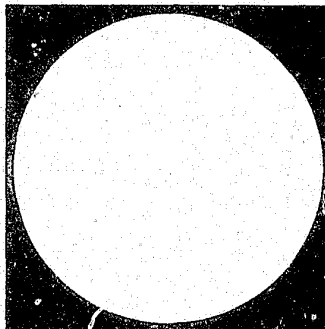


evaluation report



**Alexander, Franklin, Gallatin, Hamilton,
Hardin, Jackson, Jefferson, Johnson, Massac,
Perry, Pope, Pulaski, Saline, Union,
& Williamson Counties, Illinois**

67614



**GREATER
EGYPT
REGIONAL
PLANNING &
DEVELOPMENT
COMMISSION**

NCJRS

APR 28 1979

ACQUISITIONS

INQUIRY INTO FAMILY VIOLENCE
IN SOUTHERN ILLINOIS

Greater Egypt Regional Planning and Development Commission
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FOREWORD

Family violence has become an issue of overt national concern during the past several years. Once considered a private family issue, and even condoned during certain periods of history; the problem has surfaced to what some call epidemic proportions. Reported incidents of family violence may represent only the tip of an ominous iceberg.

The purpose of this report is to attempt to identify the extent to which family violence is considered a problem in the Greater Egypt Criminal Justice Region, which includes Alexander, Franklin, Gallatin, Hamilton, Hardin, Jackson, Jefferson, Johnson, Massac, Perry, Pope, Pulaski, Saline, Union, and Williamson Counties in southern Illinois.

The approach used to study this issue included abstracts of current research of the subject and a region-wide survey of select groups of people.

Family violence for the purposes of this report, is sub-divided into four categories (1) spouse abuse (2) parental abuse of children (3) violence between brothers and sisters and (4) abuse of parents. Spouse abuse is the main area of concern for this report. While the aforementioned sub-divisions of family violence have common denominators they are also definite problems among themselves.

Surveys were mailed to seven groups of people within the region. These groups include police and sheriffs, state's attorneys, judges, public officials (mayors, county board chairmen), hospital emergency rooms, social service agencies and former clients of a shelter for women. Several in each of these groups were interviewed personally in order to gain insight into their particular thoughts, feelings and problems dealing with the issues of family violence generally and spouse abuse in particular.

The subject of spouse abuse is extremely frustrating, emotional and complex. Police officers, attorneys, social service agencies and public officials all have particular difficulties with the issue. There are no simple answers, no consensus of opinion as to why spouse abuse occurs, what is the best approach to take to deal with the problem or what alternatives if (available), would be most desirable.

Literature on the subject is varied and mostly subjective. Perhaps it is difficult to remain objective when exploring such an emotionally charged topic.

This report was prepared by funds provided by the Illinois Law Enforcement Commission's Regional Evaluation Program with matching funds provided by the Greater Egypt Criminal Justice Region. Documentation of the domestic violence problem may be of value both in raising the public's awareness of the problem and seeking alternative methods to deal with the issue. Acknowledgment of appreciation is expressed to all those who took time to be interviewed or who filled out the survey questionnaires.

Chapter 1

INTRODUCTION

While there are many differences between the Greater Egypt regional counties they do share some common characteristics. They are rural, undiversified economically, and suffer from high unemployment. Major employers of the region include government, coal companies, farming, retail and service organizations and Southern Illinois University.

Figure 1 represents selected data for each county in the Greater Egypt Criminal Justice Region.

At this point, none of these variables nor combinations are "proven" correlating directly to the causes of family violence. However, they are indicators of community stability and structure, and thus may lend some light on family stability and violence.

Population

The population of the Greater Egypt Region is relatively stable with a slight trend towards population decrease. There are no cities with a population over 25,000 and only a few with 10,000 and over. Much of the area is covered by National Forest. The area is sparsely populated and rural, although some communities are experiences slow growth.

Unemployment Rate

While unemployment rates are an imperfect measure of the actual percent of people seeking employment, they offer, for reasons of comparison, a meaningful indicator of the socio-economic condition of a population. All of the region's counties experienced a higher than state or National

average unemployment rate for 1978. Most counties had double digit unemployment rates with a high of 16% in one county. The state average in 1978 was 6.1%. What has this to do with family violence? Being employed seems to be a cultural as well as economic necessity in this country, especially in the midlands. Unemployment (to a lesser extent under-employment) causes frustration and low self esteem, and is conducive to volatile situations.

Divorces and Annulments Divided by Marriages for 1976 (dissolution ratios)

Dissolution rates vary greatly from county to county with a range of 57.5% to 8.8% (largest - smallest dissolution ratio). The number of these dissolutions where abuse was a factor is difficult to determine. According to a legal aid service based in Carbondale, a very high percent of divorce requests involve some type of physical violence. However, the legal reason for most divorces is "mental cruelty" as it is far easier to prove. Thus official reasons for divorce would not be an accurate measure of physical abuse in divorce.

Percent of High School Graduates 25 years of age or older

As with employment, educational achievement has been revered by some in this county as one important measure of individual worth. The natural outgrowth of education has been a socialization process which seems to instill individuals with limits of appropriate behavior. The less socialization and education the less information one has on what are proper limits of behavior. Again, as with employment, lack of a valued cultural variable (education) may lower ones self esteem, and accent anger and frustrations. Abuse towards a family member is a form of acting out frustration. While the correlation between education and acting out may be difficult to prove, by common sense it could be viewed as one of many variables relating to violence and abuse.

A gross measure of education is the number of persons 25 year of age or older who have completed high school. The percent of high school graduates in the Greater Egypt Criminal Justice region's counties ranges from 29% to 56%. However, these scores are both extreme, the median percent of high school graduates falls around 37% region wide. The state average is around 50% thus Southern Illinois falls significantly below the state average regarding educational level of achievement.

Percent of Families Below the Poverty Level - 1969

The poverty level as established by the U. S. Census Bureau is \$3745 annually for a family of four. The percent falling below that figure in the state in 1969 was 8.1%. Southern Illinois Region wide median was 12.2% with a range of 8.9% to 25.5% (lowest poverty level county to highest poverty level county). When finances for basic necessities are at low ebb or lacking; stress, anger and frustration become accented and a resulting violence related to survival needs may manifest. Thus one might expect more violence in an area with a high percentage of population below the poverty level.

Number of Violent Crimes Against Persons

In 1977 the Illinois Uniform Crime Reports total number of reported violent crimes (homicide, forcible rape and aggravated assault and battery) for the Greater Egypt Region was 455. This divided by the regional population (319,582) equals .013% which represents that percent of the population victimized by these three crimes. The State total for these three crimes in 1977 was 26,798 which, when divided by the State's population of 11,252,000 equals .024%. Therefore the chance of victimization for these three crimes in the Greater Egypt Region is about 42% less than state wide rates. Again, rates vary widely between counties in the region and they appear to have a direct relationship to population density.

Is there a relationship between incidents of these crimes and family violence? Again, as with all the unknowns one would be hard pressed to prove a correlation. The rates are, however, a general indicator of community violence.

While causes of family violence are elusive there seems to be some consensus concerning characteristics of abusers and those abused. There seems little relationship between different categories of family violence (i.e. spouse abuse and child abuse appear to be very different problems caused by different stimuli. Spouse abusers are not necessarily child abusers or vice versa).

Local documentation, especially of spouse abuse is generally lacking. Usually, police only record spouse abuse according to charges brought such as assault or intimidation. The actual numbers of police calls for spouse abuse are non-existent. A minority of victims of spouse abuse request police intervention; of those requests, few press charges against their assailants; and most of those pressing charges later drop charges rather than proceed with a court trial.

Often criminal justice personnel are placed in extremely volatile situations when dealing with family violence. Their role seems to range from that of peace maker to that of family counselor. When services other than law enforcement seem appropriate, police officers may refer those involved in domestic violence to resource agencies. Such agencies include mental health and family counseling centers, the Department of Child and Family Services, shelter care centers and other social service agencies.

Figure 1
SELECTED DATA FOR EACH GREATER EGYPT CRIMINAL JUSTICE REGIONAL COUNTY

	<u>Population¹</u> (1980 Pro- jection) 1980	<u>Average %²</u> Unemploy- ment '78 1978	<u>Percent of divorces³</u> and annulments divided by marriages occurring 1976	<u>% of those 25⁴</u> and older who are high school graduates - 1970	<u>% of families⁵</u> below poverty level 1969
Alexander	11,436	15.1%	56.5%	34%	22.7%
Franklin	43,029	10.6	48.9	35	10.7
Gallatin	7,080	11.6	8.8	30	10.0
Hamilton	8,398	14.4	41.8	31	16.6
Hardin	5,372	10.9	15.3	31	12.5
Jackson	52,294	8.6	52.9	56	9.1
Jefferson	36,142	10.3	36.2	41	9.9
Johnson	9,877	7.8	39.8	40	10.6
Massac	13,811	10.8	23.1	38	12.1
Perry	21,113	8.4	44.2	38	8.7
Pope	2,526	16.2	34.9	29	20.3
Pulaski	8,569	14.2	69.3	29	25.5
Saline	27,196	10.9	57.5	32	12.2
Union	15,789	11.0	37.8	37	24.9
Williamson	54,950	11.3	61.5	45	8.9

Total 319,582 State Average = 6.1% State Average = 45.7% State Average = 46.7% State Average = 8.1%

¹Illinois Population Projections, 1970-2025, State of Illinois, Bureau of the Budget

²State of Illinois Unemployment Records for 1978

³Illinois Department of Public Health; Marriages, Divorces and Annulments with Dissolution Ratios for Counties in Illinois - 1976

⁴General Social and Economic Characteristics - 1970 (Illinois) U.S. Department of Commerce, Bureau of the Census

⁵Ibid

Figure 2
1977 I-UCR RATES FOR VIOLENT PERSONAL CRIMES IN
GREATER EGYPT CRIMINAL JUSTICE REGIONAL COUNTIES

	<u>Homicide</u>	<u>Forcible Rape</u>	<u>Assault</u>
Alexander	2	1	53
Franklin	3	1	70
Gallatin	0	2	9
Hamilton	1	0	0
Hardin	0	0	2
Jackson	9	9	113
Jefferson	0	9	32
Johnson	0	0	8
Massac	0	0	15
Perry	1	1	16
Pope	1	0	6
Pulaski	7	7	17
Saline	2	2	17
Union	1	0	22
Williamson	<u>0</u>	<u>5</u>	<u>50</u>
Regional Total	<u>12</u>	<u>30</u>	<u>413</u>
State Total	1119	2407	23272

SOURCE: Illinois Uniform Crime Reports - 1977.

Chapter 2

SUMMARY

The objective of this report was to determine the extent to which family violence (specifically spouse abuse) is a problem in the Greater Egypt Criminal Justice Region. Some secondary objectives were to explore reasons for spouse abuse, describe present alternative treatments, and list desired treatments for the problem.

Little hard data exists or is easily retrievable concerning family violence. Five major groups of people were sent survey questionnaires including (1) primary law enforcers (all city and village police chiefs and sheriffs in the region) (2) state's attorneys in the region (3) judges in the region (4) public officials in the region and (5) social service agencies in the region. The purpose of this broad survey was to accumulate as much "estimated" information as possible in order to arrive at as accurate results as possible in absence of hard data.

Findings

The question "is domestic violence a problem in your area?", was posed to police, state's attorneys, judges and public officials. The overall response was:

Yes	34 (66%)
No	17 (34%)
TOTAL	51 (100%)

A chi-square test for significance found that there was no significant variance of opinion among the four groups, thus the answers may be summarized as representative of all the groups. The four groups questioned felt, overwhelmingly, that spouse abuse is a problem.

Other significant findings were:

1. No police agency responding to the survey had a written policy regarding the management of domestic disturbance calls.
2. Spouse abuse calls represent 86% of all domestic disturbance calls for the region's police agencies. (estimated)
3. Police felt major causes of spouse abuse were alcohol abuse and financial problems.
4. Police responded "yes," 81% of the time to the question, "do you feel that increased training programs for police management of domestic violence would be desirable?"
5. State's Attorneys found the spouse abuse question frustrating. Often victims will press charges and, once the State's Attorney completes preliminary preparation, will "cool off" and drop charges.
6. Judges stated that very few domestic violence cases come before them for trial - thus - their official interest was low.
7. Emergency rooms of hospitals showed little interest or awareness of the problem. Most often, if spouse abuse resulted in an injury requiring emergency room services the person requiring services to, save embarrassment, injuries were the result of an accident.
8. Half of responding public officials were aware of services that respond to family violence in their communities.
9. Public officials were fairly evenly split concerning the question of funding for programs to deal with family violence. Half felt that funding should come from city or county funds, half felt it should not.
10. Social services agencies (excluding the Women's Center)* rarely deal with spouse abuse as a primary problem. Often it is one of a multitude of problems including alcoholism, low self esteem and other emotional problems.

A question asked of all groups was "what additional services would you recommend to treat the problem of domestic violence?" Answers generally indicated a need for counseling ranging from a counselor accompanying police officers, to the scene of domestic violence calls to including marriage preparation courses in public education programs. Listed below are other suggestions.

1. Temporary shelter care
2. Crisis Intervention

*The Women's Center is discussed in detail in Chapter 5.

3. Mandatory Counseling
4. Volunteer Counseling
5. Education and Counseling
6. Counseling for the abuser
7. Crisis Intervention Training for policemen.

The overwhelming majority of respondents felt that the criminal justice system cannot, or should not deal with the issue of domestic violence per se, but should deal with any legal violations as a result of domestic violence.

Recommendations from the survey:

1. Record keeping systems:

The police departments should consider coding all police calls to indicate whether domestic violence is the obvious cause. Then, the extent to which domestic violence is a problem could easily be retrieved and monitored.

2. A written policy concerning the management of domestic violence calls:

A flexible written policy which could vary from department to department may be valuable to consider. This policy could serve to eliminate some anxiety on the officer's part as he would know (what?) approach is recommended. Also, the policy could outline "crisis stages" of a domestic dispute when injury is most likely to occur to the participants and officer(s). The policy could also include a list of referral services - (social, etc.).

3. Carbondale's Women's Center:

The Women's Center should inform area law enforcement officials of services offered at the Center and how to obtain such services. Further, the Women's Center should clarify their legal obligations regarding reporting of domestic violence cases that come to their attention with area law enforcement agencies.

4. Training programs for police management of domestic violence:

Two approaches could be taken to offer training programs. (1) The Greater Egypt Criminal Justice Training Program could implement domestic violence management training sessions or seminars in cooperation with area social service agencies and/or education institutions; (2) Area social service and/or educational institutions could offer training in domestic violence.

5. Possible victim - witness programs:

Victim - witness service programs should be explored which could be a cooperative effort between law enforcement agencies and social service agencies in each county in the Great Egypt Region. The Greater Egypt Criminal Justice Program could conduct some pilot surveys to explore the feasibility of victim-witness programs. Such programs could offer services to, among others, abused spouses. These programs could serve to divert cases from the criminal justice system where appropriate and support those wishing to proceed with court action where appropriate. The key to success would be the concept of a cooperative effort between law enforcement and area social service agencies.

6. Answers to the problem of domestic violence:

If enough interest is generated concerning the problem of family violence region-wide, it may be valuable to consider holding a meeting with select social service, law enforcement, and public official's representatives from each county in the Greater Egypt Region. This meeting could focus on the problem of how to best address the problem of family violence both from a legal and social service perspective. On a smaller scale intra county meeting could be held to address how each county could address the problem.

The Women's Center of Carbondale is the only area agency that deals with spouse abuse as a primary problem. They offer a variety of services including emergency shelter care for women and their children, counseling and counseling referral services, rape response and education services, displaced homemaker employment and education services, referral and information services and several other programs. They have existed since 1972 and began offering shelter care services in August, 1975. The scope of services and number of clients served has increased every year. Revenues for the Center come from the City of Carbondale, Jackson County (CETA), Jackson County 708 Mental Health Board, the Governor's Office of Manpower, Southern Illinois University, donations and other sources. The Center relies heavily on volunteers and CETA funding for personnel salaries.

The geographical range served by the Center reaches all of Southern Illinois and some areas out of state.

7. Women's Center

Recommendation: The Women's Center should explore the feasibility of receiving funds from counties that utilize the services but do not

financially support it. A mutually acceptable arrangement could be arrived at by the Center and some non-supporting Counties. Other alternative resources should also be investigated, including private foundations and corporations; or other state/federal funding assistance programs.

Overall, region-wide consensus based on this survey, indicates that domestic violence (especially spouse abuse) is a problem throughout the region. Methods or suggestions for dealing with the problem vary widely but seem to have a common theme - law enforcement agencies are primary emergency sources of dealing with the problem. It would appear that Schudson's (abstract section p. 19) thesis that the Criminal Justice System cannot adequately replace latter day extended family roles is supported by this survey. Counseling may help alleviate some stress, while education may help prepare people for marriage. The ultimate "answer" to the problem of domestic violence may lie in a new synthesis of the family role. The old role of the family and extended family seems to have passed, there is no new role as a replacement. Stresses on the nuclear family are tremendous and violence often occurs.

Chapter 3

REVIEW OF CURRENT RESEARCH

As the problem of spouse abuse becomes more of a public issue, research and publications on the subject are appearing at increasing rates. This review is only a brief overview of current research. All abstracts are summarizations of existing research with credits given in italics before each summary.

1. *Wives: the "Appropriate" Victims of Marital Violence by Dobash and Dobash.* This article briefly explores the history of spouse abuse. The problem has been present for thousands of years. In the U. S. in the early 19th century the state couldn't interfere with family violence unless "permanent injury or excessive violence was involved". In 1871 spouse abuse became illegal in Alabama and Massachusetts. In 1881 the U. S. Supreme Court ruled that, "the moral sense of the community revolts at the idea that the husband may inflict personal chastisement upon his wife, even for the most outrageous conduct." (Reg vs Jackson)

England's House of Commons held that, "the country should treat its married women no worse than it treats its domestic animals". The idea of male-female relationships in "possession, authority and control most often lead to violence."¹

2. *"Wife Beating - How Common and Why" by Straus.* Of the 47 million couples in the U.S. it has been estimated that 3.8% or 1.8 million wives are beaten annually. While the number of beatings and their degree of seriousness varies greatly, the medium number of beatings is 2.4 times per year. This is probably a very conservative estimate due to the underreporting of the problem.

Spouse abuse is subtly encouraged by the commitment to violence and the United States child rearing patterns tend to train children to be violent.²

3. *"Sixty Battered Women" by Hilberman and Muson.* This article based conclusions concerning reasons for spouse abuse on 60 in depth interviews with victims of abuse.

The following is a list of circumstances and symptoms of battered women:

A. Violence is normally present in families of origin of both abused and abuser.

B. Violence and incest is normally present in the wife's family of origin.

C. Children in a situation where their mother is being abused physically experience a multiplicity of somatic, emotion, behavioral and sleep problems with overt aggressive behavior evidenced by male offspring.

D. The abuser is usually an alcoholic, impulsive and/or pathologically jealous.

E. The abused wife usually has multiple somatic complaints with frequent clinical visits and utilizes tranquilizers on a regular basis.

F. The abused wife experiences severe agitation, anxiety, and insomnia with violent nightmares.

G. The abused wife often directs aggression against herself resulting in depression, suicidal indications and episodes of self mutilation.

Other general characteristics of a spouse abuse situation include a high suicide and/or homicide rate in the families of the abused and abuser; typically the abused marries early to escape a bad home situation; fathers of the abused wife are typically seductive; poor impulse control and low frustration tolerance typifies the abuser and abused; the abused feels isolated from humanity; unemployment rate is usually high in spouse abuse situations with severe stress associated with basic survival needs.

Abuse seems to be directed towards the woman's face and breast or against her abdomen when pregnant. Often a pattern develops where the husband abuses his wife who, unable to react back at her husband, begins abusing their children. The abuser often experiences mood swings ranging from that of a pathetic, needy child in search of nurturance to that of a violent acting out adult.

Generally, psychotherapy should aim at enhancing the abused's sense of self control and her control over her destiny.³

4. *"Battered Women and Learned Helplessness" by Walker.* This article explains the phases of spouse as follows:

- A. Tension building
- B. Explosion and battering
- C. Calm, loving respite

Learned helplessness is the result of psychological paralysis. Victims of abuse are unable to make moves towards changing their situations.

The premise of "learned helplessness" is that it is learned thus it can be unlearned through counseling and supportive therapies.⁴

5. *"Training Key #245" by Police Management and Operations Divisions of the International Association of Police, Inc. 1976.* This article summarizes spouse abuse and describes the responsibility of police

in dealing with the problem. Variables related to spouse abuse include societal violence, personality, economic condition, occupational role and personal history.

A survey conducted by the National Commission on the Causes and Prevention of Violence found that 25% of all males and 16% of all females questioned approved of slapping a spouse under certain circumstances.

The incidence of wife beating cannot be accurately determined because per se, it is not recorded as a problem. Incidences may be reported as assault, battery, aggravated assault, assault with intent to maim or disfigure or assault with intent to murder.

While specific stereo-types of the abused and abuser do not seem to exist, several generalizations can be drawn. The abused is often reluctant to report the crime due to her economic dependence on the abuser. Most abused wives have no marketable skills, thus cannot escape the violence of her provider. The abused were often raised in homes where violence was a normal pattern of life and is an accepted part of marriage.

Low self image, social isolation and fear of husband reprisal prevent the abused from trying to change her life or seek help out of her situation.

The abuser has often grown up in a violent household, has a police record and is an alcoholic.

Children living in a situation where their mother is receiving abuse may be used as scapegoats by the abused.

The police role in dealing with family violence is difficult and complex. The primary purpose of mediation is to resolve family

problems and prevent violence making arrest unnecessary. When an assault has occurred the officer should conduct an investigation remaining cognizant of special sociological and psychological factors surrounding wife abuse.

However, many victims of marital assault do not cooperate with the police and refuse to sign complaints or if they do, will later refuse to testify. After many incidents of this kind the police officer may become frustrated and become indifferent to the problem. The abused, at this point, may complain that the officer isn't responsive to the problem. Thus, often, the officer may feel he is in a "no win" situation.

While often frustrating, the officer's duty is to investigate and determine if there is probable cause for arrest regardless of the abused's cooperation. There may be those few cases where the officer, by bringing legal action, may give the abused the courage to face and correct her situation.

The officer may have certain options to offer the abused such as social service agencies.

This article takes the position that ignoring the problem is improper action by the police officer.

6. *"The Criminal Justice System as Family: Trying the Impossible for Battered Women"* by C. Schudson, Asst. District Attorney, Milwaukee County, Wisconsin, United States Commission on Civil Rights: *"Battered Women: Issues of Public Policy"* Washington, D.C., January 30, 1978. This article deals with how the change in the traditional role of the family has impacted on the criminal justice system, especially related to spouse abuse. The main hypothesis is that the deterioration of the family and its extended religious unit pushed the violence problem out of the home into the criminal justice system. It contends that, at this point, the criminal justice system has not functioned well as a surrogate family to assist battered women.

It is imperative that advocates for battered women understand that the criminal justice system holds some inherent "hostility" to battered women. Advocates should work to change that fundamental problem in order to receive more positive response from the system.

The family's prior ability to deal with violence revolved around three main factors. (1) Immediacy - the violence was witnessed, judged and terminated by persons living the same dwelling as part of an extended family. (2) Interest - the violence affected the members of the rest of the family who were interested in ceasing the violence, ensuring it did not extend to other family members and keeping the problem within the family. (3) Authority - the family could proscribe, prevent and/or punish conduct to address emotional problems that may have caused the violence.

The criminal justice system does not have comparable immediacy, interest or authority. (1) Immediacy - the delay between the act of violence and arrival of police denies the criminal justice system the opportunity for immediate judgement and control. (2) Interest - family violence ranks low on the criminal justice's list of priorities. Family violence has little obvious criminal impact beyond the family unit. (3) Authority - the criminal justice system is often in the bind of choosing between judging a man for battery which means he may lose his job and be unable to support the family he victimized.

In order to make fundamental improvements for battered women it must be understood that the criminal justice system cannot replace the family. It can offer specialized social services or refer victims to those services but its priorities will be with those more "serious" crimes other than family violence.

7. *"Needs of Battered Women Receive Special Attention from Milwaukee DA's Office"* by C. Schudson. A project was begun in Milwaukee County, Wisconsin, to aid battered women working in cooperation with the District Attorney's Office. The project was set up based on three propositions: (1) the "battered women" case often relates to crimes such as child abuse and murder; (2) to deter the battery of women would be to deter an inclination toward violence that, according to certain studies, passes from one generation to

the next; (3) such deterrence would be possible only with specialized support for battered women who, understandably, assume that the criminal justice system holds no solutions.

The staff consisted of two assistant District Attorneys, a social worker and clerical support staff. Their aim was to offer open access to the criminal justice system. Police contact was not a prerequisite and a blend of social service/legal aid was offered.

8. Report on Illinois Police and Response to Domestic Violence Calls by Illinois Commission on the Status of Women - 1977.

The Family Committee of the Illinois Commission the status of women, reacting to increasing national attention given to spouse abuse, completed a state wide survey of law enforcement response to domestic violence calls.

This was a mail survey sent to 780 police departments and 99 sheriff's departments. The overall response rate was 224 of 879 or 25.5%. Police departments responded at a slightly lower rate than sheriff's departments.

Four general factors were explored by this survey: (1) agency emphasis on domestic violence cases, (2) actions of the agency on domestic violence calls, (3) agency records on domestic violence calls, and (4) training for domestic calls.

The survey concluded that:

(1) Emphasis on domestic calls are treated equally to other crimes in response rate. However only about 13% of respondents had written policies concerning domestic violence.

(2) Actions of agencies responding to domestic calls were to keep the peace with a very low arrest rate of offenders.

(3) Only about one-third kept records delineating "domestic calls". Most calls are recorded as to the problem incurred such as assault or disturbing the peace.

(4) About half of the respondents claimed they received some training in methods of dealing with domestic calls.

9. *"New Spouse Abuse Police for New York Police" from "Response" volume 2, Issue I.* Twelve women victims of spouse abuse became plaintiffs against the New York Police and Family Court. Their complaints indicated a lack of proper action and general lack of concern by police. As a result of the suit the police are now instructed to arrest any man charged with assaulting his wife. The officer must arrest the man unless there is proper justification not to.

10. *"Female Masochism and the Enforced Restriction of Choice" by E. A. Watts.* This article deals with the pleasure - pain principal advanced in the 19th century by Freud among others. Theories of women's behaviors have been based on a propensity towards masochism and stereotypes of hysteria.

Psychoanalysis, while differing in degree, generally accepted that women are biologically determined towards masochism. When applied to physical spouse abuse it becomes apparent that a woman is "accepting" the associated pain not due to masochistic tendencies but simply because, due to many variables, she has very limited range of choices. Her choices to remove herself from abuse entrapment are held in low esteem by society and support for escape is extremely limited.

11. *"Services for Battered Women: Looking for a Perspective" by C. Lynch and T. Norris.* This article deals with attitudes of services towards abused wives. Due to the critical nature of spouse abuse, client request for help appears great and service response is limited. Most of the energy of services for abused spouses is direct service oriented with little time available for the planning - action - evolution feed back cycle.

Often programs are fragmented and chaotic with little direction. In order to overcome disorder several questions should be asked: (1) Who are we trying to help? (2) What kind of help is needed? (3) Are we giving it to the right people? Then an integration process can begin with a resulting analysis of what resources are necessary and attainable if we are to deliver needed services to clients.

A hierarchy of needs is as follows if the program is built around the client rather than the reverse.

- (1) The victim must be able to reach someone who can provide help and tie the victim into the "system".
- (2) The victims' physical safety, if not survival, requires immediate attention which may include police, medical or legal action, and a provision for the victims' children.
- (3) Material needs such as shelter, food, clothing and medical supplies are needed.
- (4) Emotional needs of the victim and her entire family must be considered.
- (5) Finally attention may be given to discussing various alternatives to the victims' historic course. These may include as divorce, job skill training, getting a job and so on.

It is important to realize that victims may enter a program at different levels of these needs.

There are three characteristic perceptions to the victim - offender relationship. (1) The victim is held responsible for provoking the violence of the offender (in order to achieve masochist needs). (2) The victim and offender are caught in a vicious cycle of mutual responsibility for the violence. (3) The offender is solely responsible for the violent acts.

Alternatives 1 and 3 let either the offender or victim "off the hook" and may act to perpetuate the problem. Placing blame is usually non-productive and may exasperate the problem. Perception 2 seems the most likely approach towards health through interrupting unhealthy actions.

Skills needed for victim treatment programs include:

- (1) Ability to secure resources for program implementation.

- (2) Ability to communicate with relevant professionals (reporters, police, states' attorneys, emergency room staff, legal services, welfare staff, and the public at large.
- (3) The ability to provide appropriate supportive and clinical counseling.
- (4) The ability to manage and delegate responsibility.
- (5) The ability to define client needs.
- (6) The ability to coordinate with other groups.

Many battered spouses result from multi problem family variables such as alcoholism, drug abuse, emotional disorders, social violation, economic dependence, chaotic home and so on. This "gestalt" of problems must be focal points of treatment.

Public concern over spouse abuse is now an issue of public interest and concern. However, as community concern subsides the problem may become subtrafuge with no services available. The job of services for spouse abuse victims is to become an entrenched permanent program.⁵

12. *"Battered Women and the Law"* by R. H. Jensen. According to FBI reports a quarter of all murders occurred within the family and half of these were husband - wife murders. In Kansas City 40% of all homicides were spouse killing spouse situation in 1976. Of 132 policemen killed in line of duty in 1974, 29 were responding to domestic disturbance calls.

Response from courts has been disheartening from those few women who are able or willing to press criminal charges. Often the victims are lectured, by the judges on how to be a good wife, or to turn to religion or other banal approaches. The article indicated that attitudes of the legal system towards abused spouses hasn't changed in 100 years.⁶

Footnotes

- 1 Victimology: An International Journal, Volume 2, 1977-1978,
Number 3-4, 1978.
- 2 Ibid.
- 3 Ibid.
- 4 Ibid.
- 5 Ibid.
- 6 Ibid.

Chapter 4

SURVEY SECTION

This chapter describes results of a region wide survey of select groups of people which explored their attitudes and opinions about family violence. The groups surveyed included Police Chiefs and Sheriffs; State's Attorneys; Judges; Hospital Emergency Rooms; Public Officials; and Social Service Agencies. Response rates varied greatly between the groups.

At least one person from each group was interviewed in person but the majority was sent a questionnaire with a self-addressed envelope. All responses were confidential.

A. Police Chiefs' and Sheriffs' Responses:

Of 52 questionnaires mailed, 21 responded for a response rate of 40%.

(Quantifiable Questions)

1. Does your agency keep records of domestic violence calls, child abuse cases and/or spouse abuse cases?

Figure 3

	<u>Domestic Violence</u>	<u>Child Abuse</u>	<u>Spouse Abuse</u>
Yes	18 (86%)	17 (81%)	13 (62%)
No	3 (14%)	4 (19%)	8 (38%)
Total	21 (100%)	21 (100%)	21 (100%)

First impressions are positive concerning recordkeeping for law enforcement agencies. However, the alleged incident is usually recorded, but a separate file or code is not kept for domestic calls. Most often, assault, battery or disturbing the peace are reported effects of domestic violence.

Recommendation: It may be valuable to consider coding all police calls to indicate whether domestic violence is the obvious cause. Then, the extent to which domestic violence is a problem could easily be retrieved and monitored.

2. Does your department have a written policy regarding the management of domestic violence calls?

Yes	0 (0%)
No	21 (100%)
Total	21 (100%)

Domestic violence calls are approached like any other police call with the same precautions. No special rules or procedures are written. However, when officers were questioned concerning their role in domestic disputes some "unwritten" procedures became evident. The roles varied in scope from that of restorer of peace to that of family counselor and social services referral service.

Recommendation: A flexible written policy which may vary from department to department would be valuable to consider. This policy could serve to eliminate some anxiety on the officer's part as he would know what approach is recommended. Also, the policy could outline "crises stages" of a domestic dispute when injury is most likely to occur to the participants and officer(s). The policy could also include a list of referral (social and legal) services.

3. Is there a stereotype of families involved in domestic violence?

Yes	11 (52%)
No	10 (48%)
Total	<u>21 (100%)</u>

The dichotomy of opinion for this question is interesting. About half felt that there is no stereotype of families involved in domestic violence. They indicated that domestic violence permeates all classes, ages and income levels. The other half feels that those involved in domestic violence were 20 to 30 years of age, lower middle class and alcohol was usually involved.

It should be pointed out that we are referring to reported domestic calls thus, if a "stereotype" did exist we would have to qualify it to those who are involved in and report domestic violence.

4. Do you feel that family violence is a problem in your jurisdiction?

Yes	13 (62%)
No	8 (38%)
Total	<u>21 (100%)</u>

At face value it appears that family violence is considered a problem by the majority of respondents. The extent to which it is considered a problem will be somewhat explained by comments of respondents.

However, considering that 60% of those surveyed did not respond could indicate several things. Perhaps domestic violence is so infrequent in some of those "non respondent" areas that they saw no value in filling out the questionnaire. Of course this is speculation but, if true, the majority would lean towards indicating that domestic violence is not a problem.

It should also be pointed out that almost all city police forces from an area of 5000 population or more indicated that family violence was a problem.

Comments:

- a) Our police department spends a fair share of its time dealing with domestic problems.....
- b) There aren't enough ways or agencies to assist at the scene handling domestic calls.
- c) no, because little domestic violence is reported in our city....
- d) ...yes, because it exists, but not in large proportions.
- e) We are dealing with living complexes made up of many buildings containing several apartments each. It is a very close environment. Domestic problems often lead to conflicts with neighbors and others in the complex.
- f) Family violence is always a problem because in my opinion it is the easiest way to get an officer hurt or killed

5. What percent of domestic violence calls are due to (a) spouse abuse (b) child abuse (c) other?

	<u>Constitute the Majority of domestic calls</u>	
Spouse Abuse	18	(86%)
Child Abuse	1	(5%)
Other	2	(9%)
Total	<u>21</u>	<u>(100%)</u>

The overwhelming majority of responses were estimates rather than actual percents as this information is not easily retrievable due to present recordkeeping systems.

However, it is obvious that spouse abuse represents the majority of domestic violence calls. When priorities are drawn for services provided to various social ills it would seem important to consider that spouse abuse represents the vast majority of domestic violence calls to police departments in this region.

6. What, from your experience, are major causes of domestic violence?

The most common denominators mentioned were alcohol abuse and financial problems. Secondary causes included jealousies, juvenile problems, frustration, under or unemployment, drugs, and stifling environments.

Alcohol often acts as a catharsis to violent behavior of all sorts, thus it would be expected to play a major role in domestic violence. All other mentioned causes seem to have the underlying factor of an inability to cope with a situation or situations, an inability to articulate that frustration which then is acted out in violence.

7. Are you aware of the Women's Center in Carbondale?

Yes	12 (57%)
No	9 (43%)
Total	<u>21</u> (100%)

8. What is your understanding of the Women's Center functions?

Those who were aware of the Women's Center were primarily aware of counseling and shelter care services. The Women's Center will be discussed in some detail in a later section of this report.

9. Is the Women's Center an effective resource to utilize for domestic violence calls?

Excellent	0 (0%)
Good	4 (33%)
Fair	5 (42%)
Poor	3 (25%)
Total	<u>12</u> (100%)

Generally, the Women's Center is held in "fair" esteem by area police officers. It is obvious that awareness of services is limited. Perhaps due to the nature of Women's Centers work and their feminist orientation some animosity is generated with area law enforcement agencies. One police agency felt that the Women's Center may actually obstruct justice in that they do not encourage and may even discourage women from informing the police of abusive situations. The Women's Center claims that they leave the decision whether to report or not up to the women.

Recommendation: The Women's Center inform area law enforcement officials of services offered at the Center and how to obtain such services. Further, the Women's Center should clarify their legal obligations with law enforcement agencies regarding reporting of domestic violence cases that come to their attention.

10. Do you feel that increased training programs for police management of domestic violence would be desirable?

Yes	17 (81%)
No	4 (19%)
Total	21 (100%)

There seems to exist a strong desire from law enforcers in the area for further training concerning management of domestic violence.

Recommendation: There are several approaches that could be taken to offer training programs. (1) The Greater Egypt Criminal Justice Training Program could implement domestic violence management training sessions or seminars in cooperation with area social service agencies and/or education institutions; (2) Area social service and/or educational institutions could offer training in the area of domestic violence management.

11. What percent of your total calls in 1978 were due to domestic violence?

Sixteen of 21 responded to this question. Those ranged from 70% to 2% with a mode of 20%. It may be inferred that about one in five police calls in the region are concerned with domestic violence.

12. How do you feel that the problem of domestic violence can best be dealt with?

Comments:

- A. Through mental health
- B. No set procedure will work for every domestic encounter
- C. ... I have often thought it would be good if we took a minister along on these calls . . .

D. ...An agency should be available to respond with the police officer

E. Training for the officer would help.

F. Domestic violence and environments in which it occurs are self perpetuating. Greatly improved counseling services aimed at both family and individual counseling are needed to deal effectively with this problem.

G. Better trained personnel and an excellent referral system.

H. ... If physical violence is evident this department will usually make an arrest

I. I feel it is better to get the individuals involved separated for the night.

J. Prosecution

Response to this question varies but several responses indicate a need for immediate crises intervention services from counseling centers. Many mental health and counseling agencies offer 24 hour a day services for crises intervention and perhaps these should be utilized more by officers.

B. State's Attorneys Responses

Of 15 questionnaires mailed, four responded representing a response rate of 26%.

Questions:

1. How many abused spouses have pressed criminal charges against their abuser in 1978?

The average in each county was about 100.

2. When those charged come before the State's Attorney how many (what percent) proceed with charges leading to trial?

The answers ranged from "very few" to 10% to 15%. Very often charges are dropped after a cooling off period. The State's Attorneys tend to

become "burnt out" concerning prosecution of spouse abuse cases. Often State's Attorneys will spend several hours, or even days, preparing for a spouse abuse case on the assurance that the plaintiff will proceed to trial. Often, very close to the trial date, the plaintiff wishes to drop the charges, which is her right. This, however, is frustrating to the State's Attorney who has spent the states' time preparing the case. Perhaps, at this critical stage, is where intensive counseling is needed. Many of these women have had little experience in the decision making process and are now faced with a choice of momentous ramifications. Often they are not emotionally prepared for such a choice. Whether they choose to return to their husbands, separate, divorce and/or proceed with criminal charges, the choice should be theirs with supportive counseling and understanding. To expect them to make a major decision without some supportive therapy after a life of limited decision making is perhaps unrealistic: to expect the State's Attorney to spend tax dollars preparing for cases that are likely to be dropped is a poor investment of resources.

Recommendation: Victim - witness services programs should be explored which could be a cooperative effort between law enforcement agencies and social service agencies in each county. The Greater Egypt Criminal Justice Program could conduct some pilot surveys to explore the feasibility of such victim witness programs. Such programs could offer services to, among others, abused spouses.

3. Are there any services available other than trial when the case comes before the State's Attorney?

Most respondents indicated mental health centers, marriage dissolution proceedings, and alcohol rehabilitation services as possible alternative services to court. As proposed above, if these services could be formally linked to the legal system perhaps both legal and social services would benefit.

4. Is there a stereotype of families involved in domestic violence?

Three of four respondents indicated no to this question. This differs from the police who, more than half, felt that there was a stereotype.

5. Is domestic violence a problem in your county?

Yes	4 (100%)
No	0 (0%)
Total	<u>4 (100%)</u>

All respondents felt that domestic violence is a problem in their respective counties. The extent and significance of the response is limited by the light response rate.

6. What percent of domestic violence charges are due to: (a) child abuse (b) spouse abuse?

All responses indicated a 10-15% for child abuse and 85-90% for spouse abuse.

While certainly a very serious problem, child abuse is a problem that reaches the State's Attorney with much less frequency, than spouse abuse.

It would seem that, in light of recent massive State allocations to deal with child abuse that perhaps these programs could address the total problem of domestic violence including spouse abuse.

7. What from your experience are major causes of domestic violence?

Alcohol and adultery were cited as major causes. One responded, in part, that lack of pre-marital counseling is also a major cause of violence. With the breakdown of the family structure and resulting displacement of responsibility to social institutions perhaps more emphasis on training for marriage could deal with the core problem of family violence.

8. Are you aware of the Women's Center?

Yes	3 (75%)
No	1 (25%)
Total	4 (100%)

9. Do you feel that they are an effective service for abused spouses?

Three of four responses had no information on which to base their answers. One response indicated that the Women's Center was an effective organization but that it approached cases too simply. This State's Attorney felt that the Women's Center doesn't appreciate the complexities of the criminal justice system. Perhaps an approach such as that offered in response to question two could help resolve that problem.

10. What additional services would you recommend to treat the problem of domestic violence?

Responses indicated a need for alternatives to prosecution such as counseling prior to intervention of the criminal justice system.

C. Judges

Five responses of 26 surveys were received by judges region-wide for a response rate of 19%.

1. What percent of the cases that come before you are for reasons relating to family violence?

The answers ranged from 10% to 1% with the mean at 5.2%. All responses were estimates.

Thus the number of cases concerning family violence that reach court are few in number. We have seen the frustration of the police and state's attorney thus far. The resulting low amount of court cases involving domestic violence perhaps suggests that (1) the criminal justice system is not the appropriate system to deal with domestic violence (2) the criminal justice system will not avail itself to deal with domestic violence or (3) there is no real concern about the problem of domestic violence.

Which of the above or other hypothesis explain the problem is beyond the scope of this evaluation.

2. Of those cases relating to family violence, what percent were spouse abuse related?

The answers ranged from "don't know" to 90% with a mean of about 60% of all family violence cases being spouse abuse related.

3. In what percent of spouse abuse related cases is the accused found guilty?

Two of the Judges could not answer the question. The three remaining answered 25%, 5%, and 2%.

These wide ranges indicate that in the county reporting the higher guilty rates the problem is being more seriously addressed by the Judiciary or that spouse abuse is a larger problem there.

4. Is domestic violence a problem in your jurisdiction?

Yes	2 (40%)
No	3 (60%)
Total	<u>5 (100%)</u>

From a judge's position, because so few domestic violence cases come to trial, it is not surprising that a minority consider domestic violence a problem.

6. Are you aware of services, other than legal, which deal with the problem of spouse abuse?

Yes	3 (60%)
No	2 (40%)
Total	<u>5 (100%)</u>

Of the three "yes" answers, two listed Department of Children and Family Services and one listed the Women's Center and Mental Health.

7. How do you feel that the problem of spouse abuse can be best addressed?

Three out of five judges responded to this question. All responses indicated that spouse abuse could be best addressed by methods other than the legal system. Two listed counseling and one listed "overcoming submission as an attitude" as possible responses for treatment of spouse abuse.

D. Hospital Emergency Rooms

Three of 18 inquiries were received indicating a 17% response rate. Two responses were incomplete and unusable. The one "in person" interview was of value however.

Generally women will not volunteer information concerning an abusive spouse even if the resulting injuries require emergency room services.

The representative of the interviewed hospital was aware of area social services and utilizes them when appropriate.

E. Public Officials

Public officials included county board chairman, mayors and city managers of larger municipalities and village presidents.

The response rate for public officials was 48% (22 of 45). One response was unusable.

1. To what extent is family violence a problem in your county or city?

	Great Problem
<u>15</u>	Average Problem (71%)
<u>5</u>	Minimal Problem (24%)
<u>1</u>	No Problem (5%)
	don't know
<u>21</u>	Total (100%)

Most (71%) respondents felt that family violence was an "average" problem in their communities. This seems to indicate that while it is not a paramount problem, it does occur often enough for public officials to be aware of it as a problem of some magnitude in their communities.

2. Are you aware of services that respond to family violence in your community?

<u>12</u>	Yes (52%)
<u>9</u>	No (48%)
<u>21</u>	Total (100%)

Most of those who were aware of services mentioned counseling centers, Department of Children and Family Services and law enforcement.

The large percent (48%) of public officials not aware of any services for family violence is significant. Especially considering that six of those nine answering "no" to this question consider a family violence an "average problem". One wonders why so many publically elected officials are not aware of services for a problem they consider average? Perhaps no services exist beyond law enforcement which suggests that social services is either unaffordable or not a priority.

3. Do you feel that family violence should be an issue of public concern?

<u>20</u>	Yes (95%)
<u>1</u>	No (5%)
<u>21</u>	Total (100%)

This overwhelming response indicates that family violence is an issue that should be of public concern.

4. Do you feel that county or city funding of programs to deal with family violence is:

<u>2</u>	Necessary (10%)
<u>9</u>	Desirable (43%)
<u>9</u>	Questionable (43%)
<u>1</u>	Not Desirable (4%)
<u>21</u>	Total (100%)

These responses indicate about an even split between those officials who may locally support a program to deal with family violence and those who would not rate it for funding consideration.

5. Are you aware of Carbondale's Womens Center?

<u>11</u>	Yes (52%)
<u>10</u>	No (48%)
<u>21</u>	Total (100%)

About half were and half were not aware of the Women's Center. It is interesting that geographies (those areas closer to Carbondale versus those areas further away) played little role in awareness. Many areas sixty miles plus away from Carbondale were aware of the Women's Center.

6. Please indicate by a check mark which of the following services would be desirable treating family violence? (many gave multiple answers)

- 10 Temporary Shelter Care (23%)
- 5 Crisis Intervention Counseling (12%)
- 6 Longer Term, Mandatory Counseling (14%)
- 9 Voluntary Counseling (9%)
- 3 Education and Counseling (7%)
- 13 Counseling for the abuser (30%)
- 2 Other (please specify) (5%)

N = 43 (100%) Some of the "others" indicated that the police could handle the problem without help, the second "other" indicated a need for more jobs)

Services desired by public officials for family violence are prioritized below:

1. Counseling for the abuser
2. Temporary shelter care
3. Longer term, mandatory counseling
4. Crisis intervention counseling
5. Voluntary counseling
6. Education and counseling
7. Other

F. Social Services Agencies

Social Service Agencies included mental health and related centers and Department of Children and Family Services area offices.

The response rate was 77%, of twenty-seven questionnaires mailed, twenty-one responded.

Four responses from regional offices were not usable as they had no patient information. Several other responses were incomplete and were of limited use.

1. What percent of your cases were referred for family violence?

Mental Health and related agencies ranged from 1% to 19% with a mean of about 7%. DCFS area offices ranged from 40% to 80% with a mean of 55%.

a. Are records of child abuse or suspected child abuse kept?

13 Yes 2 No

b. Are records of spouse abuse or suspected spouse abuse kept?

7 Yes 8 No

It could be inferred from the above reporting procedures that child abuse is, by far, given higher recognition for service priority than spouse abuse.

2. What percent of your referrals are specifically for spouse abuse?

The mental health and related agencies ranged (all estimates) from 10% - 1% with a mean of 4.6%. All DCFS responses were 0% claiming that they refer such cases to a mental health agency and do not deal directly with the issue of spouse abuse.

3. What are the sources of your spouse abuse referrals?

Sources of referral included police, other social service agencies, neighbors, self referrals, emergency rooms, physicians, legal assistance bureaus, and courts. Self referrals and other social service agencies were mentioned most often.

4. Is there a stereotype of the typical abused spouse seeking help?

About half of the responses indicated no stereo-type. About half indicated lower-middle social class with alcohol involvement as a typical stereo-type of an abused spouse seeking help.

5. What treatments are most effective in treatment of abused spouses?

Most responses indicated marital counseling, supportive counseling and shelter care for the abused.

6. From your experience, what do you feel are the major causes of spouse abuse?

Most answers indicated alcohol abuse, isolation, low self esteem of participants, inability to verbalize feelings and communication problems.

7. Are you aware of Carbondale's Women's Center?

<u>16</u>	Yes (100%)
<u>0</u>	No
<u>16</u>	Total (100%)

Social service agencies, region-wide, are aware of the Women's Center.

8. Do you feel that they are an effective service in spouse abuse treatment?

<u>11</u>	Yes (69%)
<u>0</u>	No (0%)
<u>5</u>	N/A (31%)
<u>16</u>	Total (100%)

Comments: Most comments indicated that the Women's Center was effective as a short term shelter care facility. Many agencies indicated, due to their distance from the Women's Center, and lack of transportation, they weren't able to utilize it as much as they would like to.

Most agencies were not aware of other services offered by or through the Women's Center.

Several agencies were concerned about the Women's Center alleged bias towards the woman's side and feel that the Center does not recognize the damage that family violence does to all family members. In cases where their role of "rescuer" is not appropriate and may lead to family breakdown, may in the longer run; be more damaging than the initial abuse.

9. What services would you like to see added to existing services for the treatment of spouse abuse?

1. Legal services
2. Follow-up on abuser
3. Hot line for rural areas
4. Massive P. R. and information
5. Longer term follow up to assist the abused person
6. More effective, visible satellite services outside of Jackson County.
7. Additional emergency placement resources
8. Early intervention
9. Employment and job training for the displaced
10. Police training through the mental health center for crisis intervention.
11. Pre-marital education and counseling (could occur in primary and second schools)

Desired additional services were varied and multi-level (some dealing with cause, others with effect). A theme which, among others, may be worthy of consideration is the idea of pre-marital education. With high divorce rates and the trend of dissolution as a major alternative, it appears that people are not properly prepared for marriage in this modern era. With the accent on academe in this country it may be appropriate to seek a partial answer for the problem of marital disfunction through education.

Responses from the Department of Children and Family Services indicated that they do not directly deal with the problem of spouse abuse. One thoughtful response indicated that the problem of family violence must be dealt with as a whole family problem and not just as a problem between the abused and abuser. The problem can be best dealt with through social services, education and conjoint family therapy. This respondent felt that the legal approach to the problem is often more damaging than beneficial except in extreme cases.

Recommendation: If enough interest is generated concerning the problem of family violence in the region, it may be valuable to consider holding a meeting with select representatives from each county. This meeting could focus on the problems of how to best address the problem of family violence both from a legal and social service perspective.

Chapter 5

CARBONDALE WOMEN'S CENTER

The Women's Center of Carbondale is the only shelter care facility in the Greater Egypt Region to offer, among other things, temporary shelter care to women and their children. Women may seek emergency shelter there for any reason but many come to escape an abusive home environment. In 1978 357 women and their children received temporary shelter care. Of these, 80 cases (38% of the total) sought help as the result of being physically abused.

The Women's Center has existed since 1972 as a women's meeting center and, since its opening, has been offering shelter care. From August 1975 through December 1978, 943 persons (including women and their children) have received shelter care services. No records were kept prior to August, 1975. The numbers have increased every year and the scope of services offered by the Women's Center has grown significantly.

At present the Center provides food to residents, pays for emergency medical services, and offers counseling, advocacy, transportation, and referral services to clients.

Services other than emergency shelter care include rape action, pregnancy testing, counseling, information and referral services and displaced homemaker services.

The rape action committee assists victims of sexual assault in need of legal, medical and psychological assistance. A member of this committee can be reached 24 hours a day. This committee also attempts to educate the public through meetings and printed materials regarding rape.

Pregnancy testing is offered confidentially at designated times and by appointment for a \$3 fee.

In-house counseling services include pregnancy counseling, marriage counseling, and individual counseling. Referrals for counseling to area agencies are also made, when appropriate.

The displaced homemakers program provides information and access to job training programs, counseling, support, advocacy and financial assistance. The aim of this program is to provide employment counseling and training for women who have lost their means of financial support, after providing unpaid household services for a number of years.

Funds for the Women's Center come from the City of Carbondale, United Way, State of Illinois, Jackson County Board, donations, grants, and the Jackson County 708 Mental Health Board. There are three full-time paid staff and one full-time intern from S.I.U. (unpaid) and one paid part-time position. All three full-time positions are CETA funded. In addition, there are three paid full-time positions in the displaced homemaker program and a half-time paid secretary.

The center relies heavily on volunteers for staff. The operating budget for 1978 was about \$107,670.

Approximately \$32,000 is spent on the shelter care services including a full-time advocate's salary. In 1978, 2,742 person nights were utilized. Thus the price per unit amounted to \$11.67 per night. This includes meals, counseling and transportation as needed. Comparative per unit cost figures were unavailable from other shelter care agencies in Southern Illinois or Southeast Missouri but the \$11.67 per unit cost at the Women's Center appears a cost efficient figure.

The length of stay at the emergency shelter care has a wide range from 8 days to 8 weeks. Women from the immediate region tend to stay longer than women from further away. Women who come to the Women's Center primarily for spouse abuse stay an average of five weeks.

A breakdown of origin of referral to the emergency shelter program is listed below: (1978)

<u>County</u>	<u>Percent of Total Referrals 1978</u>
Jackson County	50%
Williamson County	20%
Union, Perry and Franklin Counties	10%
Southern Illinois (other than above mentioned counties)	10%
The rest of and out of State	<u>10%</u>
TOTAL	100%

About half the women who sought emergency shelter care services at the Women's Center in 1978 were from outside Jackson County (where Carbondale is located). Two inferences can be drawn from this (1) the availability of emergency shelter centers for women is scarce (2) Carbondale's Women's Center is serving many women from areas which don't contribute to the Women's Center upkeep.

Recommendation: Surrounding counties could be approached by the Women's Center and perhaps a contractual arrangement could be worked out which could be based on a per unit price or an annual set fee. This would seem a fairer method of spreading the cost of a service which appears to be in great demand. If revenue increased significantly perhaps the scope of services could be expanded as needed.

The Shelter care program has been offering services since November, 1972.* There has been an obvious trend towards widening of geographical areas served and an increase in actual numbers of persons served over the past 3½ years.

Race of those served by the Women's Center, August 1975 through December 1978.

Caucasian	755 (80%)
Negroid	153 (16%)
Other	35 (4%)
TOTAL	<u>943 (100%)</u>

*Records were not kept until August, 1975.

The percents of different races of those seeking shelter care has remained fairly constant through time. However, actual members have risen significantly.

Economic status of those seeking shelter care from the Women's Center, August 1975 through December 1978.

Low Income	928 (87%)
Above Low Income	114 (13%)
TOTAL	943 (100%)

The overwhelming majority of those seeking shelter care are from lower income groups.

One could infer that there seems a general stereotype of women seeking emergency shelter care at the Women's Center. They tend to be caucasian from a low income family. One could not extend this stereotype to abused women generally since the general consensus seems to be that most cases aren't reported, thus a small percent would seek help from the Women's Center (although the number is growing). The Women's Center clients would not be a representative sample of abused women in general.

The Women's Center provides a needed service for women from wide geographic areas. The need for their service is demonstrated by the increase in numbers of clients over the past 3½ years. Their political and philosophic beliefs may in some cases, impede their ability to cooperate with other agencies, especially law enforcement agencies. However, given the Women's Center unique mission some confrication with other agencies may be inevitable.

In order to gain a broader understanding of the Women's Center a survey questionnaire was mailed to 21 former Women's Center clients who were no longer living with their husbands. Five replies were received for a response rate of 23%. Considering the emotionally and privacy of the situations which led them to seek help at the Women's Center the response rate was satisfactory.

Several were rather lengthy, comprehensive replies and were approached as case studies.

Case #1

A 33 year old women with 12 years of education and is now separated sought help at the Women's Center when her husband"....threw my five children and myself out in the middle of the night...."

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

A. On television, it was on after a program about battered women.

Q. Did you report your situation to the police?

A. I reported to the police the harassment and his (husband's) trying to run me off the road. I had a lot of difficulty pressing charges because the city attorney didn't want me to.

Q. How would you describe the response of the police?

A. I had excellent response from the police every time I called. They arrived in no more than 5 minutes each time.

Q. Please briefly describe your experience at the Women's Center?

A. I received excellent treatment from everyone at the Women's Center. Also, excellent protection. My husband spent a lot of time outside of the Women's Center and they kept the doors locked constantly.

Q. Did the Women's Center help you?

A. It gave me a place for myself and 5 children to live until other arrangements could be made. Also, they gave me a list of alternatives to choose from instead of going back home.

Q. Has your situation changed since your stay at the Women's Center?

A. I am still separated from my husband waiting for a court date.

Q. What services have you received in addition to the Women's Center?

A. Legal aid, counseling and public aid.

Q. What service which you received for your problem was most beneficial?

A. The Women's Center was most beneficial and next was counseling.

Q. What services do you feel, if available, would most benefit a spouse abuse victim?

A. I think more counseling because when a person is abused and/or uprooted from her home there is a great need to talk to someone about it and sort things out.

Q. Additional Comments

A. My husband was in contempt of court for harassing me, stealing the baby and numerous other things. When we went to court for that, he walked out with visiting privileges. He was not sworn in and lied about everything some of which was a matter of police record. I feel we need some laws (which are enforced) for the person who doesn't have custody to follow. I had to take five children and leave the state as a result of the court ruling. I had to walk off and leave everything behind.

Case #2

A 21 year old women with an 8 month old child left home because her husband wouldn't support her. She had no friends or family.

Q. How did you find out about the Women's Center.

A. My neighbor, she had spent a couple of weeks there three years ago.

Q. Did you report your situation to the police?

A. The second time I was beaten I did. He (Husband) spent three nights in the county jail, but at that time I knew nothing of the Women's Center.

Q. How would you describe the response of the police?

A. Good, they asked me questions and made sure I was alright.

Q. Please briefly describe your experience at the Women's Center?

A. I was frightened when I went there and confused about how life might be. The Women's Center was great for me, I met some nice women there who I could share my problems with. My stay there helped me to stand up on my feet again!

Q. Did the Women's Center help you?

A. Yes, they helped me realize that I wasn't the only one and it helped me to feel more self assured.

Q. Has your situation changed since your stay at the Women's Center?

A. Yes, it took me nine months to get my divorce. Now I am back at school part time and next fall I'll be back full time.

Q. What services have you received in addition to the Women's Center?

A. Public Aid

Q. What service which you received for your problem was most beneficial?

A. I guess it was the closeness and caring of the women who I spent my first few nights after breaking away from my ex-husband.

Q. What services do you feel, if available, would most benefit a spouse abuse victim?

A. Counseling and possibly some type of self defense course.

Q. Additional comments

A. I think there are still a lot of women that know nothing of the Women's Center and I would urge them to tell others.

These two case studies demonstrate several things. Both women were virtually helpless and at wit's end. Both spoke favorably of police response but police could only (and possibly should only) treat the immediate effects of the problem and not the cause.

The other three responses held similar praise for the Women's Center. The need for dialogue with women who have experienced the trauma of abuse seems very helpful as does supportive counseling. One woman, under the "additional comments" section claimed the Women's Center was most beneficial due to the "... security and safety - your husband can't get you there!"

There are approximately 300 emergency shelter centers in the U.S.A. The numbers of and need for these shelters have grown in the past several years. There are two other shelters in the general area of Southern Illinois; one in Cape Girardeau, Mo. and one in Alton, Illinois. There are plans to open a center in Centralia.

Figure 4
WOMEN'S CENTER PROGRAM TOTAL BY YEAR

	<u>SHELTER PROGRAM PERSONS*</u>	<u>SHELTER PROGRAM NIGHTS</u>	<u>PREGNANCY TESTS</u>	<u>COUNSELING PERSONS</u>	<u>RAPE VICTIMS</u>	<u>INFORMATION & REFERRAL CALLS</u>
75-August to December	126	450	171	116	15	2742
76	170	1029	523	337	41	5203
77	290	1717	819	445	25	4778
78	<u>357</u>	<u>2742</u>	<u>825</u>	<u>723</u>	<u>29</u>	<u>10047</u>
TOTALS	943	5938	2338	1621	109	24391

* This figure includes women and their dependents who received shelter care services.

Source: Womens Center Records

Figure 5
WOMEN'S CENTER COMPREHENSIVE PERFORMANCE REPORT

SHELTER PROGRAM PERSONS BY YEAR	FEMALE	MALE	WHITE	BLACK	OTHER	LOW-INCOME	ABOVE LOW-INCOME	CITY	JACKSON COUNTY (NON-CITY)	STATE NON JACKSON COUNTY	OUT-OF-STATE	TOTAL PERSONS	TOTAL NIGHTS SHELTER CARE UTILIZED
1975 - August-December	111	15	101	18	7	110	16	90	8	20	8	126	450
1976	169	1	136	30	4	150	20	61	27	44	38	170	1029
1977	252	38	228	46	16	249	41	120	40	86	44	290	1717
1978	265	92	290	59	8	320	37	107	80	146	24	357	2742
TOTALS	797	146	755	153	35	829	114	378	155	296	114	943	5938

Source: Womens Center Records

1978

SOURCES OF FUNDING FOR CARBONDALE WOMEN'S CENTER

City of Carbondale	\$10,615
Sales and Contributions	3,355
Jackson County Board	20,332
United Way	6,000
708 Board	1,679
Pregnancy Test Recipients	1,944
Rent	682
Resident. Donations.	277
Miscellaneous	400
GENERAL FUND	<u>\$45,284</u>

WOMENS TRANSIT AUTHORITY* --3/15 - 12/15

City of Carbondale	\$3,200
Southern Illinois University	3,900
Sales and Contributions	1,220
Riders Contributions	454
	<u>\$8,774</u>

DISPLACE HOMEMAKER SERVICE --5/16 - 12/31

Governor's Office (Manpower)	\$38,190
Office of Education	15,422
	<u>53,612</u>

GRAND TOTAL \$107,670

*The Women's Transit Authority served to transport women during the evening hours for a nominal or no fare in order to decrease rape opportunity. It no longer exists due to lack of funding.

Chapter 6

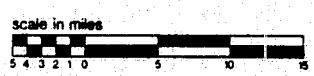
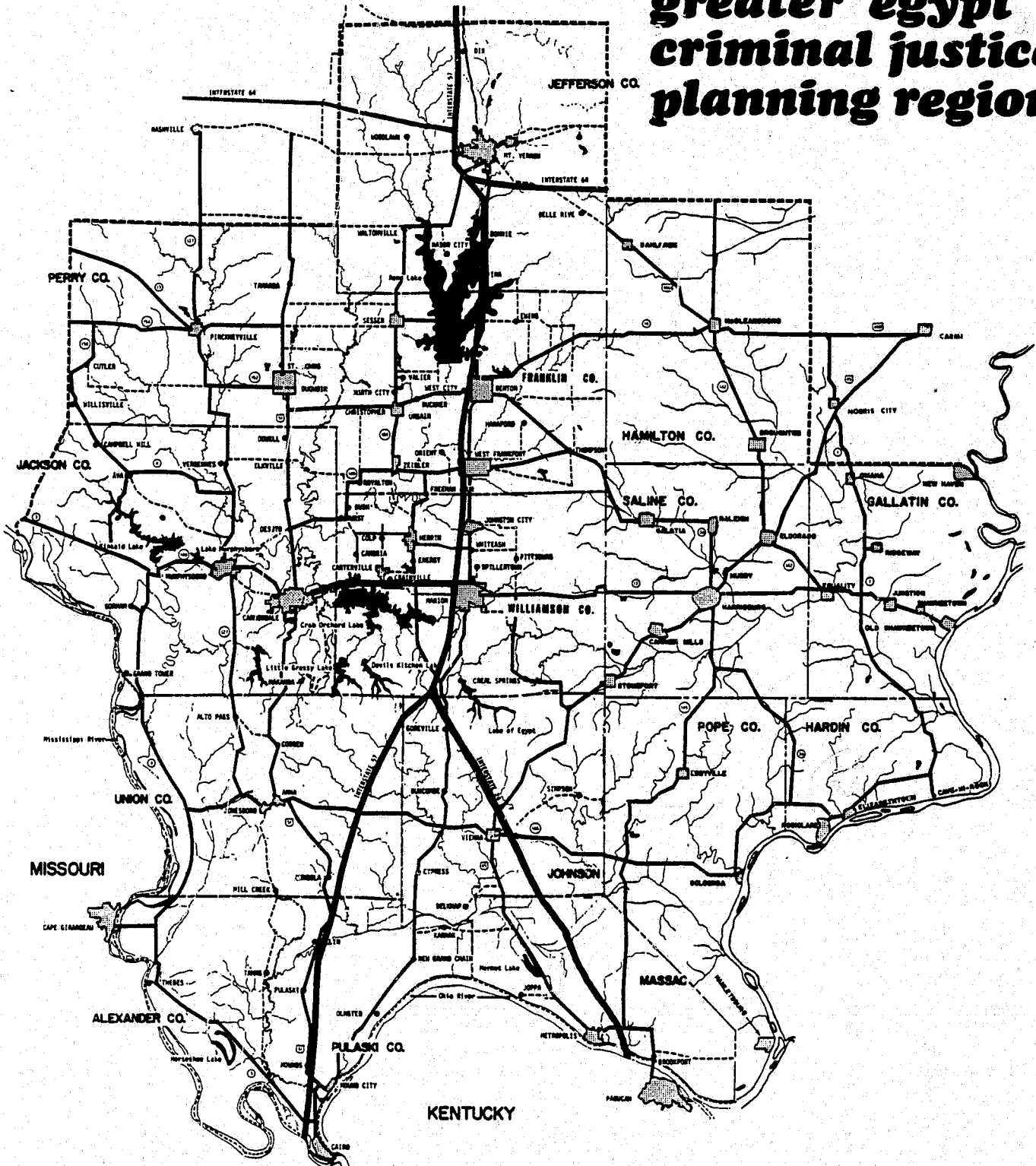
CONCLUSIONS

This evaluation indicated that domestic violence (especially spouse abuse) is an omnipresent problem in the Greater Egypt Region. Methods of dealing with the problem are generally fragmented and inconsistent. The police seem wary of the problem; states attorneys, and judges feel that, unless the law has been flagrantly violated, agencies other than criminal justice should deal with the problem.

The Women's Center of Carbondale is the only agency in the region that deals with spouse abuse as a primary problem, offering emergency shelter care and many other supportive services.

The problem of domestic violence is emotional and complex: no simple answers for the problem are forthcoming. This does not mean that the problem should be ignored. Cooperation and formal arrangements between law enforcement and social service agencies seems the most logical place to begin to deal with the problem. From such arrangements perhaps less time will be wasted by law enforcers, more problems will be caught earlier in their development; and the problem of family violence will decrease.

greater egypt criminal justice planning region



The preparation of this map has been funded in part through a planning grant from the Illinois Law Enforcement Commission and the Law Enforcement Assistance Administration according to the provisions of the Omnibus Crime Control Act of

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