>Post-Traumatic Stress Disorder</i>	352
<i>Explaining the Secondary Health Problems Associated With Partner Abuse</i>	353
Populations at Special Risk	354
<i>Pregnant Women and Reproductive Coercion</i>	354
<i>Women With Disabilities</i>	355
Defining Woman Battering in the Health Setting	356
Measuring Partner Abuse: Prevalence and Incidence	356

Medical Neglect	357
Reforming the Health System	358
The Major Challenges Ahead: Screening and Clinical Violence Intervention	362
<i>Barriers to Identification</i>	362
<i>Screening</i>	363
<i>Mandatory Reporting</i>	366
<i>Clinical Violence Intervention</i>	366
Summary	367
Discussion Questions	368

Chapter 14 Domestic Violence, Children, and the Institutional Response 369

Chapter Overview	369
What About the Children?	370
Domestic Violence and Children's Well-Being	372
<i>Child Abuse</i>	373
<i>Child Sexual Abuse</i>	373
<i>Witnessing</i>	374
<i>Developmental Age: Special Risks to Infants and Preschool Children</i>	375
<i>Adverse Childhood Experiences: Domestic Violence and the Developing Brain</i>	376
Indirect Effects of Exposure to Domestic Violence on Children	378
<i>Separation</i>	378
<i>Diminished Capacity for Caretaking</i>	379
<i>Changes in Parenting</i>	379
<i>Changes in the Victimized Parent</i>	380
<i>Mothering Through Domestic Violence</i>	380
<i>Perpetrator's Use of the Child as a Tool</i>	380
<i>Offender Interference in a Victim's Parenting</i>	381
<i>Modeling</i>	381
<i>The Limits of the Research and Future Direction</i>	382

<i>Putting Exposure in Context</i>	382
<i>The Child Welfare System</i>	383
The Family Court Response	386
<i>Domestic Violence in</i>	
<i>Custody Cases</i>	386
<i>The Significance of Custody</i>	
<i>Decisions for Victims</i>	
<i>and Children</i>	387
<i>The Family Court Response</i>	389
<i>The Three Planet Model</i>	390
<i>The Battered Mother's</i>	
<i>Dilemma</i>	390
The Future of Child Welfare and the	
Family Court Response	391
Summary	392
Discussion Questions	393

Chapter 15 Conclusion: Toward the	
Prevention of Domestic Violence:	
Challenges and Opportunities	395
The Problem of High-Risk Offenders	396
The Use of Risk-Assessment Tools	396
Risk Factors for Intimate Partner	
Homicide	398
Using Risk Factors to Target	
Recurrent Domestic Violence	398
Are Several Risk Profiles Needed?	399
Implementing Risk Reduction Strategies	400
References	403
Index	435
About the Authors	453





Introduction

The Role and Context of Agency Responses to Domestic Violence

Chapter Overview

The movement to end domestic violence in the United States began more than a century ago. In 1885, volunteers working with a coalition of women's organizations in Chicago started a "court watch" project designed to monitor proceedings that involved female and child victims of abuse and rape. In addition to providing legal aid and personal assistance, they also sent abused women to a shelter run by the Women's Club of Chicago, the first shelter of its kind. The Chicago initiative was short-lived, however, and the idea of using emergency housing as a first-line protection did not take hold until a May afternoon in 1972 when the first call to a shelter was made to Women's Advocates in St. Paul, Minnesota. As recalled by Sharon Vaughan (2009), a founder of the St. Paul program and a pioneer in the battered women's movement:

The call was . . . from Emergency Social Services. A worker said a woman was at the St. Paul Greyhound bus station with a two-year-old child. To get a job, she had traveled 150 miles from Superior, Wisconsin, with two dollars in her pocket. What were we expected to do? Where would they stay after two days at the Grand Hotel? One of the advocates borrowed a high chair and stroller and we took them to the apartment that was our office. These were the first residents we sheltered. The two-year-old destroyed the office in one night because all the papers were tacked on low shelves held up by bricks. His mother didn't talk about being battered; she said she wanted to go to secretarial school to make a life for her and her son. She tried to get a place to live, but no one would rent to her without a deposit, which she didn't have. . . . After a couple of weeks, she went back to Superior, and every Christmas for several years sent a card thanking Women's Advocates for being there and enclosed \$2.00, the amount she had when she came to town. (p. 3)

During the next 3 decades, the use of shelters for women escaping abusive partners became widespread in the United States and in dozens of other countries. The shelter movement helped to stimulate a revolution in the societal response to domestic violence victims and offenders that has circled the globe, stirring women from all walks of life; of all races, religions, and ages; and in thousands of neighborhoods, to challenge men's age-old prerogative to hurt, demean, or otherwise subjugate their female partners virtually at will. In addition to the proliferation of community-based services for victims, the revolution consists of the three other major components that are the focus of this text: (a) the criminalization of domestic violence; (b) the mobilization of a range of legal, health, and social service resources