The Effectiveness of Domestic Violence Civil Protection Orders in Butler County

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Abstract

Domestic violence is a widespread societal problem that could affect anyone. Its survivors may experience traumatizing physical, emotional, psychological, sexual, or economic abuse. Unfortunately, the abuse that survivors and their families experience does not always end after the survivor attempts to or successfully leaves an abusive relationship. Instead, the abuser's desperation to maintain power and control over their victim may heighten the danger and can have potentially fatal consequences. As a result, Civil Protection Orders have become the principal intervention to prevent and deter unwanted contact from domestic violence perpetrators. However, current research on the effectiveness of Civil Protection Orders is limited, and most of the studies have produced mixed results. This descriptive study sought to examine the effectiveness of Civil Protection Orders in Butler County by analyzing information from a domestic violence support agency database regarding Civil Protection Orders granted within the last year. Afterward, public criminal records were accessed to gather information about any violation of a protection order charges. Additionally, the age, court sentencing mandates, and violent or substance abuse priors of defendants charged with violating the protection orders were recorded. The results from this study showed that only two out of nineteen final Domestic Violence Civil Protection Orders were, and six out of seventy-two Domestic Violence Temporary Civil Protection orders were violated.

Keywords: domestic violence, intimate partner violence, Civil Protection Orders, restraining orders, CPO effectiveness

Table of Contents

Introduction	4
Statement of the Problem	4
Scope of the Problem	4
Justification of the Study	4
Background of the Problem	5
Who is affected by the Problem?	6
Significance of the Study	6
Purpose of the Research	7
Type of research	7
Definition of Terms (According to Ohio Revised Code)	7
Literature Review	9
Domestic Violence and Its Effects	9
Civil Protection Orders	10
Perpetrator Risk Factors	12
Methodology	13
Rationale of Research Design	13
Type of Study	13
Research Questions	13
Variables of Interest	14
Hypothesis	14
The Setting	14
Sample Population	14
Protection of Human Subjects	15
Human Diversity Issues	15
Data Collection Procedures	15
Data Collection Schedule	16
Data Analysis Plan	16
Findings	17
Discussion	
References	22

Introduction

Statement of the Problem

Domestic violence is a societal problem that severely affects our nation and can have potentially fatal consequences. Unfortunately, the influence of domestic violence perpetrators does not always end when the survivor decides to leave the relationship. Instead, this period is considered one of the most dangerous phases of the relationship. As a result, Civil Protection Orders (CPO) are frequently used as the first line of protection for battered women. Yet many victims, victim advocates, and even law enforcement believe that protective orders are "just a piece of paper," suggesting that they do not work or are not effective (Postmus, 2007; Logan & Walker, 2010). These beliefs can deter and interfere with protections that could help survivors and their families escape abusive situations.

Scope of the Problem

One in four women and one in seven men have been victims of severe physical violence (e.g. beating, burning, strangling) by an intimate partner in their lifetime. On a typical day, there are more than 20,000 phone calls placed to domestic violence hotlines nationwide (NCADV, n.d.). Domestic violence not only affects the mental and physical health of survivors, but it also affects the development of children. Max et. al states that "domestic violence—associated costs, including the law enforcement response, judicial engagement, health care needs, loss of productivity, and the loss of life, exceed \$8.3 billion each year" (Richards, Tudor, & Gover, 2018, p. 817).

Justification of the Study

One of the six current problems that are important for this field is the interpersonal violence experienced by women in poverty, and many of the women are subjected to economic abuse by

domestic violence perpetrators who limit their access to financial resources to prevent them from escaping. Furthermore, domestic violence is a social problem that has a lot of intersectionality. It does not only affect women and heterosexual relationships. Domestic violence can also affect men and individuals who identify as LGBTQIA+. These individuals may face additional challenges and discrimination when trying to flee abusive relationships. Race, ethnicity, cultural practices, and the survivor's immigration status can affect their perceptions of law enforcement and the court system. These vulnerable populations may encounter additional barriers that make attaining a Civil Protection Order or reporting the violation of protection orders a complicated task. Furthermore, domestic violence survivors can sometimes be revictimized by law enforcement and courts. Domestic violence perpetrators may also utilize their presumption of innocence to further force contact with survivors, limit their ability to retain employment, or force them to incur additional childcare fees, which can further deplete their scarce resources.

Determining whether Civil Protection Orders are an effective deterrent that could help social workers and victim advocates more confidently inform survivors who may be hesitant to engage in the court process. The study might also expose the need for other interventions to aid survivors while they are involved in court processes. The examination of risk factors and their relationship to protection order violations help inform the treatment requests of survivors or further inform the courts of needed interventions. It may also act as a preventative measure that child welfare social workers could potentially use to advise families that are currently experiencing domestic violence or are trying to move on with their lives.

Background of the Problem

In 2018 there were 1,763 cases of domestic violence reported in Butler County (Ohio Bureau of Criminal Identification and Investigation, 2018). Police officers and domestic

violence agencies often advise domestic violence survivors to attain Civil Protection Orders. However, there is not much current research on the effectiveness of protection orders or the risk factors that influence their violation. Most of the research results found were from the 1990s or early 2000s, and there are mixed results. Yet, most of the research studies reported protection order violations of 40% or 50% (Logan & Walker, 2010). These percentages are not very reassuring, especially when you consider the potential costs that survivors might incur during criminal court proceedings and the fatality risks.

Who is affected by the Problem?

As previously stated, this is a problem that affects various populations. It affects anyone who experiences physical, emotional, psychological, or financial abuse from a current or former spouse or partner, family members, or other household members.

Significance of the Study

This study can impact the perspective of survivors who may need to petition for a Civil Protection Order but may be reluctant to apply for one because they don't believe in its effectiveness. It could potentially inform courts or domestic violence agencies so that needed interventions or resources are provided for survivors and perpetrators of domestic violence.

Underlying Assumptions

Civil Protection Orders can be an effective tool for survivors of domestic violence.

However, when these orders fail to deter unwanted contact from domestic violence perpetrators, the criminal proceeding to find perpetrators guilty and sentence them can be traumatizing and may leave vulnerable survivors feeling hopeless. My underlying assumptions come from interactions with clients who have had to attend multiple criminal court hearings and have

expressed being tired of engaging with the court system without attaining the feelings of safety or closure that they need.

Purpose of the Research

The goal of this study is to examine the effectiveness of civil protection orders in deterring unwanted contact from domestic violence perpetrators with the hope of determining whether current practice protects survivors. Furthermore, the study also seeks to examine the relationship between the violation of protection orders and perpetrator known risk factor such as age, mental health, substance use, and prior charges.

Type of research

To avoid the potential retraumatization of domestic violence survivors and prevent them from feeling obligated to participate due to our victim advocate role, this study will be utilizing a quantitative approach to examine the frequency of protection order violations and charges. A quantitative approach will also be utilized to

Definition of Terms (According to Ohio Revised Code)

- Domestic Violence (O.R.C 3113.31) "The occurrence of one or more of the following acts against a family or household member:
 - Attempting to cause or recklessly causing bodily injury; (ii) Placing another person by the threat of force in fear of imminent serious physical harm or committing a violation of section 2903.211 or 2911.211 of the Revised Code; (iii) Committing any act with respect to a child that would result in the child being an abused child, as defined in section 2151.031 of the Revised Code; (iv) Committing a sexually oriented offense.

- (b) The occurrence of one or more of the acts identified in divisions (A)(1)(a)(i) to
 (iv) of this section against a person with whom the respondent is or was in a
 dating relationship" (Ohio Revised Code, n.d.).
- Civil Protection Orders (Restraining Orders, Stay Away Order):
 - "Requested through Domestic Relations Court if the petitioner is related to the respondent by blood or marriage AND has lived with the respondent at any time;
 OR the petitioner is living with or has lived with the respondent during the past five years; OR if the petitioner was married to the respondent; OR the petitioner has a child with the respondent, whether or not they were married or lived together.
 - The hearing officer determines if the circumstances that are presented by the petitioner meet the legal definition of being in danger of domestic violence. These orders can last up to five years and the respondent can be arrested and put in jail for violating the order. In addition to orders limiting or prohibiting contact between the petitioner and respondent, the court can issue orders concerning related issues such as property, payment of household bills, and parenting rights and responsibilities. The respondent can also be ordered to participate in counseling. It does not cost the petitioner anything to get a civil protection order. Respondent may be charged costs" (Butler County Common Pleas Domestic Relations Division, n.d.).

Literature Review

Domestic Violence and Its Effects

Intimate partner violence accounts for 15% of all violent crime. On average, nearly twenty people per minute or 10 million people a year, are physically abused by an intimate partner in the United States (NCADV, n.d.). Domestic violence is a serious public health concern that will affect one in four women and one in seven men in their lifetime. It includes physical, psychological, financial, or sexual harming behavior between current or former intimate partners and can occur within any intimate partnership, including heterosexual and same-sex relationships; married, unmarried, or divorced couples; within dating relationships; and between couples who have a child in common (Richards, Tudor, & Gover, 2018). Not only is this type of abuse correlated with a higher rate of depression and suicidal behavior (NCADV, n.d.), but children who grow up in homes that experience domestic violence experience mental health problems at a higher rate than children who are victims of physical abuse (California Attorney General's Office). The abuse of power and control by perpetrators can lead to financial dependency, fear of retaliation, a lack of support networks, isolation, and threats to a survivor's children. All of which can impact a survivor's ability to escape the cycle of abuse. Additionally, individuals in same-sex-relationships can not only be threatened with being outed by their partners, but they may also experience additional discrimination by shelters and other resources. However, it is widely accepted that domestic and family violence often does not end at separation and separation has been identified as a period of heightened risk of further violence for women. Once the parties have separated, many of the methods of abuse previously employed by the abuser may no longer be available. The abuser may have reduced physical access to the survivor and might look for other methods to continue to perpetuate abuse (Douglas, 2018).

Civil Protection Orders

Civil protection (or restraining) orders for victims of domestic abuse were first adopted in 1976; within 13 years, all 50 states and the District of Columbia passed similar legislation (Postmus, 2007). However, Civil Protection Order statutes vary widely from state-to-state across a range of criteria. States' Civil Protection Order statutes may differ on the type of provisions made available, the criteria for obtaining them, the length of time for which they are issued, and other conditions vary (Richards, Tudor, & Gover, 2018; Postmus, 2007). Initially Civil Protection Orders passed to protect spouses from abuse; restraining orders restrict abusers from having contact with victims. However, they may include other stipulations, such as possession of the house, financial support; court costs; referrals for counseling; and custody, visitation, and support of children (Postmus, 2007). The violation of the Civil Protection Order's conditions may result in possible civil contempt, misdemeanor, or felony offense charges against the perpetrator, with penalties ranging from verbal reprimand or monetary fines to incarceration (Holt, Kernic, Wolf, & Rivara, 2003). Furthermore, in Ohio if a defendant is convicted of three violation of protection orders their next violation of protection order is no longer charged as a misdemeanor and becomes a felonious charge.

Even though, approximately 20% of U.S. women who experience intimate partner violence annually obtain a civil protection order. The effect of these orders on future abuse has been estimated in only a few studies, with mixed results. Many studies of protection orders have been limited by design problems such as lack of comparison groups, small sample size, and short follow-up periods. As a result, the reported rates of protection order violation vary widely across studies, from as low as 7.1 percent to as high as 81.3 percent (Holt, Kernic, Wolf, & Rivara, 2003). Additionally, while some studies report that between 23% and 70% of victims continued

to experience violence after a protective order was issued (Logan & Walker, 2010), another study's results state that women who sought to file assault charges and women who applied for Civil Protection Orders reported significantly lower mean violence scores at 3 months, 6 months, and 1 or 2 years from the initial interview (McFarlane, et al., 2001). Similarly, to the latter result, Holt et al. found that participants with Civil Protection orders substantially reduced risk of subsequent contact, threats, violence, and injury associated with obtaining (Holt, Kernic, Wolf, & Rivara, 2003). However, their study was limited by incomplete the incomplete participation of 19% of women.

Despite the potential frequency of protection order violations, qualitative studies that examine the perceptions of effectiveness and fairness that Civil Protection Order petitioners have tend to show that survivors are satisfied. Logan and Walker's study is an example of that. During the 6-month follow-up period after women obtained a protective order, half (50%) reported a violation of the protective order and 84% of the women in the sample indicated they perceived the PO to be fairly or extremely effective (Logan & Walker, 2010). However, violation of protection orders can be utilized by defendants to continue to exercise power and control over the lives of survivors. For instance, Douglas referenced a recent UK study were many women reported that their abusers used court processes to continue their abuse. Litigation tactics 'not only force the targeted [parent] into continuing contact with the domestic violator, but it also depletes resources, increases stress, and interferes with recovery' from domestic violence (Douglas, 2018). Perhaps Chaudhuri and Daly's discussion of their 1992 qualitative study summarizes Protection Orders the best. They stated, "if the goal is to increase police responsiveness, then the answer is yes. If the goal is to increase the likelihood that abusers will be arrested, then the answer is no. If the goal is to reduce the chance that a man will batter again,

then the answer is maybe. And if the goal is to empower women to end abusive relationships, then yes, restraining orders work (Postmus, 2007, p. 353).

Regardless, there are many benefits to attaining a Civil Protection Order. For example, criminal cases require a higher level of proof—beyond reasonable doubt—whereas civil protective order [hearings] only require a preponderance of evidence. Many states also have protective order statutes that provide police with the authority to arrest for violation of protection orders and punishment is usually faster for those who violate civil protective orders compared to adjudication and sentencing procedures for criminal offenses (Logan & Walker, 2010). To clarify, violating a protection order is a criminal offence and as such its violation often must be proven beyond reasonable doubt, which can lead to problems during Jury trials.

Perpetrator Risk Factors

While most of the violation activity occurs within the first three months after the issuance of Civil Protection Orders, there are many characteristics that may predict renewed abuse after the initiation of a protection order. These include a history of violence or criminal acts, youthful age, less than full-time employment, presence of biological children, substance abuse and other mental health contact. Overall, a violent or criminal history is the characteristic most associated with protection order violations. This includes alcohol and drug convictions (Logan & Walker, 2010;Benitez, Binder, & McNiel, 2010). In fact, findings of domestic homicide and serious case reviews reveal the pertinence of a 'toxic trio' of domestic abuse, mental health issues and drug and alcohol problems in cases where women or children are killed (Gadd, et al., 2019). Stalking before the initiation of protection orders has also been a significant risk factor for protection order violations (Logan & Walker, 2010).

Methodology

Rationale of Research Design

The goal of this study is to examine the effectiveness of civil protection orders in deterring unwanted contact from domestic violence perpetrators with the hope of determining whether current practice protects survivors. Furthermore, the study will also collect information about the violation of protection orders and perpetrator known risk factor such as age, mental health, substance use, and prior charges. To determine this objective data will be analyzed from a local domestic violence agency's database to identify a sample of twenty civil protection order respondents from this past year. Then, public criminal records from Butler County municipal courts and area courts will be used to determine whether the sample population was since charged with a violation of protection order. Public criminal court records will be utilized to attain the perpetrator's age and criminal history. Lastly, court records may provide a summary of the defendant's sentence and community control requirements. These typically include conditions such as mental health treatment and substance evaluation and treatment.

Type of Study

Since this study seeks to examine how effective protection orders are and what the relationship is between the violation of protection orders and known risk factors, it is a descriptive-explanatory study that will utilize a quantitative method.

Research Questions

- 1. Have respondents of civil protection orders granted within the last year been charged with a violation of a protection order?
- 2. What are the characteristics of respondents/defendants of Civil Protection Order violations?

Variables of Interest

The dependent variable is whether perpetrators had unwanted contacted contact with survivors of domestic violence and the independent variable is the civil protection order.

Although the independent variable is whether a civil protection order was violated, variables such as age, previous criminal charges, substance use, mental health and the relationship between the perpetrator and survivor may influence whether respondents violate protection orders. Some extraneous variables I cannot account for are whether stalking was present prior to the issuance of the civil protection order and whether there were any conditions in the civil protection order that permitted certain types of contact. For instance, some protection orders grant exceptions for communication that is regarding shared children. However, respondents are not allowed to deviate or misuse those exceptions.

Hypothesis

Civil protection orders will deter unwanted contact from domestic violence perpetrators for most of the sample population and defendants who violate protection orders will likely be younger, have previous criminal charges.

The Setting

The data will be collected from the public online records of Butler County municipal courts and a local domestic violence agency's database.

Sample Population

The sample will be comprised of twenty to twenty-five respondents from civil protection orders issued during the last year that will be selected by a purposive sampling of a local domestic violence agency's database.

Protection of Human Subjects

Since civil protection orders are confidential information, I have the permission from my field placement, a local domestic violence agency to utilize its database reports to identity the civil protection order respondents. However, the names of survivors will not be utilized, and respondent names will only be utilized to search public criminal court records. Numbers will be assigned, and no identifiers will be included in my research paper to protect the confidentiality of respondents. Additionally, the information gathered from the criminal courts will not be categorized by municipalities so that the country category can offer further anonymity in my report.

Human Diversity Issues

Prisoners tend to be a vulnerable population; therefore, I will only be collecting information about their risk factors from public records. This research study was designed with the intent of avoiding the re-traumatization of survivors. I also want to prevent them from feeling like their participation might affect my role as a victim advocate. Additionally, this study was also designed to avoid interviews that might make defendants feel uncomfortable, targeted or judged. Furthermore, the category of mental health is only intended to be used to spark conversation about the potential need for interventions that target this area. By no means should attained data be used to discriminate or label individuals with mental health conditions as dangerous.

Data Collection Procedures

I will report and continuously double check with my supervisor that I am following data collection practices that protect confidentiality and are unbiased.

Data Collection Schedule

The sample will be determined early January. The violation of protection orders charge, and defendant characteristics data will begin to be collected in January 2020 so that it may be analyzed throughout around mid-March.

Data Analysis Plan

The research question will be answered by examining whether protection orders were violated, and the risk factors associated its violation.

Limitations of the Study

Since the respondent's information will be obtained from the database records of a local domestic violence agency's court accompaniment at Butler County's Domestic Relation Court, only protection order violations in Butler County will be examined. Additionally, I will not have access to violations of protection orders in which charges were not pressed nor will I have access to information about mental health or substance abuse treatment requirements if the charges were dismissed or jury members sided with the defendant their trials. While "the rate of violation is a concrete measure of efficacy, it may not describe the full impact of protection orders. Other factors, including risk for violence/escalation, timing of violation, and the potential for underreporting of violations must be considered when assessing the overall effectiveness of protection orders" (Benitez, Binder, & McNiel, 2010, p. 384). Furthermore, date of births will only be known for respondents who are identified as having a criminal charge in Butler County and different municipal and area courts limit the identifying information they share about their defendants.

Findings

The samples used for this research study included nineteen individuals who were identified as respondents in CPOs that were granted during a final hearing. The study was also extended to include seventy-two individuals who were identified as respondents during emergency civil protection order hearings. Civil Protection Orders can consist of two steps: an emergency hearing and a final hearing. The database analyzed did not include updated information about all the outcomes of the emergency Civil Protection hearings. Therefore, various municipal and area court public record websites in Butler County were searched to identify all final and temporary Civil Protection Orders violated.

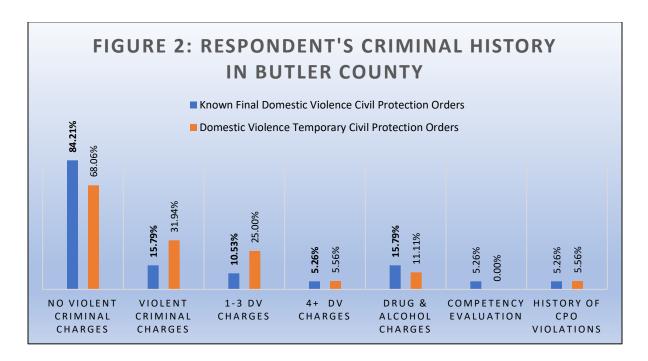
Known	Final Domestic Violence Civil Prot	ection
	Demographics	
Did n	ot violate this CPO	
With	Without violent criminal charges	
	<u>Current or former spouse</u>	5
	Current or former intimate partner	6
	Other family or household member	5
With	violent criminal charges	
	Current or former spouse	0
	Current or former intimate partner	0
	Other family or household members	
	Ages: 18-49	1
Violat	ted this CPO	
Witl	hout violent criminal charges	
<u>O</u>	Other family or household members	
	Ages: 18-30	1
<u>C</u>	Current or former spouse	
	<i>Ages:</i> 50+	1
<u>C</u>	Current or former intimate partner	0
<u>C</u>	Other family or household member	0
Domesti	c Violence Temporary Protection C	Orders
Did n	ot violate this Temporary CPO	
Without violent criminal charges		
Current or former spouse		19
	Current or former intimate partner	26
	Other family or household member	4
Witl	n violent criminal charges	

	Current or former spouse	
	Ages: 30-49	3
	50+	2
	Current or former intimate partner	
	Ages: 18-30	3
	30-49	5
	Other family or household member	
	_Ages: 18-30	3
	30-49	1
Violat	ted the Temporary CPO	
With	nout violent criminal charges	1
	Ages: 18-30	
With	n violent criminal charges	
	Current or former spouse	
	Ages: 30-49	3
	Current or former intimate partner	
	Ages: 18-30	1
	30-49	1
	50+	
	Other family or household member	

Throughout this research study it was determined that only two out of the nineteen final Domestic Violence Civil Protection Orders issued within a twelve-month period resulted in a violation of a protection order charge. Of these two violations one of them was from a respondent who is in his 20s, has no violent criminal charges and is a family member of the Civil Protection Order petitioner. The other violation of a protection order charge belonged to a man in his mid-50s. He was the petitioner's former spouse and had two prior domestic violence charges. Additionally, he had been found guilty of violating a separate Civil Protection Order. As part of his sentencing the was mandated to complete a substance abuse assessment and a competency evaluation. The latter resulted in his temporary commitment.

However as indicated by the graph below, drug and alcohol related charges only made up a small percentage of the identified respondents' criminal history in butler county. Only three of

the nineteen respondents with final Civil Protection Orders had alcohol or drug related charges. Similarly, only eight of the seventy-two respondents with emergency Civil Protection Orders had drug or alcohol related charges. Furthermore, there were no other competency evaluations and no other requested mental health treatments were mentioned.



For this research study past domestic violence charges, assault, menacing, and felonious assault charges were considered violent charges. As observed in the graph above, most respondents did not have a history of violent charges. Of the three respondents with violent charges, two had a prior domestic violence charge. The other respondent had six domestic violence charges and one assaulting a police officer charge. The latter respondent did not violate the CPO.

On the other hand, twenty-three of the seventy-two respondents with an emergency CPO were found to have a history of violent charges. Of these, eighteen had one to three prior

domestic violence charges and four respondents has more than four prior domestic violence charges.

Of the seventy-two respondents with emergency civil protection orders six respondents violated the Domestic Violence Temporary Civil Protection Order. One of these respondents did not have a history of violent charges. Four had one prior domestic violence charge, but three of these had prior protection order violations and two had previous assault charges. One of the respondents who violated their protection order had five previous domestic violence charges, one felonious assault charge and four previous protection order violation charges.

Discussion

Only two out of nineteen or 10.52% respondent with final Domestic Violence Civil

Protection Orders and six out of seventy-two or 8.33% had charges that indicated they violated
the protection orders. Therefore, the results of this research study may validate Holt et al.
research study which found that participants with Civil Protection orders had substantially
reduced risk of subsequent contact, threats, violence, and injury associated with obtaining (Holt,
Kernic, Wolf, & Rivara, 2003). These results may also contradict the common assumption that
Civil Protection Orders are just ineffective "pieces of paper" and may encourage more survivors
to seek out court assistance. Furthermore, the study may validate the importance of grants
received by domestic violence agencies and the allocation these funds to victim advocate
positions that help clients complete and attain CPO paperwork. However, this research study
only considered civil protection orders and criminal charges in Butler County. Although previous
criminal charges were considered they did not seem to play a significant role in whether the
protection orders were effective.

To be able to generalize the effectiveness of protection orders a larger sample size would be required. This study is also limited by the amount CPO violations reported and charged. It is estimated that most violations of protection orders are not reported. Moreover, during client interactions at a local Butler County municipal court, various clients have disclosed that the process to file violation of protection order charges can be confusing. They added that some law enforcement officers who respond to their CPO violation reports can be dismissive. Moreover, these violations must be proven beyond reasonable doubt, but survivors do not always have proof of the intimidation or harassment they experience.

However, it is important to gather a clear understand of the effectiveness of Civil Protection Orders. Future research studies that enquire about the survivor's perspectives and experiences must be considered. Additionally, it may be helpful to attain interviews from professionals who interact with these survivors. Some examples, of these professionals include victim advocates, Domestic Relation's magistrates, prosecutors, defense attorneys and patrol officers.

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