The author(s) shown below used Federal funds provided by the U.S. Department of Justice and prepared the following final report:

Document Title:	**Coordinating the Criminal Justice Response to Intimate Partner Violence: The Effectiveness of Councils in Producing Systems Change**
Author:	**Nicole E. Allen, Ph.D., Shabnam Javdani, MA, Carolyn J. Anderson, PhD., Shaheen Rana, Daniel Newman, Ph.D., Nathan Todd, Amy Lehrner, Angela Walden, Sadie Larsen, MA, Shara Davis, MA**
Document No.:	**229248**
Date Received:	**January 2010**
Award Number:	**2005-WG-BX-0005**

This report has not been published by the U.S. Department of Justice. To provide better customer service, NCJRS has made this Federally-funded grant final report available electronically in addition to traditional paper copies.

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COORDINATING THE CRIMINAL JUSTICE RESPONSE

TO INTIMATE PARTNER VIOLENCE:

THE EFFECTIVENESS OF COUNCILS IN PRODUCING SYSTEMS CHANGE

October 31, 2009

Grant Award #: **2005-WG-BX-0005**

FINAL REPORT

Principal Investigator: Nicole E. Allen, Ph.D. University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 333-6739 allenne@illinois.edu	**Research Assistant:** Shabnam Javdani. MA University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-4066 javdani2@illinois.edu
Consultant: Carolyn J. Anderson, PhD. Department of Educational Psychology University of Illinois 1310 South Sixth St. Champaign, IL 61820 (217) 244-3537 cja@illinois.edu	**Research Assistant:** Shaheen Rana University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-4066 srana4@illinois.edu
Consultant: Daniel Newman, Ph.D. University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-2512 d5n@uiuc.edu	**Research Assistant:** Nathan Todd University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-4066 ntodd2@illinois.edu
Research Assistant: Amy Lehrner University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-4066 lehrner@illinois.edu	**Research Assistant:** Angela Walden University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-4066 walden1@illinois.edu
Research Assistant: Sadie Larsen, MA University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-4066 selarsen@illinois.edu	**Research Assistant:** Shara Davis, MA University of Illinois Urbana Champaign 603 East Daniel Street Champaign, IL 61820 (217) 244-4066 davis57@illinois.edu

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ABSTRACT

Communities across the United States are focused on creating coordinated responses to intimate partner violence (IPV); ideally, this involves promoting best practices in the justice and human service systems, and engaging a broad array of community sectors. Illinois took an innovative approach to facilitating the development of coordinated responses statewide. Beginning in 1990, the Administrative Office of the Illinois Courts spearheaded the creation of a network of Family Violence Coordinating Councils (FVCC) across 22 Judicial Circuits in the State. Councils are common vehicles for the creation of coordinated responses, yet there is limited empirical evidence regarding whether they facilitate desired change. Further, the value of having a statewide coordinating structure has not been examined to date.

The current study examined the effectiveness of this statewide coordinating council structure by investigating the extent to which FVCC have an impact on perceived proximal (perceived shifts in stakeholder knowledge and relationships & institutionalized change) and more distal systems change outcomes in the systems response to IPV (e.g., accessibility of orders of protection). The current study attended to those factors and processes that facilitate or impede FVCC success with regard to their institutionalized change capacity.

To achieve research objectives, the current study employed a multi-method approach: a) key informant interviews with council coordinators (n = 20); b) data from the ethnographic inquiry in three case study sites including, (i) key informant interviews with council members (n = 40), (ii) key informant interviews/focus groups with domestic violence survivors in two case study communities (n = 26), and (iii) 11 formal observations of council meetings; c) surveys from council members across all 21 FVCC (n = 681; response rate = 46% and ranged from 22% to 91%); d) criminal justice (arrest and order of protection data) and human service archives (referrals rates to domestic violence programs) housed by the Illinois Criminal Justice Information Authority (ICJIA); and e) local FVCC annual reports from 2000 to 2006 for all 21 circuits. Participants included: survivors; law enforcement, domestic violence advocates, judges, probation, educators, health service providers, child welfare agencies, human services, local government, batterer intervention programs, and other organizations such as religious organizations, neighborhood and civic groups.

The current study suggests that councils are characterized by broad membership from relevant stakeholder groups, an inclusive climate that encourages all voices, and effective leadership. Consistent with previous research, councils appeared to facilitate stronger relationships and enhanced knowledge among stakeholders, and some were well positioned to facilitate institutionalized change in the systems response to IPV.

Councils were a training tour de force, offering local and regional training that reached 33,000 participants between 2000 and 2006. In that same period, councils also generated numerous products (over 275 pamphlets, protocols, intervention checklists) to enhance the local response and reported over 20 specific instances of local policy shifts.

Providing empirical evidence for councils distal systems change capacity, the current study found that the formation and development of councils was positively related to the rate with which emergency orders of protection become plenary orders (i.e., "return rates"). Social network analysis revealed that council member agencies are more likely to

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exchange information and referrals with other member agencies when compared to nonmember agencies. Further, this analysis suggested that the density of resultant information exchange networks was related to the extent to which councils had achieved other outcomes, including perceived institutionalized change.

Councils were not uniformly effective at producing institutionalized change. Quantitative and qualitative analysis suggested that multiple factors and processes were implicated in councils' success including social capital (enhanced knowledge and relationships), features of the council itself (e.g., leadership and inclusive climate; as mediated social capital), support from the broader community, "savvy" local leadership (from advocates and others) and members empowered to pursue change in their own organizations.

Illinois councils were characterized by a multi-level structure including local councils, a State-level steering committee and a State level office with permanent staff. This structure facilitated cross-council communication, the provision of technical support, and the dissemination of knowledge (e.g., regarding new policies in the State, best practices in the response). In this way local efforts were bolstered by state-level efforts and state-level initiatives were informed by local issues. Councils maintain a flexible structure and work with their local realities to continually self-assess and identify their next goals. As evident in our case study sites, councils do not orient themselves to simple end goals, but to an ongoing process of improving the local response to IPV to enhance survivor safety and encourage batterer accountability.

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EXECUTIVE SUMMARY

OVERVIEW AND PURPOSE

The purpose of the current study was to examine a statewide coordinating council structure designed to facilitate local coordination in the community response to intimate partner violence (IPV). Illinois has taken an innovative approach to facilitating local coordinated efforts statewide. Beginning in 1990, the Administrative Office of the Illinois Courts created a network of Family Violence Coordinating Councils (FVCC) across 22 Judicial Circuits (see Figure 1 for a map of Illinois Judicial Circuits). With the exception of Cook County, each Circuit has one FVCC. In addition, there is a statewide steering committee called the Illinois Family Violence Coordinating Council (IFVCC) which provides support and direction to local FVCC while still recognizing their autonomy and diversity. While coordinating councils are common vehicles for the creation of coordinated responses nationwide, there is limited empirical evidence regarding whether they facilitate desired systems change in the criminal and civil justice response to IPV (CCJ). The CCJ response encompasses the courts, probation, and law enforcement – all of which are commonly targeted for change in council efforts.

Further, the value of having a statewide coordinating structure – where councils are linked with one another through a network of councils led by the IFVCC – has not been examined to date. Given the economic and human resources required to develop and sustain these efforts and the increasing implementation of FVCC nationwide, it is essential to have a better understanding of their role in the promotion of systems change and what factors facilitate their efforts. This is especially important given that some (e.g., Gamache & Asmus, 1999) have called the use of coordinating councils into question, suggesting that they may fail to promote systems change in the response to IPV. Indeed, research on collaborative approaches to change suggests that such efforts often fail to achieve desired community-level change (Roussos & Fawcett, 2000). Thus, the aim of this study was to carefully examine councils as one vehicle for creating desired institutionalized and systems changes in the local response to IPV and to approach the study of these settings using multiple methods.

In the current study we use two terms in conjunction, but with slightly different meanings: institutionalized change and systems change. Institutionalized change refers to changes in the policies, procedures, protocols, and practices of organizations involved in the response to IPV. These are changes that Ellen Pence, a leader in the formation of coordinated community response, sometimes referred to as changes "in the text." For example, institutionalized changes would include those in written policies (e.g., arrest policies), standard protocols (e.g., health care screening), and forms (e.g., police reports). This is important given that such changes "in the text" also encourage changes in behavior (e.g., Allen et al., 2007). Systems change may be the ultimate result of institutionalized change and refers to realized changes in the systems response to intimate partner violence as reflected in a) various systems markers (e.g., arrest rates, order of protection rates) and b) in the coordination that occurs across organizations within a

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single system (e.g., criminal justice) or across systems (e.g., criminal justice and human service).

Importantly, the current study does not examine the effects of a coordinated community response per se (e.g., reduced recidivism). There is a large and growing body of research that details both the potential benefits of a coordinated response (e.g., Gamache, Edleson, & Schock, 1998; Pence & McDonnell, 1999; Steinman, 1990; Syers & Edleson, 1992) as well effects not yet realized (e.g., Visher, Harrelll, Newmark, & Yahner, 2008). Rather, the current study is concerned with the implementation process, or the ways in which communities attempt to improve their systems response to IPV. Importantly, institutionalized and systems changes are not automatically implemented within communities simply due to changes in state or federal policy, but must be developed over time. This is not surprising given that diffusion of innovation, or the introduction of "new ways of doing business," is almost always fraught with challenges (Rogers, 2003). Thus, the current study queries the change process itself. Specifically, this study focuses on coordinating councils as *one* common vehicle used in community efforts to encourage collaboration and a coordinated response among various stakeholders in the response to IPV. Councils in the current study are *not* direct service entities. Rather, they attempt "to establish a forum to share and discuss information in order to promote a coordinated response to family violence in…communities…and…work to improve the institutional and professional response to family violence issues" (FVCC Mission Statement, Appendix A). This study, then, is concerned with the potential of this vehicle as a facilitator of desired institutionalized and systems changes in the response to IPV and is formative in nature.

To this end, the study had six primary objectives, to examine: a) the specific nature of state and local council organizational structures (e.g., local committees, state technical assistance), goals, and activities; b) councils' collaborative capacity, or the degree to which councils have the key features of effective collaborative work (e.g., an inclusive climate that encourages all perspectives/voices); c) the extent to which councils have an impact on proximal, or intermediate, outcomes including, perceived shifts in stakeholders' knowledge and relationships and councils' ability to affect institutionalized change, or changes in the policies and practices of organizations in the systems response; d) how, and to which extent, councils are related to distal outcomes, including, interagency connections and systems change markers (i.e., the extent to which distal changes were associated with council formation and development in order of protection, arrest, and referral rates to domestic violence programs); e) those factors and processes that affect the extent to which councils achieve systems change, with attention to councils' collaborative capacity (e.g., having solid leadership, an inclusive climate, a shared mission, broad and representative membership), and local community context (e.g., community support; active, engaged leaders); and f) survivors' perspectives regarding what is currently working well in the community response to IPV and what needs improvement, in order to gauge the degree to which local councils were addressing issues of importance from the perspective of survivors.

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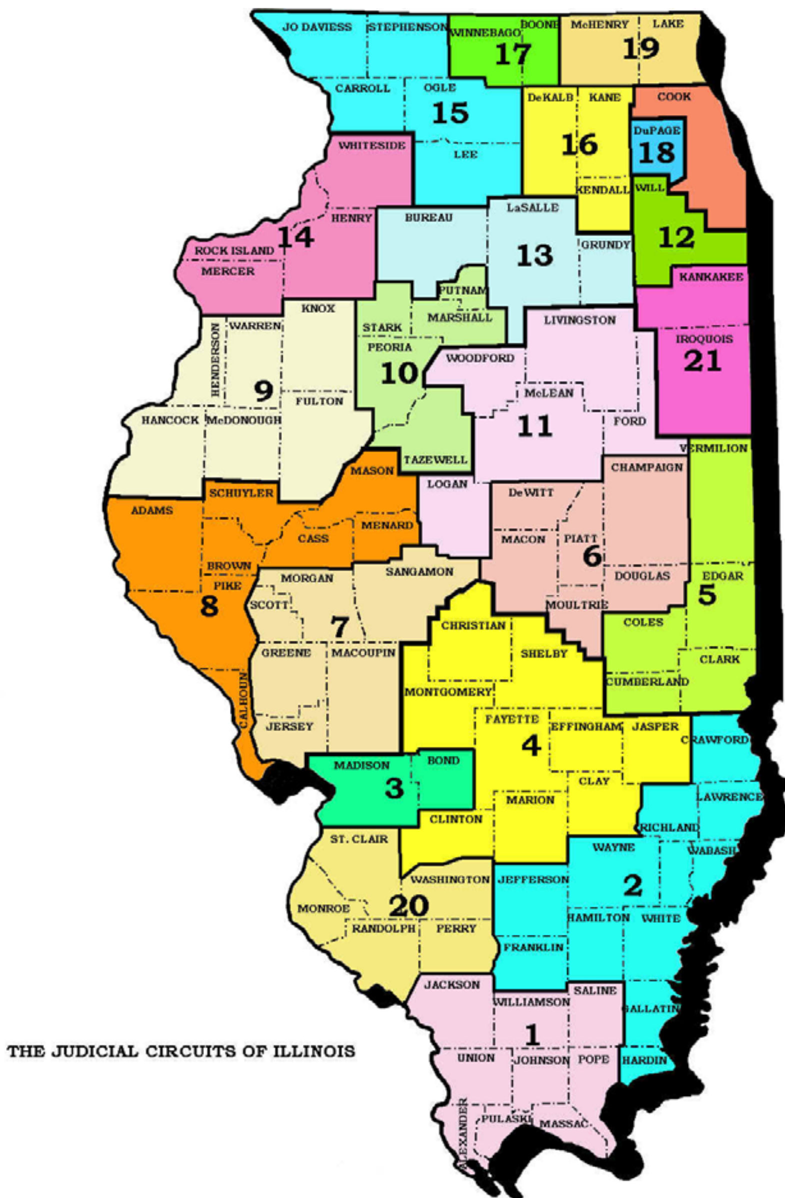
Figure 1: Judicial Circuits of Illinois



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METHOD

Linking the work of community collaborations to community-level change is relatively rare in research on collaborative efforts (Berkowitz, 2001). The current study addressed methodological challenges by 1) gathering data from members of all of the councils in a single state, thus accessing the entire sample of councils within a given statewide context (21 of 22 Circuits in the state), 2) focusing on both perceived proximal (e.g., perceived shifts in stakeholder knowledge and relationships) and distal systems change outcomes (e.g., order of protection rates) that may result from council efforts, 3) engaging a natural quasi-experimental time series design by examining change in CCJ system and service utilization statistics (i.e., referral rates to domestic violence programs) over time in multiple communities (allowing for longitudinal analysis of effects of FVCC formation and development on systems change) and 4) using ethnographic methods to deconstruct important contextual variables (i.e., features of the community in which councils work) that may facilitate or impede council efforts in "exemplary" communities and to triangulate and elaborate upon quantitative findings. The purpose of this mixed methods approach was complementary, or aimed at a more comprehensive understanding of a complex social phenomenon (Greene, 2007).

The current summary of study findings is based on the following data sources: a) key informant interviews with council coordinators (n = 20);[1] b) data from the ethnographic inquiry in three case study sites, including, (i) key informant interviews with case study council members (n = 40), (ii) focus groups with domestic violence survivors in two case study communities (n = 26), and (iii) 11 formal observations of council meetings; c) surveys from council members across 21 FVCC (n = 681; response rate = 46% and ranged from 22% to 91%)[2]; d) criminal justice (arrest and order of protection data, 1996 to 2004 and 1990 to 2005, respectively) and human service archives (referrals rates to domestic violence programs 1998 to 2008) provided by the Illinois Criminal Justice Information Authority (ICJIA); and e) local FVCC annual reports from 2000 to 2006 for all 21 circuits provided by the State of Illinois FVCC (IFVCC).

A wide variety of stakeholders were included in the study including survivors; law enforcement, domestic violence service providers and advocates, officials from the court system (e.g., judges, probation, clerks), educators, health service providers, child welfare agencies, human services, local government, batterer intervention programs, and other organizations such as religious organizations, neighborhood and civic groups, businesses, and cooperative extensions.

DATA ANALYTIC APPROACH

Sophisticated quantitative methods were employed, including: a) hierarchical

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[1] One coordinator was too new to provide sufficient responses to the interview so the state staff member responsible for the circuit provided the relevant information for that council (n = 1).

[2] For members who were characterized as "active" by council coordinators, the overall response rate was 50.83%.[2] It is important to note that the overall response rate estimate across councils is likely deflated because membership lists included individuals whose involvement with FVCC was only peripheral. Indeed, 18% of individuals who received a survey mailed it back uncompleted, and actively indicated that they did not have enough involvement with councils to complete the survey. Nonetheless, this study included all completed survey data in an effort to retain a broad range of perceptions and overall levels of participation.

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linear modeling (HLM) to appropriately analyze nested data regarding FVCC members' perceptions of councils (council members are nested within councils); b) hierarchical nonlinear modeling to examine change over time in various indicators of the systems response to IPV (e.g., order of protection "return rates," or rates of emergency orders becoming plenary orders, arrest rates and referral rates to domestic violence programs), and c) social network analysis (SNA) to examine the density of information exchange networks among agencies responding to IPV in each community and how council membership is related to connections among agencies. Importantly, this study also utilized qualitative methods, a) including content analysis (Berg, 2000) of in-depth interviews, and informal and formal observations, and b) systematic coding of archival materials (e.g., local FVCC annual reports) to examine FVCC efforts.

RESULTS

Council Structure, Goals and Activities

The first study objective was to illuminate the specific nature of state and local council organizational structures, (e.g., local committees, state technical assistance), goals, and activities. This "locates" councils with regard to the specific nature of their efforts.

State IFVCC Structure

At the State level there is a steering body called the Illinois Family Violence Coordinating Councils (IFVCC). This body includes decision-makers from various facets of State government including, for example, the Illinois State Police, Illinois Department of Public Health, Illinois Violence Prevention Authority, Illinois Coalition Against Domestic Violence and Illinois State Board of Education. The co-chairs of this group are typically a Judge and the Director of the IFVCC (a paid staff person).

There are also State IFVCC Staff (currently three full-time staff, including the Director) who are responsible for organizing local FVCC statewide. The State Staff engage in a wide variety of activities to support and augment local efforts, including: a) orientation to new Chief Judges regarding the local FVCC and the role of Chair, b) training of coordinators, c) ongoing technical assistance to coordinators, d) statewide training events on current topics related to family violence (1 to 2 events/year), e) special Projects or Initiatives that focus on pressing policy and practice issues in the response to family violence (recent examples include effective responses to elder abuse, creation of domestic violence courts, development of family visitation exchange centers, implementation of fire arms laws in domestic violence cases, school-based family violence prevention initiatives), f) retreats for coordinators that focus on skill building (e.g., effective meeting facilitation) and the exchange of information across Circuit FVCCs, and g) a handbook for committee chairs regarding effective practices.

State staff meet with the state-level IFVCC Steering Committee twice/year to update them regarding the status of the various state-level Projects of the IFVCC and to invite their input to inform State IFVCC activities. In between these meetings, however, IFVCC members are often involved in subcommittees to assist with the execution of special Projects. For example, a committee was created to enhance the current response to elder abuse. This committee included the Illinois Department on Aging and several

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local elder abuse provider agencies, Madison and Lake County State's Attorney's Offices, Chicago Police Department, Illinois State Police, LCCs, Growing Strong (Sexual Assault program), and the Illinois Coalition on Domestic Violence. They assisted in determining the direction of the committee, wrote, edited and provided input into the project and served as trainers for different aspects the project. In this initiative, three subcommittees were formed to focus on different facets of the response to elder abuse including: a) training for professionals (how to effectively interact with the elderly) b) the faith community response to elder abuse and c) the law enforcement and court response to elder abuse. This State Project yielded a variety of products including: a) a training that was offered regionally regarding Awareness of the Special Needs of the Elderly (an elder sensitivity training), b) a Faith Toolkit for local councils to work with the faith community in their response to elders and c) a law enforcement protocol (see http://www.ifvcc.org/ for the .pdf).

Importantly, given the connected network of FVCC in Illinois, this information could be rapidly disseminated in various areas of the State. In addition, given that the IFVCC includes relevant representatives from State government this provided additional venues to educate those providers responding to the elderly in a variety of capacities. For instance, the Faith tool kit was distributed to all the local FVCC coordinators and 30 stakeholders on the IFVCC elder abuse committee. Once the kits were distributed, the State Staff called the coordinators and other local stakeholders to see how the information had been implemented locally. Via this dissemination process, those working in the family violence field, as well as those working with elderly who may not have otherwise focused on family violence issues (e.g., clergy), could be reached. Notably State Staff never copyright the materials created by the IFVCC so that they can be reproduced and altered to meet local needs. Similar processes were engaged for the Visitation Center initiative and the Fire Arms Law Initiative (see Section IV of the full report for more detailed illustrations of these recent IFVCC Projects).

Local FVCC Structure

In each Circuit the Chief Judge is the council chair by virtue of his/her role in the Court. The Chief Judge may appoint someone to serve as chair and this is negotiated locally within each Circuit. Coordinators reported that councils include between 1 and 12 active committees (mode = 5, mean = 5.74). These subcommittees were formed based on location (i.e., county-specific committees) and/or focal areas (e.g., court committee; law enforcement committee; faith committee; community education committee; youth prevention committee). It was clear in each case study site that Local FVCC had significant autonomy in directing their goals and activities. Yet, these committees also report to the Steering Committee meetings fostering an opportunity for input and cross-fertilization across committee chairs.

Given that Local FVCC are organized by the Judicial Circuits of the State they cover broad geographic defined by the Judiciary rather than single communities or counties. Despite some variation in council structure, over 70% of councils included some county specific activities or committees, and over 85% include circuit-wide activities.

The regional structure of local FVCC raises a variety of challenges, including, for example: the distance between communities and the varied "personalities" and cultures that characterize different counties within a single circuit. But this regional structure also

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has notable strengths: for example, in some instances relationships may form between stakeholders who work in entirely different geographic regions. This may not have the effect of improving the local response to specific cases (e.g., reducing the need for advocates "cold calling" to police agencies or the state's attorney), but these relationships may still function to advance the Council's efforts (e.g. having the input and perspective of a state's attorney even if not from your county). For example, key informants from a rural county described how the expertise and perspective of those from the larger neighboring county within the Local FVCC served to support and inspire their local efforts.

Based on the report of council coordinators, council membership was composed of an average of 12 of the critical stakeholder groups assessed (SD = 2; range = 7-15), including: domestic violence programs/service providers (100% of councils), victim's rights advocates (100%) social services (95%), circuit court judges (86%), health care organizations (86%), law enforcement (86%), probation (86%), prosecuting attorney's (81%), mental health agencies (74%), religious organizations (67%), and school administrators (62%). Stakeholder groups least frequently represented included the humane society (19%) and local businesses (10%). About 50% of councils indicated they had at least one member who was a domestic violence survivor while only 10% reported having an advisory group made up of domestic violence survivors.

FVCC Goals and Accomplishments

Based on the report of council coordinators, councils were engaged in a variety of goals related to the facilitation of a coordinated response to IPV. On average, 8 types of goals were targeted by councils, with the majority of councils targeting 7 or more goals (SD = 3.5, range = 2-16).[3] Councils most commonly shared the goal of providing training or community education regarding domestic violence, followed by improving access to personal protection orders. See Table 1 for a summary of the proportion of coordinators reporting particular goals and perceived accomplishment of those goals.

FVCC Activities

Training and Prevention Education. Local FVCC have conducted numerous training events throughout the State of Illinois. Based on an analysis of annual reports from 2000 to 2006 Local FVCC offered 555 training events.[4] Over ninety of these training events specifically targeted law enforcement (92); over 100 training events targeted schools (107). Faith settings (39) and health care agencies (30) were also common targeted stakeholder groups. It is also important to note, however, that these training events were typically open to a wide variety of stakeholder groups.

The total number of participants reported within annual reports across training events was 33,299 (not unduplicated). Training topics were varied and included for example: school response to family violence; domestic violence and the faith community; law enforcement practices (e.g., arrest procedures, order of protection enforcement, investigation); teen dating violence; the effects of witnessing/violence on children; and men endorsing non-violence.

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[3] This was calculated using a variable indexing breadth of goals.

[4] This likely underreports council efforts given that the first council was formed in 1990. Annual reports were reviewed from the point they became formal reporting tools in 2000. This allowed for a standardized assessment process across councils to account for their activities, but may miss some of the early effort of older councils.

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Table 1 Council Coordinators' Ratings of Council Goals and Accomplishments (N = 19)

Goal	**% of councils which reported targeting goal**	**Perceived extent to which goal addressed (1=not at all to 4 = very much) Mean (SD)**	**Perceived extent to which needed changes facilitated (1=not at all to 4 = very much) Mean (SD)**
Improving access to protection orders	74*	3.0 (1.0)	2.8 (1.2)
Reforming arrest practices (e.g., adopting mandatory or pro arrest)	61	2.7 (1.3)	2.6 (1.3)
Reforming prosecution practices (e.g., encouraging evidence based prosecution)	61	2.3 (1.0)	2.1 (.9)
Reforming the processing of court cases (i.e., speed of processing, providing advocacy)	50	2.2 (1.0)	2.1 (.8)
Altering sentencing practices (e.g., extending minimum sentence)	33	1.9 (1.3)	1.8 (1.1)
Identifying weaknesses or 'holes' in the criminal justice or human service delivery system	67	2.4 (.9)	2.2 (1.0)
Developing or supporting batterer's intervention program(s)	53*	2.3 (1.2)	2.0 (.9)
Implementing early identification policies in healthcare settings (e.g., emergency rooms)	78	2.7 (1.2)	2.6 (1.1)
Providing training or community education regarding domestic violence	100*	3.5 (.8)	3.7 (.5)
Making it easier for women to access needed community resources (e.g., housing, transportation)	67	2.8 (1.2)	3.0 (1.1)
Developing new services for battered women and their children	33	1.8 (1.1)	1.8 (1.1)
Encouraging partnerships between child protective services and domestic violence advocates	67	2.4 (1.2)	2.4 (1.2)
Evaluating outcomes related to the council's work	67	2.6 (1.0)	2.9 (1.0)

Note: N = 19 councils as reported on by council coordinators. Given some coordinators indicated they did not know (some where relatively new). Thus, percents are reported out of 18 councils except where denoted by an (*) which indicates a denominator of 19.

Products and Policy Changes. Annual reports also reveal a range of efforts aimed at changing policy and practice and creating new "products" or materials to support the community response to IPV. Councils reported producing at least 276 "products" related to the community response to family violence, including, for example: a) manuals (guidebooks) for faith settings, b) screening tools for health care settings; c) reference lists and pocket guides (laminated check lists) for law enforcement, d) informational cards to distribute to survivors, e) informational/tri-fold brochures (e.g., for orders of protection); f) training manuals and videos, and g) prevention education materials (e.g., posters and display boards).

Councils also reported 23 specific instances in which council efforts resulted in

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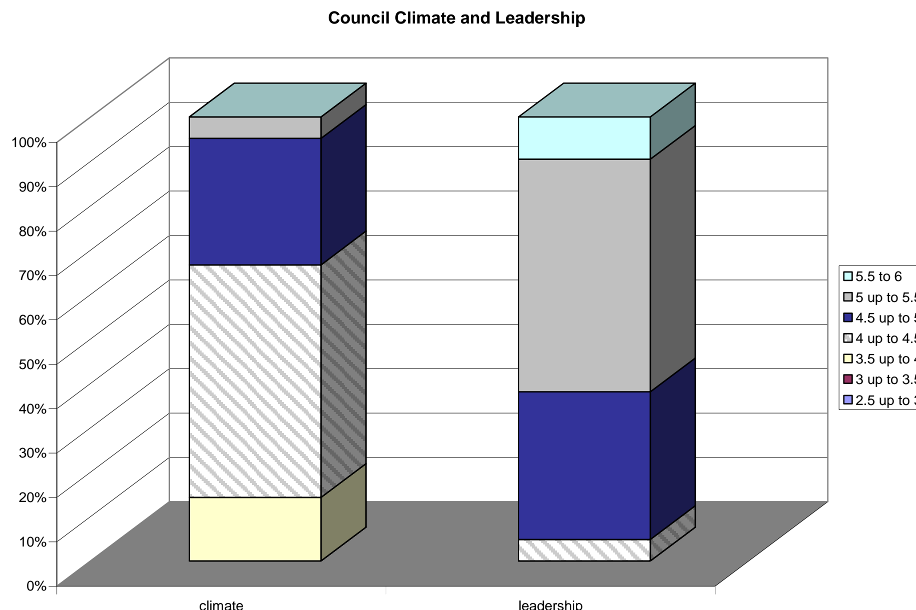
observed changes of policy and practice. These included, for example, reformed procedures for orders of protection (e.g., service, reporting, accessing); implementation of new protocols for elder abuse, social services, and health care response; development of new programs, including for example, a child advocacy center and a child visitation center; creation of a domestic violence unit within a law enforcement agency. Members' perceptions of the degree to which councils had fostered institutionalized change on average was significant positively related to the number of policy or practice changes enacted by councils ($r = .46$, $p < .05$, $n = 21$) and the total number of products recorded in annual reports ($r = .44$, $p < .05$, $n = 21$).

FVCC Collaborative Capacity

Climate and Leadership

The second objective of the study was to examine councils' collaborative capacity, or the degree to which councils have the key features of effective collaborative work (e.g., the extent to which an inclusive climate is fostered, a shared mission is developed, and leadership is effective). FVCC council members (via survey) responded to a series of statements regarding their council leadership (1 = strongly disagree, 6 = strongly agree) and council functioning using a scale from 1 to 6 (1 = not at all, 6 = to a a great extent). They *reported a generally positive council climate* overall (Mean = 4.32, SD = .21) and on average members *strongly agreed various aspects of effective leadership were in place* (Mean = 5.06, SD = .33; 95% of council ratings were above 4.5; See Figure 2). This is important because in a collaborative setting where stakeholders have varied degrees of power and influence (e.g., advocates, judges, front-line officers) and a history of contentious relationships, true collaboration cannot occur unless there is adequate opportunity to include all voices, particularly those of the typical least powerful stakeholders.

Figure 2 Council Climate and Leadership



Note: Used a Likert-type scale with values from 1 to 6.

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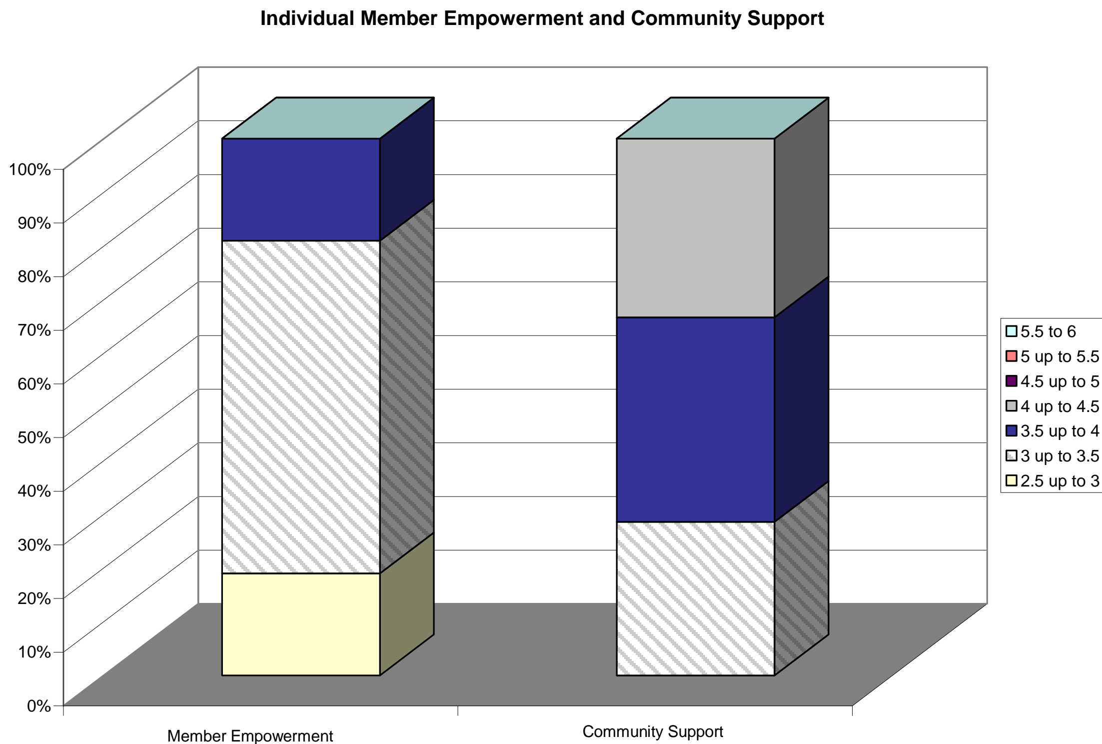
Individual Member Empowerment

Council averages (i.e., averaged perceived empowerment across members within a council; 1 = not at all and 6 = to a great extent) suggest that members felt they could affect changes in policy and practice "somewhat" (81% of councils) or at best "quite a bit" (19% of councils; See Figure 3).

Community Support for Council

Members rated the community, or external, support for council activities as moderate (Mean = 3.81, SD .41; 1 = not at all and 6 = to a great extent). Council members indicated support for council activities ranging from support being present "somewhat" to "quite a bit." (See Figure 3).

Figure 3 Individual Member Empowerment and Community Support



Perceived Proximal and Distal Outcomes

The third objective of the study was to examine councils' perceived influence on proximal, or intermediate, outcomes. Study findings suggest that members rate *councils as playing an important role in the acquisition of knowledge* (M=4.35, SD=0.29; 1 = not at all and 6 = to a great extent) *and the formation of relationships* (M=4.34, SD=0.34) *among council members*. Notably, as council impacts are conceptualized as more *distal* to the work of councils, councils are rated slightly, but significiantly less highly by members on these dimensions and variation across councils is somewhat greater: specifically, councils were rated by members as only moderately effective overall

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regarding a) their institutionalized change capacity, or their ability to create changes in the policies and practices that govern the local response to IPV (M=3.60, SD=0.44) and b) in the degree to which councils are perceived as leading to changes in the community response to domestic violence, including an educated public, increased access to resources for survivors, and increased survivor safety and batterer accountability (M=3.90, SD=0.41).

Interagency Networks

The fourth objective was to examine the extent to which councils have an impact on distal outcomes, including, interagency connections. The current study employed Social Network Analysis (SNA) to generate a measure of interagency network "density," or how connected agencies in the community response to IPV are to one another. Further, SNA was used to generate pictorial representations of information exchange networks across FVCC circuits and how council membership affected interagency linkages. Each judicial circuit constituted a separate and unique network of organizations responding to intimate partner violence. For the purpose of this study, in a given Circuit all domestic violence programs, batterer's intervention programs, and criminal justice system agencies were included in each network.

Network density. Responses regarding the *exchange of information* across agencies were used to calculate a *network density* for each Circuit.[5] Specifically, network density is a measure of how integrated or connected a network is (e.g., the proportion of ties present in the network relative to the number of possible ties in a network; Koehly & Shivy, 1998).[6] More density in a network may indicate more tightly linked agencies and provide a positive indicator of interagency coordination.

Indeed, there is preliminary evidence that more dense networks are positively associated with perceived proximal outcomes. Overall density was measured using the "main component" which refers to the density of the set of agencies that is connected to at least one other agency in the network. Relationships between the *overall density* of networks and perceived proximal outcomes are largely maintained, even when controlling for member organization network response rate (a potential confound). Specifically, the overall density of Circuit networks was positively correlated with: improved stakeholder relationships ($r = .31$, $p < .10$, one-tailed, $df = 18$); improved stakeholder knowledge ($r = .43$, $p < .05$, one-tailed, $df = 18$); and institutionalized change

[5] Organizations from one county may not have reason to make referrals to organizations in another county within the Circuit, but given that councils are developed within Judicial Circuits and often involve circuit-wide organizational structures, agencies might be positioned to exchange information with one another across county lines.

[6] Importantly, density in the current study refers to density of member organizations' reported exchange of information with all other agencies in the network – including member and nonmember agencies. We have *no information* about the density of ties among nonmember agencies (nonmembers were not surveyed), but rather how densely linked member agencies are to all others within the network, including member ties to both members and nonmembers. In cases where we had information from only one agency in a given dyad unconfirmed ties were used (i.e., we "count" a tie based on agency reporting there is a tie). In cases where neither organization provided data for a given dyad, missing data was replaced with 0s. This assumes no contact between non-responding organizations and is an important limitation in the current analysis. There are numerous methodological decisions that are made as Social Network Analysis proceeds. For a full explication of these methods see Section VII of the full report.

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(.35, $p < .10$, one-tailed, df = .18).[7] Thus, the more that agencies were exchanging information with one another, the more likely members were to view councils as playing a positive role in relationship development, the generation of knowledge and the development of desired organizational changes. Naturally, this could also indicate that as councils play a positive role in the development of relationships and knowledge, a greater exchange of information follows.

Netdraw analysis. To more closely examine council networks in our three case study sites, a series of network pictures of these sites was generated using Netdraw software. Netdraw creates a pictorial representation of the network and allows one to define various features of organizations within a network. Examining the patterns that emerged in these pictures and a series of t-tests that compared members' perceptions of contact with, and council influence on, member and non-member agencies in the networks resulted in the following conclusions (see Figures 4 to 6 for illustrations of one of the case study sites and Table 2 for a summary of t-tests): a) members agencies are more connected to one another and central in the interagency network (visually) than non-member agencies; b) member agencies exchange greater information and referrals with one another than with nonmember agencies (see Figure 4 and Table 2); c) members consistently reported greater council influence on their understanding of, relationships with, and shifts in practice and policy of member organizations versus non-member organizations (see Figures 5 and 6 and Table 2; and d) in all three case study Circuits, respondents indicated that involvement in the council positively influenced their understanding of domestic violence programs (see Figure 5 for an illustration in one circuit) and, to varied degrees, the policies of criminal justice agencies more central in the network (e.g., courts, state's attorney, probation, and law enforcement agencies; See Figure 6 for an illustration in one circuit).

[7] Trends are considered given the small sample size (n = 21).

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Table 2 Differences in Members' Perceived Contact with and Council Influence on Member and Nonmember Organizations

Variable		**Mean**	**Standard deviation**	***T***	***df***	***p***
Exchanged information with (1 to 6)	Member	2.0254	0.81072	18.758	623	0.000*
	Non-member	1.5513	0.69755			
Gave referral to (1 to 6)	Member	1.6923	0.71510	14.880	619	0.000*
	Non-member	1.3929	0.61779			
Received referral from (1 to 6)	Member	1.5877	0.72355	12.875	619	0.000*
	Non-member	1.3388	0.59574			
Council influence on understanding (1 to 4)	Member	2.2283	0.82529	10.690	497	0.000*
	Non-member	1.8715	0.91349			
Council influence on relationship (1 to 4)	Member	2.1851	0.85492	11.789	490	0.000*
	Non-member	1.7849	0.90408			
Council influence on shifts in policy (1 to 4)	Member	1.6270	0.74388	6.839	417	0.000*
	Non-member	1.4288	0.73916			
Council influence on shifts in practices (1 to 4)	Member	1.6022	0.72749	6.282	408	0.000*
	Non-member	1.4217	0.73937			
Adequate response to domestic violence (1 to 6)	Member	4.9486	0.85968	5.087	457	0.000*
	Non-member	4.7074	1.15480			

*p < .006, Bonferroni corrected p-value; Mean on a scale of 1 to 6.

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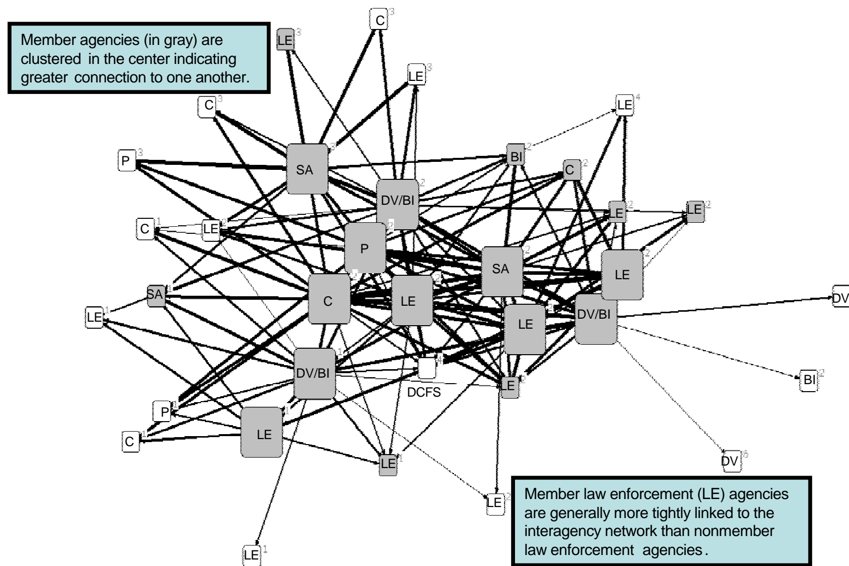
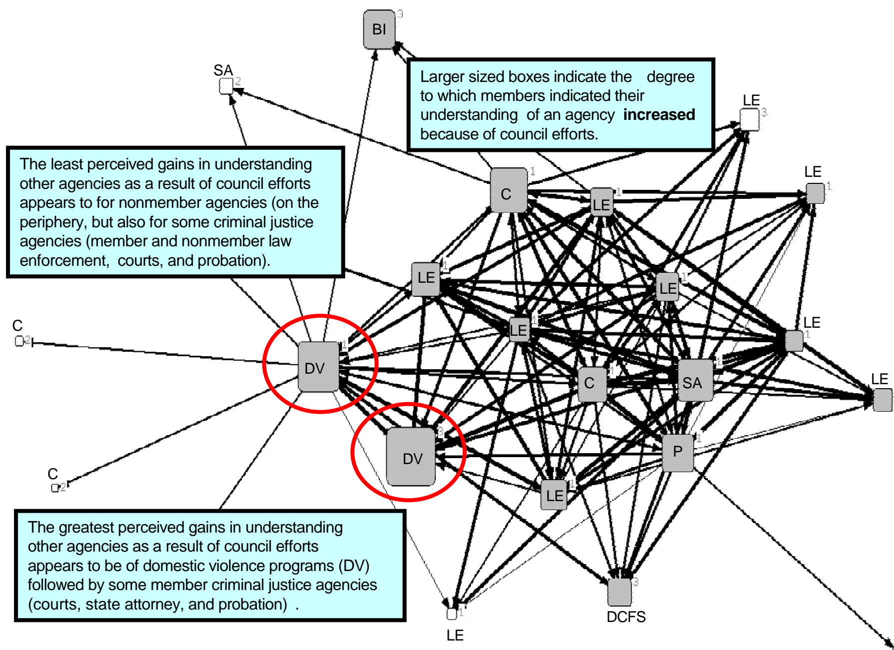
Figure 4 Circuit B: Perceived Exchange of Information Network by Council Membership



Note: Larger Rounded Squares = Respondents; Smaller Squares = Non-Respondents; Gray = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

Figure 5 Circuit A: Perceived Council Influence on Understanding of Agencies



Larger Sized Rounded Squares = greater perceived council influence on understanding; Gray = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

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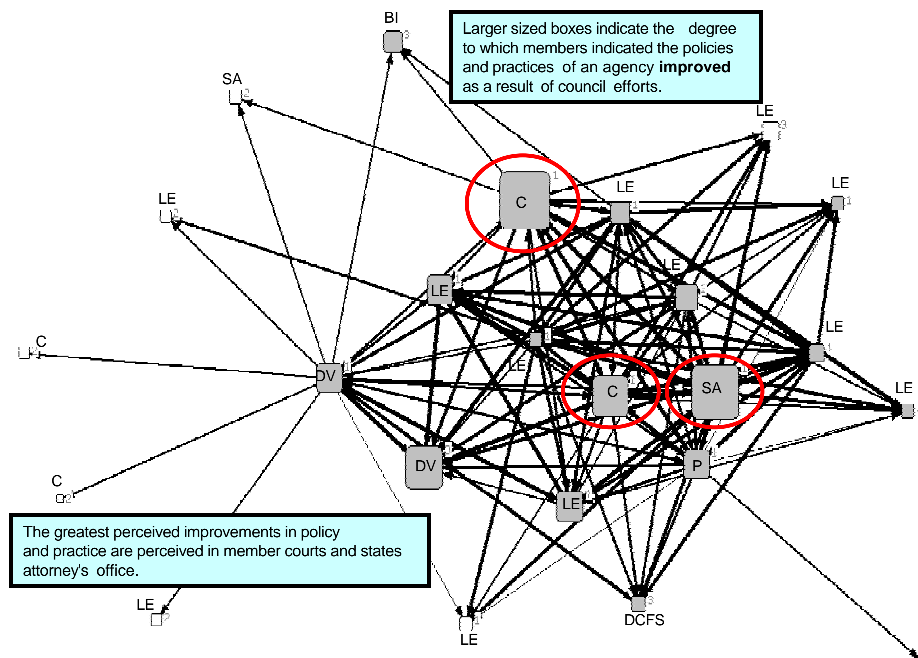
Figure 6: Circuit A: Council Influence on Policy within Agencies



Note: Larger Sized Rounded Squares = greater perceived council influence on policy; Grey = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

Taken together, the social network analysis illustrates that council members report more connection to other member agencies than they do to non-member agencies and perceive greater council influence on member agencies. This suggests that councils may indeed create a forum in which council member agencies can connect and share information (consistent with key informants' observations in the case study sites). Yet, this might also reflect that councils are made up of agencies *already* more connected to and positively regarded by one another. While this causal relationship cannot be disentangled in the current study, these findings might also suggest that councils are somewhat less well-positioned to engage and influence non-members.

Council Impact on Distal Markers of Systems Change

Given that the mission of the IFVCC includes systems change and that a wide variety of activities have targeted systems change outcomes, another component of the fourth objective was to asses evidence for change over time in a series of systems change markers. Specifically, the current study examined the extent to which distal changes were associated with council formation and development. To this end, three sources of longitudinal, archival data were examined: return rates for orders of protection (i.e., the ratio of emergency orders that become plenary orders, or "return rates"; arrest rates; and referral rates from criminal and civil justice agencies and the DCFS (child protective services) to local shelter programs. Examining this data provided a *natural* quasi-

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experimental design as the information provided included data points prior to council formation ("pre" formation data points for the majority of councils) and following council formation ("post" formation data points). For all analysis hierarchical nonlinear modeling was employed in a fashion that considered the influence on whether councils were present and council age.

Orders of Protection

For many councils (74% according to council coordinators), a common goal was to improve survivors' access to orders of protection. One marker of this improvement is the rate of emergency orders moving to plenary orders of protection given that it reflects both accessibility of orders of protection and also a scaffold of support for survivors who wish to pursue a plenary order following an emergency order. In this system, the plenary order is viewed as particularly important because it is a longer order and has the potential to provide a protection resource to the survivor for a longer period of time. The specific concern in this system was that women may be able to successfully pursue an emergency order, but may not be supported adequately by the system to move that order from emergency to plenary. Thus, examining "return rates" provides one indicator of greater systems responsiveness and perhaps interagency coordination (e.g., ideally, referrals are made from the courts to local domestic violence programs to facilitate the pursuit of orders and secure legal advocacy).

Using judicial reports of emergency and plenary orders of protection for 15 years (1990-2005), we found council formation and development to have a positive effect on the ratio of emergency orders that move to plenary orders of protection. See Figures 7 and 8 for patterns of change for councils that appear to experience shifts in return rates that coincide with council formation and development. Naturally, there was variability across councils regarding the degree to which increases were clearly related to council formation. For example, see Figure 9 for an illustration of circuits that are on a positive trajectory shortly before official council formation, which continue following council formation, and Figure 10 for an illustration of a circuit where there is no apparent change. It is notable that for many councils the council "kick-off" event preparation precedes the date of actual formation. Thus, many steps including the orientation of the Chief Judge as council chair occurs prior to the formal date of council formation. This might account for some of the incremental improvements prior to council formation. Alternatively, councils already on a positive trajectory may have continued on that trajectory regardless of council formation. While this study cannot account for all potential sources of variation in change over time, we find a wholesale association between council formation and development and the proportion of orders becoming plenary. Thus, while not all non-council (or extraneous) influences can be controlled, this is a positive finding.

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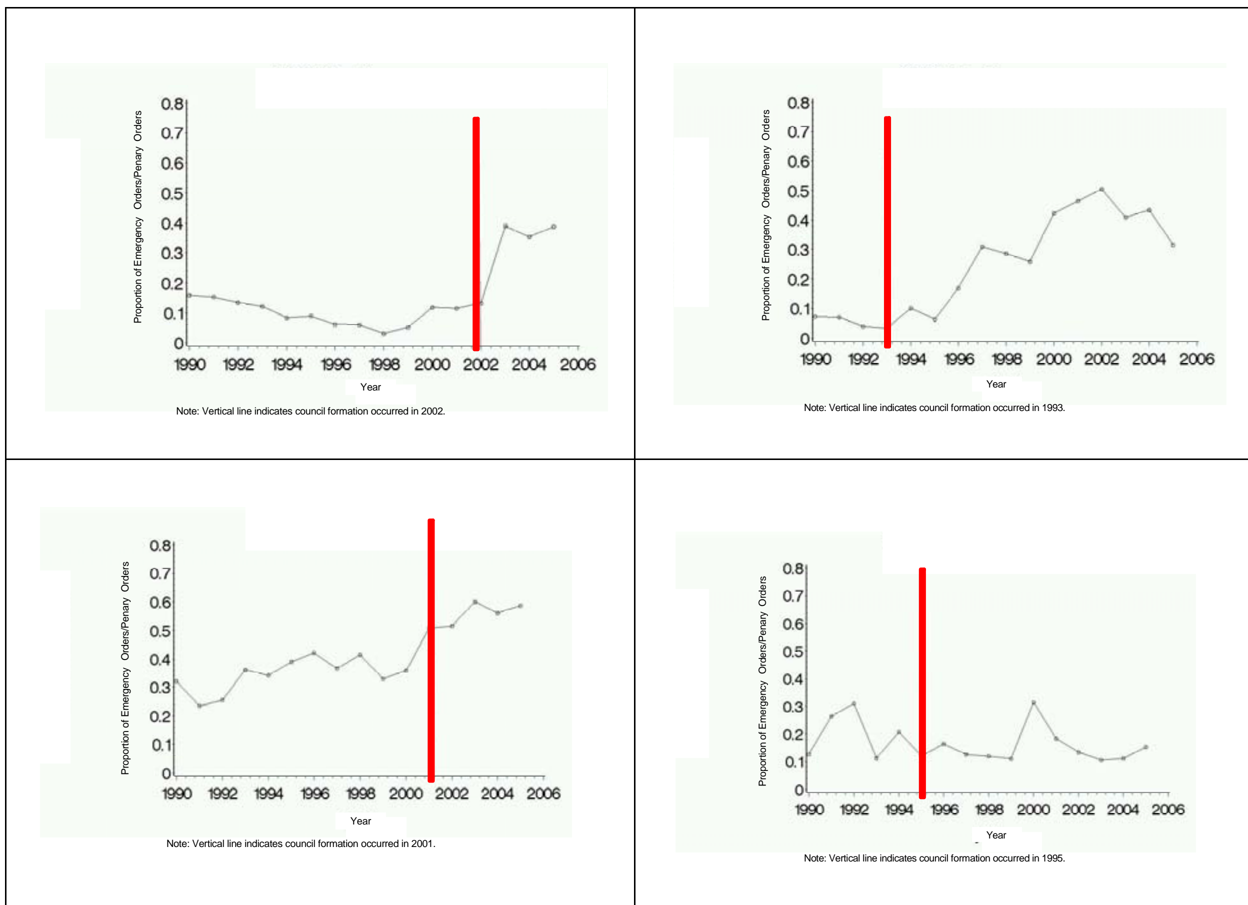
Figures 7 to 10 Patterns of Change Over Time in the Proportion of Emergency Orders Becoming Plenary as a Function of Council Formation and Development



Note: Top Row: Figures 7 (left) and 8 (right); Bottom Row: Figures 9 (left) and 10 (right); the vertical line denotes the year in which a council was developed in a given judicial circuit.

Arrest Rates

While our analysis established a significant negative trend in arrest rates (proportion of arrests/incidents) and wide variability across jurisdictions with a single circuit, council formation and development was not related to this trend (see Section VIII in the full report for a detailed analysis). Unlike order of protection rates, there was no apparent relationship between council formation/development and arrest rates, which tended to decline over time. Notably, the number of reported incidents declined over time, but arrest rates (i.e., the proportion of incidents resulting in arrest) declined at a slightly higher rate, indicating that arrest may have been becoming somewhat less likely over time. It is possible that councils – which are judicially organized – have a greater potential for systems change within the judiciary than in law enforcement agencies. Law enforcement agencies, even within single Circuits, sometimes had widely variable arrest rates, suggesting possible inconsistencies in arrest practices. This study is not positioned to explain that variability, but the decentralized nature of law enforcement agencies (in contract to the Judicial Circuit structure to which all courts within a circuit are linked)

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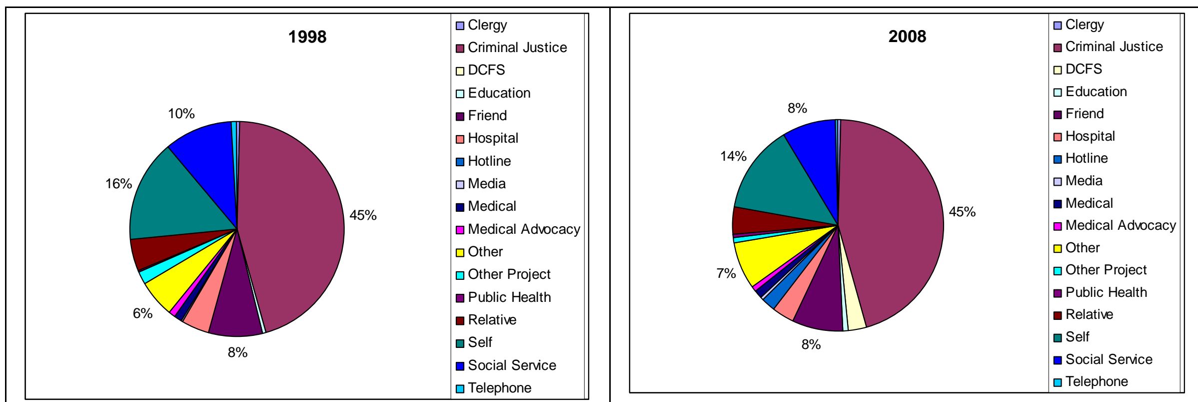
may make council influence on law enforcement practices more difficult to achieve because it relies on representation from law enforcement officials from multiple agencies.

Referral Rates

A final source of archival data examined over time were referral rates from domestic violence programs. Referral rates were reported by programs into a central database managed by the Illinois Criminal Justice Information Authority (i.e., InfoNet). Thus, these rates reflect the primary source of referral reported by a survivor when she sought residential or non-residential services from a domestic violence program. Interestingly, the data suggest that the criminal justice system constitutes the primary source of referrals to domestic violence programs, and this rate (about 45%) is stable over time since 1998 (the date from which reliable data was available). It is possible (and perhaps probable) that this proportion increased over time, but the baseline ("original" referral rate) likely occurred prior to 1998 (indeed, councils were formed beginning in 1992). Still, the proportion of referrals from the criminal justice system is variable across judicial circuits, with a range of proportions between 20-60%. Notably, while there was a significant increase in DCFS referrals to domestic violence programs over time, this change did not coincide with council formation or development. See Figure 11 for referral rates from 1998 and 2008.

Figure 11 Shelter Referral: Proportion in 1998 and 2008



Factors and Processes Explaining Differences in Institutionalized Change Capacity

Current study findings suggest that councils may indeed foster systems, or institutionalized change, or changes in the text of organizational policies and standard practices. Yet, members' reports of councils' institutionalized change capacity, analysis of FVCC archives (regarding reported activity and outputs) and variation across Circuit regarding shifts in "return rates" for orders of protection, suggest that councils vary with regard to how well-positioned they are to pursue such change. Thus, the fifth objective was to examine those factors and processes that affect the extent to which councils achieve systems change, with attention to a) councils' collaborative capacity (e.g., having solid leadership, an inclusive climate, a shared mission, broad and representative membership), and b) local community context (e.g., community support).

To account for the nested nature of our survey design (i.e., members are "nested" within councils and this set of analyses is based on their perceptions and ratings of their

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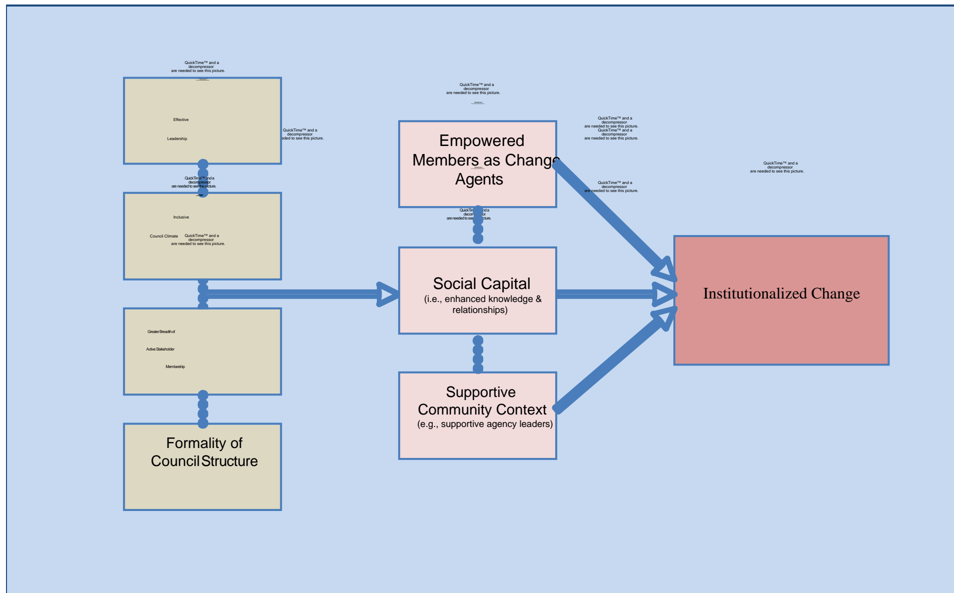
council and community) and to engage in an inquiry that highlighted differences across councils, we performed a series of hierarchical linear modeling analyses using survey data gathered from members (n = 681). Our modeling resulted in a final model that suggests that factors both internal to the council and external to the council were instrumental in explaining variation across councils. Internal factors included the degree to which councils a) were characterized by an inclusive climate, broad and active membership, effective leadership and effective organizational structures (as mediated by social capital), b) fostered enhanced social capital (relationships and knowledge among critical stakeholders) and c) enhanced empowerment (individual members' ability to affect change) among members. Further, the degree to which councils operated within a supportive community context was an important predictor of the degree to which they achieved institutionalized change (as reported by members). While causality can not be definitively asserted, this model suggests a dynamic process in which the degree to which councils foster an inclusive climate and have effective leaders is related to the extent to which they improve stakeholders' knowledge and relationships which, in turn, affects the extent to which they achieve institutionalized change. See Figure 12 for an illustration of the final model that emerged from our statistical analysis.

The primary aim in our qualitative study of three case study sites was to examine the processes and contextual factors that facilitate and constrain councils' role in facilitating a systems change process and to elaborate on our quantitative modeling. Our emergent findings echo our quantitative findings and reveal synergistic processes that hinge on the confluence of human capital (e.g., member effort, knowledge and status) through social capital processes in each Circuit.

Figure 12 Factors Associated with Institutionalized Change



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Specifically, based on our content analysis we developed a conceptual model that reflects a) prominent social capital processes and how they explain the councils' potential to effect institutionalized change, b) requisite council features that may facilitate the expression of these practices, and c) critical "contextual" factors in the community that have implications for council functioning and the extent to which desired institutionalized changes emerge: strong, local, vocal, and knowledgeable domestic violence advocates and engaged or willing local leaders in critical responding agencies. Together, these model components offer a more complete picture regarding the institutionalized change potential of councils and the factors and processes that may facilitate and/or constrain their efforts. See Figure 13 for an illustration of our emergent model. See Section IX of the full report for the verbatim that illustrates and support the emerging model and prominent themes that animate the model. See Table 2 for sample verbatim associated with the social capital processes illustrated.

Figure 13 Emergent Model Illustrating Factors and Processes Related to When and How Councils May Facilitate Institutionalized Change

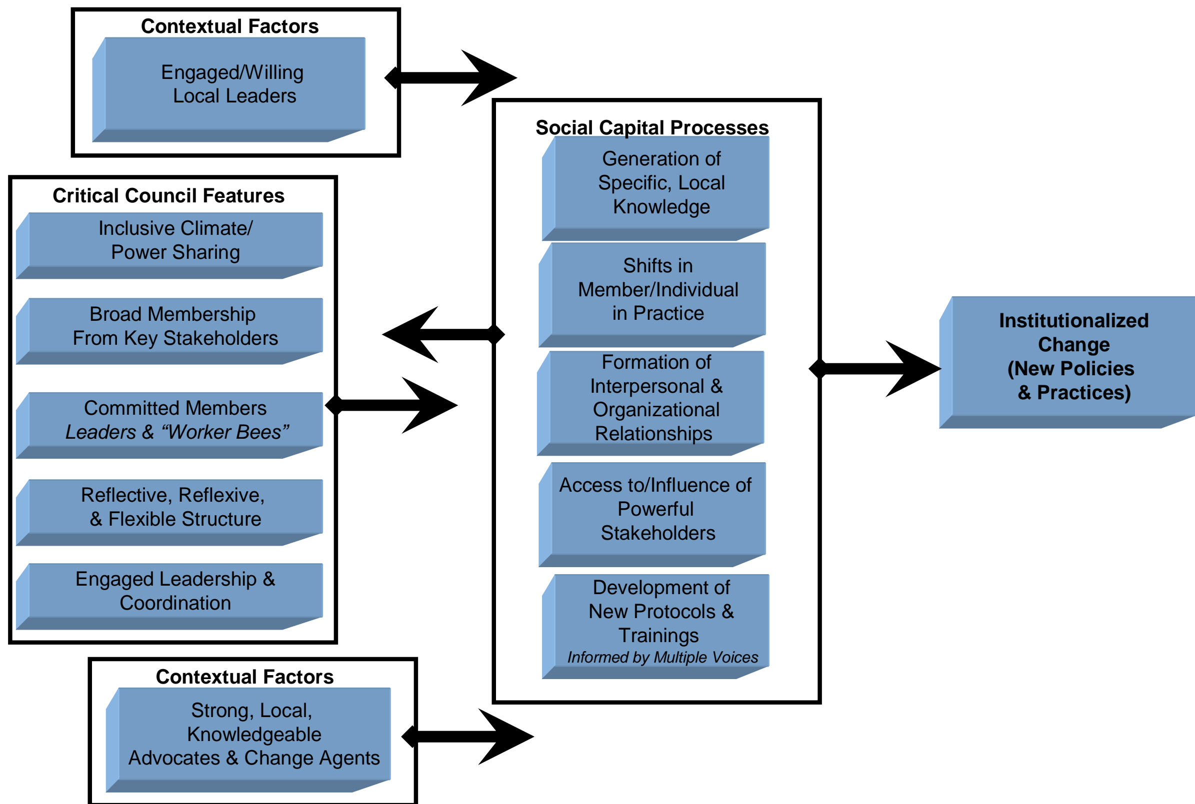

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Table 3 Summary of Support for Social Capital Processes Related to How Councils May Facilitate Institutionalized Change

PROCESSES	**DESCRIPTION**	**ILLUSTRATIVE VERBATIM**
Social Capital Processes		
Generation of Specific, Local Knowledge	It was common for council members to view education as a core part of their mission. This included **general education on domestic violence among stakeholders** in the systems response and for the general population via extensive training and prevention education efforts. Perhaps even more vital to councils' institutionalized change capacity is **the specific knowledge of the local realities** in the community response to intimate partner violence that emerge through councils' work.	*We're supposed to get information to public groups that don't know about domestic violence, that it's a problem and that we have services and to get information and education to groups dealing with domestic violence, perpetrators and victims.* *[On the council, I talk with] people I normally wouldn't have access to and to get everybody at the table at the same time to discuss issues of importance to law enforcement either from the standpoint of shortcomings and things that need to be fixed or what we're doing right. It's great to have the input from, you know, people from so many different disciplines.*
Shifts in Member/Individual Practice	Exchange of information had the potential to translate into **individual changes in practice among those directly involved in council activities** and sitting in council meetings (i.e., members). Some members discussed being on the council as "disrupting" their practices as usual and introducing new ways to consider their work.	*…by having the little knowledge that I do have of it, I'm better able to assist the staff that come to me and say, I got this guy, he's stalking me, doing this and doing that. So I'm better prepared to have answers for the person…*
Formation of Interpersonal and Organizational Relationships	**Interpersonal ties formed in the council translate into more effective networking in response to individual cases** of intimate partner violence.	*… you've got different people that you wouldn't normally be able to talk to maybe as closely as you do… So you know, cold calling, the state's attorney's office is a lot … less effective than, you know, knowing specific people who are involved in the case.*

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Table 3 (continued)

PROCESSES	DESCRIPTION	ILLUSTRATIVE VERBATIM
Social Capital Processes (continued)		
Formation of Interpersonal and Organizational Relationships (continued)	**Interagency connections were also formalized at an organizational level.** Thus, newly formed connections were not confined to individual stakeholders – this is important given that personal ties may "disappear" when individuals change positions, etc.	*And there kind of is an institutional connection as well… we've worked with a lot of different people but, each next person steps in and kind of fills that spot … I think it goes back to having the people at the top be connected because…[then] you know, this is part of your job, you're involved in the council.*
Access to/Influence of Powerful Stakeholders	The **role of powerful stakeholders** in council success seemed to operate in a variety of ways, including: a) **creating a venue for those on the front line to inform leaders** in positions to alter policies and implement protocols, and b) **wielding influence over others** both within and beyond the council.	*One of the really beneficial things about this steering committee is that you've got the people that are out there, you know, slogging in the mud, doing the heavy lifting, doing the work, doing the face to face, and then you've got the people who you know, have some policy influence and who know people …in the political end of it.* *I would say it would be the members of the steering committee are such influential in the community regarding this subject, that they wield a lot of power in my eyes. To be able to get… so and so to do this… plus the fact that you got the big hammer, saying that I like what you guys are doing and I'm going to support you, and that's the chief judge.*
Development of New Protocols and Trainings	**Councils managed a wide variety of "outputs" or products** that emerged from their collective effort and reflected and adapted to local needs and realities. Importantly, these new policies and protocols reflected input from a wide variety of stakeholders – including those from *outside* the system of interest (e.g., criminal justice).	*[Local trainers] not only go place to place but when they do their concerted training, they start with … the top layer and they train them… And then they went to the line officers, and trained them. … Because you can…train the line people. And if these people aren't buying it, then it doesn't matter what you teach them.*

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Illuminating the specific processes by which councils can affect change expands potential points of intervention regarding how council operations can be more effective and how they may be constrained locally. For example, the lack of involvement of key stakeholders is a profound complication in collaborative work. However, the current study suggests that outreach and recognition from powerful leaders (e.g., judges, prosecutors) can serve as a motivating force for new members. In addition, some agencies are viewed as resistant (and perhaps impervious) to change, but the current study demonstrates how specific, local knowledge can result in fine-tuned and locally sensitive approaches that may be primed for success. For example, it seemed councils frequently struggled with improving the law enforcement response (see more on this from the analysis of archives, Section VIII, and the perspective of survivors in Section X). This reflects a relatively decentralized structure across jurisdictions and agencies. Yet, by engaging local realities, one case study site developed a successful strategy by tailoring training to each targeted law enforcement agency and taking training "on the road" rather than pursuing a "one-size-fits-all" approach that was bound to fail in their Circuit.

Still, councils may lack a mandate to facilitate desired local change. In this way specific supports may be necessary. This is where the "third party" structure of the Illinois FVCC (statewide) and State IFVCC staff may be particularly powerful. The steering committee may be positioned to enhance local influence, supply technical knowledge regarding the mechanics of fostering an inclusive climate, conducting an effective meeting, informing legislators, engaging local leaders who are reticent, preparing members not only to attend meetings, but to become agents of change, informing local FVCC about cutting edge policies and practices, bringing key state-level figures influence to bear on reticent local stakeholders, etc. (see Section IV for a thorough review of the nature of state support). These are all potential "external" supports that function to facilitate local action. In other states, councils may operate in relative isolation from one another, but in Illinois there is the opportunity to connect the councils to a broader knowledge base, power base and action base. In all of these ways, the interconnected structure and technical support may foster what is ultimately locally informed action.

Survivors' Perspectives on the Systems Response

The sixth objective was to engage survivors' perspectives regarding what is currently working well in the community response to IPV and what needs improvement. While it was not an aim of the current study to evaluate the impact council efforts have on survivors' lives (indeed, this study was designed to examine councils' systems/institutionalized change capacity as a precursor to the systematic examination of such efforts on survivors' lives), we wanted to gauge council members' assessments of their councils and the current strengths and weaknesses in the community response in light of survivors' reported experiences. This allowed us to examine the extent to which councils were addressing the kinds of issues raised by survivors.

The participants of the focus groups were all women (N=26) from two sites (n = 6 from Circuit C and n = 20 from Circuit B). The women ranged in age from 19-54 years old and the ethnic composition was 60% Caucasian (15), 20% African American (5),

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16% Hispanic/Latino (4), and 4% Native American (1).[8]

In brief, our findings suggest that a) survivors report a wide variety of needs, some of which can be met by mobilizing an improved "systems response," and some of which reflect broad social inequities (e.g., persistent poverty), b) survivors describe domestic violence programs and advocacy as indispensable, c) survivors have varied experiences with the criminal justice response – even within the same community, d) child protective agencies pose significant challenges for women in abusive relationships, and e) survivors perceive coordinated efforts across human service agencies, but not across systems (i.e., child protection, social/human service, criminal justice).

Positive experiences with the criminal justice system were characterized by: a) enhanced immediate safety by responding with arrest, and b) law enforcement that provided referral information, and validation (e.g., telling women they did not deserve the abuse). Negative experiences were characterized by: a) no response from law enforcement, lack of validation and support, b) lack of follow through when arrests were made, and c) orders of protection as an insufficient tool to encourage safety.

Fortunately, the challenges women described were largely reflected in the issues council key informants raised as they reflected on the goals and efforts of their FVCC. Importantly, this pattern of strengths and liabilities in the systems response corresponded with those described by council members. For example, councils frequently attempted to address arrest practices through training of law enforcement and worked to ensure referrals to domestic violence programs and advocacy. Councils in the case study sites also focused on encouraging greater consistently in the law enforcement response within their Circuits echoing the disparities women discussed from one jurisdiction and officer to another.

There were some issues, though, that seemed less salient for councils, but quite salient for women. Chief among these were concerns raised about child protective services and a response that failed to consider their abusive experiences. It was actually relatively less common for child protective services to be an active council member and a smaller number of councils indicated a focus on reform within the child protective system. An examination of the social network data does suggest that council members were aware of their lack of influence in this realm and also shared the perception that the child protective services response was inadequate. Finally, women consistently reported a wide variety of needs – some of which reflected social inequity, discrimination, and lack of opportunity (e.g., poverty). The councils in the current study have a clear systems change mission, but were not working to address this level of social inequity. This raises broader issues, echoed by others, that the mission to transform the systems response to IPV may also neglect some of the fundamental inequities that place women and families at risk.

CONCLUSIONS

Creating a coordinated response to intimate partner violence is a remarkably complex systems change task. While we sometimes talk about systems change as a singular process (e.g., we need to "change the system") in reality it is one that involves multiple systems, hundreds of agencies and thousands of actors within such agencies.

[8] One woman chose not complete the survey.

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Systems change also involves changing the linkages between relevant agencies so that they do not operate in isolation, but in concert with one another. In the current study just over 1000 agencies were included in the network rosters across 21 Circuits (not including the most metropolitan county in the state). These agencies reflected only domestic violence service provider agencies and criminal justice agencies (law enforcement, prosecutors, courts, probation, circuit clerk). Adding other systems including, for example, health care, human service, faith, educational, and local business, the systems change task becomes exponentially more complex. When pursuing a coordinated response, one must consider affecting changes in the practices of individual actors, the policies of agencies, and the infrastructure of interagency linkages.

Given this complexity, it is not surprising that many researchers have noted implementation challenges (e.g., Klevens, Baker, Shelley, & Ingram, 2008; Klevens & Cox, 2008) and called for careful consideration of whether coordination is actually in place (e.g., Garner & Maxwell, 2008). The current study was concerned with exploring the potential of councils to affect local change in proximal (perceived improvements in stakeholder knowledge, relationships, and institutionalized change) and more distal systems change outcomes (e.g., arrest rates, order of protection rates). Specifically, the current study explored the role of councils in the implementation of change in the response to intimate partner violence.

Indeed, it seems that Illinois Family Violence Coordinating Councils (FVCC) may play an important role in the local instantiation of currently known "best practices" in the community response to intimate partner violence.[9] FVCC have mobilized thousands of individual actors and hundreds of agencies in their efforts. There are over 100 active subcommittees across 21 judicial circuits in any given year. Membership in these settings consistently includes diverse stakeholders from multiple systems. Local FVCC bring such stakeholders "to the table" to discuss local realities and capitalize on local human and material resources to affect change.

The following summarize some of the current study findings suggesting councils may be a promising vehicle for change, but certainly not without challenges.

- Councils are a powerful venue for education and training and the creation of local tools, or products, to support the community response to IPV. In a six-year period, councils reached over 33,000 training participants and produced hundreds of products in support of a better response to family violence.
- Councils were consistently viewed as transforming stakeholders' relationships with, and knowledge of, one another and in this way may be critical forums for the development of *social capital*. This was reflected in council member survey data, interviews with key informants and council meeting observations.
- Council membership is associated with greater information exchange and referrals among agencies and improved understanding of, relationships with and policy and practice change in member organizations in circuit networks. Yet, councils may

[9] The author recognizes and appreciates current controversies in whether coordinated efforts and even the component parts of a coordinated response are truly effective for survivors. This study does not address or add to this controversy, but instead interrogates the extent to which councils – as a form of social intervention – facilitate locally desired changes that generally reflect the implementation of existing laws (e.g., pro arrest) and commonly thought of "best practices" (e.g., that civil orders of protection should be accessible to survivors who want them).

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be less successful at influencing connection and desired outcomes with nonmember agencies, or those not "at the table" in their networks. This may also reflect a circular effect – to become council members, agencies must be sufficiently motivated and "linked" with other involved agencies. These ties may strengthen as a result of council involvement.

- Preliminary evidence suggests that the degree to which circuits have densely connected networks of responders (i.e., networks in which agencies are more connected to one another via information exchange) is positively related to the extent to which members report that councils have encouraged shifts in policy and practice within organizations involved in the response to IPV. That is, a greater network of connected agencies may encourage greater institutionalized change capacity for councils. It may also be that as circuits achieve a more effective local response, they have greater contact with one another.
- Council formation and development is implicated in the extent to which emergency orders of protection become plenary orders (i.e., "return rates") reflecting perhaps greater accessibility of orders and also coordination among agencies (e.g., the courts and local advocates) that facilitates the acquisition of plenary orders for women who seek them. This provides at least preliminary evidence of the systems change potential of councils.
- Importantly, councils varied with regard to their perceived institutionalized change capacity, the ratio of emergency orders that become plenary orders in their circuits, and their network density (i.e., breadth of interagency linkages) suggesting they are *not* uniformly effective in institutionalized and systems change pursuits.
- Certain factors appear related to the degree to which councils are positioned to facilitate community change. Council institutionalized change capacity was positively related to features of the council setting (e.g., climate, leadership and membership) and the capacity of councils to encourage synergistic social capital processes; yet, factors outside of councils (e.g., support from their broader community environment; vocal local advocates for change) may also play a critical role in the degree to which councils can ultimately affect local change.
- The sometimes harsh reality of local contexts (e.g., not being able to engage critical stakeholders) make the multi-level (local and state) and regional structure (organized by judicial circuits) particularly valuable in Illinois. State staff can provide expertise and resources and act as a conduit connecting local councils with others engaged in similar efforts. For example, State IFVCC Projects (e.g., developing visitation exchange centers) may become an important venue by which the State IFVCC can a) offer resources and guidance to local FVCC (e.g., elder abuse/sensitivity training and protocols), b) facilitate the local instantiation of policy (e.g., firearms law; Illinois Cindy Bischoff law), c) develop tools (e.g., protocols) and training materials that can be disseminated and utilized by local FVCC statewide.
- By operating at both the state- and local-levels, the Illinois FVCC may balance the need for locally informed and enacted processes with the provision of external support. Thus, by having both centralized (a single state FVCC Steering Committee and Office) and decentralized (local FVCC with considerable

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autonomy) structures they capitalize on the "best of both worlds" including locally-driven action and externally-informed efforts.

LIMITATIONS

Like all research, the current study is not without limitations:

Self-report and self-selection biases. First, the current study relies in part on self-reported data largely gathered from council members. Indeed, this was by design, given it is our assertion that council members are uniquely positioned to assess their councils. Yet, this also invites the possibility of both self-selection and self-report biases. Still, in both our survey data and our key informant interview data there was considerable variability and often frank assessments of what councils had accomplished and failed to accomplish (e.g., perceived improvements in relationships among stakeholders were viewed positively, but perceived institutionalized changes were only moderately endorsed overall). Further, we experienced excellent convergence across data sources. Finally, our measure of perceived institutionalized change was moderately and positively correlated to our assessment of the number of products produced and policy changes reported in annual reports over a six-year period. Still, it is safe to assume that our findings over-represent those having a relatively positive experience with councils. Those who are not engaged in council efforts – because they stopped being involved or never became involved in the first place – might value the settings less than those directly involved.

Cross-sectional data and causal assumptions. In our assessment of the degree to which councils have affected change based on members' reports and the factors associated with council capacity to facilitate institutionalized change, we cannot make firm causal statements. These data are cross-sectional. Thus, our assumptions regarding causality are based in theoretical assertions about the direction of these relationships, particularly when findings converged from multiple data sources. This is a common limitation in studies of collaborative settings, given that these efforts generally begin prior to the involvement of researchers making the possibility of capturing true baseline data difficult.

It is promising that we found that the formation and development of councils was positively related to order of protection return rates, one source of longitudinal data in the current study. In this case, we capitalized on a natural, quasi-experimental design given that we had data for all councils pre- and post- formation. Still, the use of this longitudinal data is not exempt from potential historical effects. While no single year stands out as explaining shifts in orders of protection (e.g., 1994 with the passage of VAWA), some councils demonstrated a positive trajectory that continued and increased following council formation. Thus, our analysis does reveal a wholesale effect of council formation and development on councils, yet we cannot account for circuit to circuit variation in the degree to which councils were central to this process. Still, we view this as a finding worthy of continued development given we were able to link a distal systems marker to council formation and development.

Shared method variance. Shared method variance is also a concern when considering, in particular, our analysis of the factors predicting institutionalized change. While we clearly operationalized and measured each construct of interest, it could be that the survey measures capture a global sense of a "positive" or "mediocre" response as the

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case may be. Thus, it may not be the specific constructs that relate, but a methodological artifact. Still, we are emboldened by the extent to which similar factors emerged as themes in our qualitative inquiry and our observations of council settings. Thus, we have reason to believe that our assertions are triangulated and our conclusions warranted.

Contextual variation. While community-level indicators of the systems response allow for the examination of change over time, the nature of field research is such that all extraneous variables can never be adequately accounted for and controlled. Thus, we cannot say with certainty that order of protection rates were influenced only by council formation and development; other factors unaccounted for in the current study may have influenced this association. That said, we accounted for historical time in our analysis and looked across multiple settings for many of which the effect was evident. Further, we attempted to capture some of the salient contextual realities that affected local council efforts, but these are undoubtedly just a sample of a far more complex process. As we make "global" statements about councils (one of the benefits of a statewide analysis) we also risk mischaracterizing the efforts of particular councils and/or overstating (or understating as the case may be) their particular capacity to facilitate change.

CLOSING REMARKS

FVCC are a common approach to improving the local response to intimate partner violence. The current study suggests that councils facilitate stronger relationships and enhanced knowledge among stakeholders. Further, there was evidence that at least some councils are positioned to facilitate local community change in the systems response to intimate partner violence. Councils were a training tour de force, offering local and regional training that reached 33,000 participants between 2000 and 2006. In that same period, councils also generated numerous products (over 275 pamphlets, protocols, intervention checklists, etc.) to enhance the local response and reported over 20 specific instances shifts in local policy (e.g., domestic violence screening policy).

Councils also played a visible role in encouraging greater exchange of information among member agencies and their formation and development was linked to the ratio of emergency orders of protection that became plenary orders. Still, councils were not uniformly effective at producing institutionalized change. Multiple factors were implicated in councils' success including features of the council itself (as mediated by the degree to which social capital was fostered), social capital (the dynamic duo of enhanced knowledge and improved relationships), support from the broader community, savvy local leadership (by advocates and others) and members empowered to pursue change in their own organizations. Thus, councils must engage in an inherently local process and grapple with a set of inherently local challenges to encourage the implementation of best practices in the community response to intimate partner violence.

Finally, Illinois councils were characterized by a multi-level structure including local councils, a State-level steering committee and a State level office with permanent staff. This facilitated cross-council communication, the provision of technical support, the dissemination of knowledge (e.g., regarding new policies in the State, best practices in the response). In this way local efforts were bolstered by state-level efforts and state-level initiatives were informed by local issues. Importantly, Illinois FVCC have mobilized literally thousands of agencies in the community response to intimate partner

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violence. Councils maintain a flexible structure and work with their local realities to continually self-assess and identify their next goals and priorities. While council work is nowhere near "done" this is part of their strength – they do not orient themselves to simple end goals, but to an ongoing process of enhancing survivor safety and batterer accountability. In this way, the presence of councils in communities throughout the state create an invaluable resource as we collectively struggle to determine how to best respond to intimate partner violence.

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SECTION I

INTRODUCTION

I.1 – Purpose and Overview

Communities across the United States are focused on creating coordinated responses to intimate partner violence (IPV); ideally, this involves promoting best practices in the justice and human service systems, and engaging a broad array of community sectors (e.g., faith based settings; schools, etc.) in the response to IPV to promote victim safety and batterer accountability (Shepard & Pence, 1999). The State of Illinois has taken an innovative approach to facilitating the development of coordinated statewide. Beginning in 1990, the Administrative Office of the Illinois Courts (AOIC) spearheaded the creation of a network of Family Violence Coordinating Councils (FVCC) across 22 Judicial Circuits in the state. Anecdotal evidence suggests that the formation of these councils has resulted in unprecedented collaboration among key stakeholders[1] and reform in the criminal and civil justice (CCJ) response to IPV in many Illinois communities. While such councils are common vehicles for the creation of CCRs – not only within Illinois, but nationwide – there is limited empirical evidence regarding whether they facilitate desired change in the community response to IPV (Allen, 2006; Clark, et al., 1996). Further, the value of having a statewide coordinating structure has not been examined to date. Given the economic and human resources required to develop and sustain these efforts and the increasing implementation of FVCC nationwide, it is essential to have a better understanding of their role in the promotion of systems change and what factors facilitate their efforts. This is especially important given that some (e.g., Gamache & Asmus, 1999) have called the use of FVCC into question, suggesting that they may fail to promote systems change in the response to IPV.

I.1.a – Objectives

The current study examined the effectiveness of a statewide coordinating council structure by investigating the extent to which FVCC have an impact on proximal and distal outcomes in the systems response to IPV. Proximal outcomes refer to shorter-term, or intermediate, outcomes that FVCC may achieve, including, for example, improved knowledge among key stakeholders (Allen, 2001b). Distal outcomes refer to longer-term outcomes in the community response to IPV, including, for example, interagency coordination (i.e., reported exchange of information among agencies) or the accessibility of orders of protection. Finally, the current study attended to those factors and processes that facilitate or impede FVCC success, particularly with regard to their capacity to achieve institutionalized change (i.e., changes in agency policies and practices). Specifically, the current study addressed the following research objectives:

1. To illuminate the specific nature of State and local council organizational structures, (e.g., local committees, state technical assistance), goals, and activities.
2. To examine councils' collaborative capacity (e.g., the extent to which an inclusive climate is fostered, a shared mission is developed, and leadership is effective).

[1] For the purposes of the proposed study, stakeholders can refer to individuals, groups, and/or organizations who have a vested interest in the community response to IPV; that is, individuals, groups, and/or organizations who can affect and/or are affected by the community response to IPV.

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3. To examine the extent to which councils have an impact on proximal outcomes, including perceived shifts in stakeholders' knowledge and relationships, and the extent to which policies and protocols employed in the community response to IPV promote victim safety and batterer accountability.
4. To examine the extent to which councils have an impact on distal outcomes, including, coordination among agencies and/or stakeholder groups responding to IPV and change in the systems response to IPV (e.g., arrest rates, order of protection rates, referral rates to shelter programs).
5. To examine those factors and processes that affect the extent to which councils achieve systems change, with attention to a) councils' collaborative capacity, and b) local community context (e.g., community support).
6. To engage survivors' perspectives regarding what is currently working well in the community response to IPV and what needs improvement.

To achieve these objectives, the current study employed a multi-method approach including key informant interviews with council coordinators, survey research with council members, ethnographic case studies with three purposively sampled councils (e.g., informal and formal observation; key informant interviews), and archival analysis of FVCC documents (i.e., annual reports) and statewide data on the systems response to IPV (e.g., arrest and order of protection rates) housed by the Illinois Criminal Justice Information Authority (ICJIA). Sophisticated quantitative methods were employed, including hierarchical linear modeling (HLM) to appropriately analyze nested data regarding FVCC members' perceptions of councils (council members are nested within councils), hierarchical nonlinear modeling to examine to examine change over time in various indicators of the systems response to IPV (e.g., order of protection "return" rates, or rates of emergency orders becoming plenary orders, arrest rates and referral rates to shelter programs), and social network analysis (SNA) to examine the density of information exchange networks among agencies responding to IPV in each community and how council membership affects connections among agencies. Importantly, this study also utilized qualitative methods, including content analysis of in-depth interviews, informal and formal observations, and archival materials (e.g., local FVCC annual reports) to examine FVCC efforts.

I.1.b – Context and Background

The Administrative Office of the Illinois Courts (AOIC) is the administrative wing of the Supreme Court of Illinois. Beginning in 1990, the AOIC began an initiative to facilitate collaboration in the community response to IPV statewide – developing Family Violence Coordinating Councils (FVCC) in each Judicial Circuit across the state. A total of 27 councils were in place by 2004.[2]

While FVCC have focused on a wide variety of issues, anecdotal evidence suggests that all have focused in some way on improving the CCJ response, including, for example, the courts, probation, prosecutors, and law enforcement. This is not surprising given the large proportion of victims who come into contact with the CCJ system (78% of female victims of physical assault reported their abuse to the police; Tjaden & Thoennes, 2000) and the promise of the CCJ system response to promote victim safety and batterer accountability (Buzawa & Buzawa, 2003; Hart,

[2] One in each of 22 Judicial Circuit with the exception of Cook County which has a total of six councils. Only 21 Circuits were included in the current study given that Cook County varied substantially in structure and function from the other FVCC in the statewide network.

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1995; Klein, 2008a,b,c).[3] For example, there is evidence that mandatory arrest reduces recidivism for some batterers (e.g., Klein, 2008a,b,c; Maxwell, Fagan, & Garner, 2001) and that orders of protection deter repeat physical and psychological abuse and promote victim well-being (e.g., Keilitz, 1994; Keilitz, Hannaford & Efkeman, 1997; Klein, 2008a,b,c). There is also evidence that creating an effective CCJ response involves mobilizing other response systems as well (e.g., health care, human service; Buzawa & Buzawa, 2003). For example, meeting survivors' basic needs (e.g., housing, child care, transportation) may directly promote their safety (e.g., Sullivan & Bybee, 1999) and may indirectly promote an effective criminal justice response; Goodman, Bennett, and Dutton (1999) found that having adequate tangible support was positively related to survivors' decisions to participate in the prosecution of their batterers. Clearly, fostering victim safety *and* batterer accountability requires collaboration across a wide variety of stakeholders both within and beyond the CCJ system. The current study aimed to take a multifaceted approach to examining the extent to which the network of FVCC in the State of Illinois are promoting systems change in the response to IPV, both in the CCJ system and other community sectors that comprise a CCR to IPV.

There are different approaches to the development of a coordinated response to IPV (Shepard, 1999), including, for example, free-standing coordinating agencies like the Domestic Abuse Intervention Project (DAIP) in Duluth (Gamache & Asmus, 1999) and cross-agency initiatives like the Judicial Oversight Demonstration Project (Visher et al., 2008). However, Family Violence Coordinating Councils (FVCC) are commonly employed approach.[4] Thus, the current study was concerned with for many communities constitutes a "typical" approach to coordinating responses within the communities. This focus is important because while the efforts like the DAIP and Judicial Oversight Demonstration Project may offer powerful coordinated interventions, they do not appear to be normative approaches in the average communities. Coordinating councils, on the other hand, have proliferated throughout the 1990s and into the new millennium. This is likely because creating councils is relatively low-cost and provides an accessible form of intervention. Questions remain, however, about the extent to which this form of intervention results in systems change. For example, Gamache and Asmus (1999) suggested that councils may essentially reproduce the power imbalances evident among organizations involved in the CCJ response. There are also concerns that these settings may result in collaboration – or new relationships – as an end unto themselves. Pence (1999) emphasizes the importance of stimulating institutionalized change, or changes in the "text" of the response to IPV. The current study aimed to interrogate these concerns by examining the institutionalized change capacity of councils, or the extent to which they are changing organizational policies, protocols, and practices. Further, the current study examined those factors and processes that differentiate councils enjoying success in institutionalized change efforts from those who are struggling in this domain.

Ideally, councils bring together key stakeholders from the array of community sectors involved in the response to IPV, including criminal justice, domestic violence programs, human service (mental health providers; batterers intervention), social service (public aid, child

[3] For the purposes of the proposed study, victim safety and batterer accountability are operationalized as follows: Victim safety refers to the amelioration of physical and psychological abuse and stalking as well as increased access to resources and greater well-being. Batterer accountability refers to holding assailants solely responsible for their actions by ensuring consistent consequences for abusive behaviors.

[4] The phrase Family Violence Coordinating Councils (FVCC) will be used interchangeably with the term "councils."

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protective services), local government, faith-based settings, concerned citizens, business, and schools (Allen, 2006; Clark et al., 1996). Theoretically, bringing stakeholders from a wide variety of community sectors together will result in a better response to IPV than any single sector could produce alone (Hart, 1995; Himmelman, 1996). Stakeholders have the opportunity to pool resources, inform each others' practices, identify weaknesses in their community response to IPV, learn about community resources, and better understand the roles and limitations of each other's systems (Allen, 2001a; Allen, Watt, & Hess, 2008); however, collaborative efforts to address complex social issues prove to be difficult and often fail to achieve desired outcomes (Roussos & Fawcett, 2000).

I.2 – Review of Relevant Literature

Despite the widespread implementation of councils as a vehicle for the promotion of a CCR, few studies to date have examined the effectiveness of FVCC (see Allen, 2005; Allen, 2006; Clark et al., 1996 for exceptions). Preliminary evidence suggests that councils are a promising approach to developing a coordinated response to IPV (Clark et al., 1996; Allen, 2006; Allen, 2005), and appear to be particularly well-positioned to impact proximal, or intermediate, outcomes, such as improving a) key stakeholders' knowledge of IPV and of the nature, strengths and weaknesses of their community response to IPV (e.g., understanding the role of law enforcement and constraints of confidentiality for shelter programs), b) relationships among stakeholders (e.g., increasing trust; overcoming stereotypical images; fostering cooperative relationships), and c) policies and protocols so that they are consistent with the goals of promoting victim safety and batterer accountability (Allen, 2001a; Allen, Watt, & Hess, 2008). The proximal outcomes that FVCC achieve may facilitate subsequent systems change and are important outcomes in their own right. In one study of over 40 FVCC's (Allen, 2001a) a key informant explained the formative role of the council as follows:

> *When you bring 65 some people to the table…holes and gaps [in the system] are identified…it's not the council that takes on the job of filling those gaps, it's the individual people who come to the table. And it's amazing because they do. Once a discussion is made about what needs to be done, they meet separately on their own to do it…[The council provides] the backdrop, the opportunity, for people to get together to figure out how they can do the things that they see that need to be done…The exchanges and cooperation which occur on the council, [create] opportunities [and] have a synergistic effect, with each …improvement creating opportunities for greater [community change].*

While preliminary evidence regarding the value of FVCC is promising, very few studies have ensued to further examine their effectiveness. Some have involved only a few cases (Clark et al., 1996) and only one study examined councils' perceived effectiveness statewide (Allen, 2005; Allen, 2006). Further, it is unclear if councils consistently achieve such proximal outcomes, and what relationship, if any, achieving such proximal outcomes ultimately has on more distal changes including council capacity to "change the text" in the systems response to IPV.

While FVCC members' and leaders' perceptions of effectiveness provide an important source of information regarding the extent to which councils achieve proximal outcomes, it is

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essential to examine the effects these settings have on distal outcomes, in particular, regarding the systems response to IPV. FVCC often focus on increasing interagency linkages in an effort to better coordinate the community response to IPV and the implementation of "best practices," including, for example, proarrest policies and accessibility of orders of protection (Allen, 2001a; Allen, 2006). While the efficacy of these approaches (i.e., increased coordination, proarrest policies, enhanced access to orders of protection) has yet to be unequivocally established (Klein, 2008a,b,c; Koss, 2000), and recent research is asking important questions about the ultimate impact of coordination on survivors' lives (e.g., Goodman & Epstein, 2008; Visher et al., 2008; Klevens & Cox, 2008), it remains important to understand whether councils are an effective venue for the promotion of such systems changes given that such reforms still reflect based on the "best current thinking" in the field. As Klevens and Cox (2008) note, communities should not wait until all of the evidence is in before they attempt to make change (indeed, they do not). Thus, the current study was concerned with the potential of FVCC to facilitate interagency connections, institutionalized change (e.g., changes in policy and practice) and systems change (i.e., wholesale shifts in the systems response, including, for example, greater access to plenary orders of protection). To date, no study had examined the extent to which FVCC membership facilitates increased connections (i.e., exchange of information, referral networks) across agencies and systems change in the CCJ response to IPV.

Linking the work of community collaborations to community-level change is relatively rare in research on collaborative efforts (Berkowitz, 2001). The limited research on systems-level indicators of council effectiveness is not entirely surprising given that evaluating collaborative efforts is conceptually and methodologically challenging. In his extensive review of the methodological barriers to studying coalitions, Berkowitz (2001) summarizes nine major obstacles. These include, for example, not being able to randomly sample from the domain of existing councils or randomly assign communities to a "council condition;" identifying and controlling extraneous variables (i.e., activities and events occurring outside of the council such as the passage of VAWA); establishing and measuring appropriate dependent variables; and finally, typically not being able to capture change over time (a true "baseline" has usually passed when research begins). Thus, traditional, experimental designs are not adequate for the examination of council efforts.

The current study addressed these methodological challenges by 1) gathering data from all of the councils in a single state thus accessing the entire sample of councils within a given statewide context, 2) focusing on both perceived proximal (shorter-term) and distal (longer-term) outcomes that may result from council efforts, 3) examining change in CCJ system and service utilization statistics (i.e., referral rates) over time in multiple communities (allowing for longitudinal analysis of FVCC effects on systems change) and 4) using ethnographic methods to deconstruct important contextual variables that may facilitate or impede council efforts in "exemplary" communities and to triangulate and elaborate upon quantitative findings. This fourth approach was particularly important given that the work of FVCC occurs within varied community contexts (Allen, Watt, & Hess, 2008). Yin and Kaftarian (1997) conclude that the community context can serve to enhance and support collaborative efforts or pose barriers to their success, but this assertion has not been examined empirically.

Finally, it is important to recognize that councils are not uniformly effective in achieving outcomes (Allen, 2005). In fact, research on collaborative efforts suggests that there are numerous facilitators and barriers to collaborative work (e.g., Allen, 2005; Butterfoss et al., 1993; Foster-Fishman et al., 2001). For example, Allen (2005) found that FVCC that had

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effective leadership, shared power and influence in council decision-making, a shared mission, and a broad array of active council members were more likely to achieve their goals according to both council members and leaders. Thus, council climate and leadership may be implicated in explaining differences in effectiveness across settings. Yet, given that councils operate within a broader community context that may facilitate or hinder their efforts, the current study also examined the ways in which factors outside of the council affect its success. The latter had not been studied systematically to date. Importantly, by engaging multiple sources of data the current study aimed to elaborate on the processes by which councils are positioned to facilitate desired change.

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SECTION II

CURRENT STUDY

The current study extends previous research by examining the extent to which councils achieve both perceived proximal and distal systems change outcomes and by more fully illuminating the processes associated with their success. In a series of six studies, the current study utilized both qualitative and quantitative methods throughout to achieve a comprehensive understanding of councils. This multi-method approach was critical given that collaboration scholars have emphasized the need to embrace the complexity of collaborative phenomenon. In the current study, the use of mixed methods helps to establish council effectiveness, and also illuminates the processes by which councils are positioned to foster change. The current study employs multiple data sources in response to each major research question.

II.1 – Research Objectives

Specifically, in Sections IV through X the current study addressed the following research objectives:

1. To illuminate the specific nature of State and local council organizational structures (e.g., local committees, state technical assistance), goals and activities (see Section IV).
2. To examine councils' collaborative capacity (e.g., the extent to which an inclusive climate is fostered, a shared mission is developed, and leadership is effective; see Section V).
3. To examine the extent to which councils have an impact on proximal outcomes, including perceived shifts in stakeholders' knowledge and relationships and the extent to which policies and protocols employed in the community response to IPV promote victim safety and batterer accountability (see Section VI).
4. To examine the extent to which councils have an impact on distal systems change outcomes, including, coordination among agencies and/or stakeholder groups responding to IPV (see Section VII) and change in the systems response to IPV (e.g., arrest rates, order of protection rates, referral rates to shelter programs; see Section VIII).
5. To examine those factors and processes that affect the extent to which councils achieve institutionalized change, with attention to a) councils' collaborative capacity, and b) local community context (e.g., geographic location, community support; see Section IX).
6. To engage survivors' perspectives regarding what is currently working well in the community response to IPV and what needs improvement (see Section X).

II.2 – Report Overview

In Section III the multiple methods utilized in the current study are detailed. However, the data analytic approach is presented in each section and key methodological issues are revisited as necessary within each results section (Sections V through X).

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Section IV begins with a description of councils with attention to the nature of their goals and activities, how they are structured and how technical support is provided from the state. Such a description is a critical first step in a formative evaluation. Councils would be unlikely to achieve systems change if this was not a self-defined goal or represented in council activities. Thus, closely examining the nature of councils' efforts and their associated structure allows us to understand the types of changes they are positioned to achieve (Allen, Watt & Hess, 2008).

Section V examines councils' collaborative capacity, or the degree to which they have fostered the requisite features of successful collaborative efforts (see Foster-Fishman et al., 2001). In the current study this included attention to their climate (e.g., the degree to which the climate is characterized by shared power in decision-making, a shared mission, and effective conflict resolution), leadership (e.g., leadership that attends to both process and efficiency/action), empowered members, and a supportive community context.

Section VI describes the extent to which councils affect change in perceived proximal outcomes and in perceived community changes (e.g., enhanced resources for survivors, greater justice systems accountability for batterers). Attending to proximal outcomes is particularly important given that they may illuminate critical markers of the degree to which councils are positioned to affect change (Allen, Watt, & Hess, 2008). Specifically, the current study examined the degree to which councils were implicated as instrumental in fostering perceived shifts in: a) stakeholders' knowledge of IPV and the strengths and weaknesses in their community response to IPV, b) stakeholders' relationships with one another, and c) the extent to which policies and protocols have been modified to promote victim safety and batterer accountability. The latter perceived outcome – institutionalized change – provides another window into the extent to which councils are "changing the text" in the response to IPV and "setting the stage" for systems change to ensue.

Section VII reports on the effects councils have on distal, or longer-term, outcomes, including the a) level of coordination among key stakeholders in the CCR to IPV and b) the systems response to IPV. Specifically, this section describes extent to which agencies within (domestic violence shelter programs and batterers' intervention programs) and beyond the CCJ system exchanged information, and made and received referrals from one another. Specifically, social network analysis (SNA) was utilized to examine the density of networks (i.e., depth of information exchange networks among stakeholder groups) in each participating community and the extent to which density is related to other markers of perceived change (i.e., enhanced knowledge, relationships and institutionalized change).

Section VIII examines the extent to which FVCC have an impact on systems responses to IPV. A variety of CCJ and domestic violence service utilization indicators currently recorded by the Illinois Criminal Justice Information Authority (ICJIA) were analyzed. These include arrest rates for IPV related crimes, order of protection rates (focusing on the proportion of emergency orders that become plenary orders), and referral patterns to domestic violence service providers (e.g., CCJ referrals to domestic violence shelter programs). Taken together, such indicators provide a picture of the CCJ systems response to IPV, and how, if at all, councils affect change in these distal systems markers. Importantly, these data have been gathered at the community-level for many years (beginning in the 1990s) allowing for the examination of a) change trajectories over time (prior to and following the development of councils) and b) those factors that explain differences in the trajectory and rate of change across communities (e.g., when FVCC were introduced; geographic locale).

Given that FVCC are not uniformly effective (Allen, 2005; Roussos & Fawcett, 2000),

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Section IX explores those factors related to variation in councils perceived institutionalized change capacity. Importantly, this portion of the study aims to present a multi-factor model that explains variations across councils particularly with regard to the degree to which members reported institutionalized change. In particular, internal factors including council climate, leadership, and membership were examined in relationship to perceived institutionalized change. However, other factors including the empowerment of members to act as change agents and support from the local community context were also explored. Further, this section brings multiple methods into sharp focus by exploring variation across council settings (both quantitatively and qualitatively). The insights provided by key informants in our three case study settings are particularly instrumental in highlighting and illuminating the processes by which council efforts are realized as well as hampered.

Finally, in Section X, survivors' perspectives are engaged to understand what is currently working well from their unique standpoint and the ways in which the systems response needs improvement. Importantly, focusing on survivors' experiences provided a critical window into the extent to which councils were addressing the types of issues that were salient for survivors, and the extent to which councils' self-assessment of the strengths and weaknesses in their response were reflected in survivors' assessments.

Each section includes a discussion of findings. In closing, Section XI offers overarching conclusions and implications for research and practice.

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SECTION III

METHODS

The current study was a collaborative endeavor between the principal investigator (PI) and key stakeholders from the State IFVCC. This collaboration maximized the relevance of this study to stakeholders within the state of Illinois, as well as the value of this study for informing the use of councils to foster a coordinated response to IPV and improve policy and practice within the CCJ system. The PI and community partners worked together to refine instruments, develop data collection protocols, and interpret and disseminate findings. Importantly, both the PI and community partners were committed to revealing the strengths and challenges inherent in FVCC efforts.

To achieve these objectives, the current study employed a multi-method approach drawing on interviews and survey data and using a variety of analytic tools to engage both closed- and open-ended data sources. The purpose of this mixed methods approach was complementarity. As Greene (2007) describes, "with this purpose [complementarity], a mixed methods study seeks broader, deeper, and more comprehensive social understandings by using methods that tap into different facets or dimensions of the *same complex phenomenon*." Given the primary aim of this study was formative and aimed at illuminating the role councils in systems change efforts, these method were well suited to explore the extent to which councils were effective and, importantly, *how* they do their work.

III.1 – Method Overview

The current study employed a mixed methods design. This design involved two major components. The first involves a statewide study of 21 FVCC (herein referred to as the "statewide inquiry") and the second involves a case study approach in three purposively sampled communities with exemplary FVCC (herein referred to as the "case study"). Given the complexity of understanding the effectiveness of councils in the promotion of community change such a comprehensive design is appropriate (Fawcett et al., 1997; Shepard, 1999). An overview of each study component is provided as follows.

Qualitative and quantitative data were gathered in this component of the study. The particular strength of the statewide inquiry was the ability to examine variability across FVCC with regard to proximal and distal outcomes and to examine what accounts for such variability (e.g., council 'age;' councils' collaborative capacity; community support). This study component involved cross-sectional analyses largely reliant on FVCC members' perceptions of the council setting (interviews with FVCC coordinators, surveys of FVCC membership). However, the statewide inquiry also included analysis of archival criminal justice and service utilization statistics, and FVCC annual reports which provided a source of triangulation of FVCC member perceptions. Further, the analysis of archival data (e.g., CCJ system statistics recorded from 1996 to the present) provided an opportunity to conduct a longitudinal analysis of FVCC effects on the systems response to IPV with regard to arrests and orders of protection.

Examining trends across FVCC is invaluable, but examining the effectiveness of FVCC cannot be accomplished without considerable attention to the community context in which such collaborative efforts take place (Adler, 2002; Yin & Kaftarian, 1997), and the dynamic and

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developmental processes that characterize such efforts (Johnson et al., 2003). The case study employed a series of key informant interviews, informal and formal observations of council meetings, and review of council archives. Three FVCC were chosen as exemplary efforts, but also represented different organizational structures and geographic locations and configurations (e.g., number of counties within the circuit).

Given the multiple methods utilized in the current study these methods are each presented in turn in the sections to follow. First, the statewide methods are described. This section includes the methods associated with the interviews of council coordinators across the state, the survey of members, and the analysis of archival data. The second major section describes the case study approach, including interviews with key informants, observations of council meetings, and focus groups with survivors of domestic violence in case study settings.

III.2 – Statewide Inquiry

III.2.a – Council Coordinator Interviews

III.2.a.i. Sample

Family Violence Coordinating Councils. There are 22 Judicial Circuits in the state. The current study included 21 of the 22 Judicial Circuits (one Circuit was excluded because it functions quite distinctly from councils in the rest of the state). Judicial Circuits typically include multiple counties (ranging from 1 to12, based on population). Thus, FVCC represent regional efforts that encompass multiple locales which can be quite different from one another (e.g., rural, suburban, urban). Thus, FVCC full membership lists can be quite large including over 300 participants. Each FVCC has an average of 6 or 7 committees which typically meet monthly. These committees are usually organized around particular areas of the response to family violence (including IPV, child abuse and elder abuse), for example, criminal justice, schools, health care, and faith-based settings. In addition, each FVCC has a steering committee that oversees and coordinates committee efforts. Steering committees typically meet quarterly and include the council chair, committee chairs, local council coordinator, and other policy level people chosen by the chair and/or steering committee. Given the geographic needs in some Circuits, some councils have adopted county-specific subcommittees. Thus, rather than being organized by topic (e.g., law enforcement, courts, etc.), they are organized by County and include stakeholders from across all systems within one subcommittee.

FVCC varied in size from 12 to 353 and council age ranged from 4 to 18 years with an average age of 11 years. Councils included between 4 and 12 subcommittees (mean = 6.79; SD= 1.91). Committee members were most likely between the ages of 30 and 59, primarily white/Caucasian (94%), and the majority were female (71%). About one-third of committee members reported having worked on family violence issues for over 15 years, another third for between 6.1 and 15 years, and the rest between 1 and 6 years. The vast majority (92%) had received training regarding family violence and for an average of about 85 hours (SD = 182.84; range = 1 – 2000 hours). A relatively smaller majority (72%) had received training regarding IPV in particular and for an average of 79 hours (SD = 182.44; range = 2 – 2000 hours).

Council Coordinators. Coordinators reported becoming involved in the council an average of 6[5] years ago (range 1-12 years) and reported becoming coordinators an average of 5 years ago (range 1-10 years). Coordinators were all female, typically between the ages of 30 and 59 years, and predominantly white/Caucasian (94%). About one-third had worked on family

[5] Calculated in reference to the year 2008.

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violence issues between 7 months and 4 years, another 40% between 4.1 and 10 years, and another third between 10.1 and 15+ years. Most (88%) had received some training on family violence for an average of 88 hours (SD = 86.99; range = 10-300 hours) and most (82%) had also received training on IPV in particular, though for an average of fewer hours (mean = 59) (SD = 65.26; range = 5-200 hours).

Table 1 Coordinator Background information

Background Information			
Age (%)	Under 20 = 0% 20 – 29 = 0% 30 – 39 = 29% 40 – 49 = 53% 50 – 59 = 35% 60 + = 12%	Years working on family violence issues (%)	7 -12 months = 6 2.1 – 4 years = 24 4.1 – 6 years = 24 6.1 – 10 years = 18 10.1 – 15 years = 18 15 + years = 12
Gender (%)	Male = 0% Female = 100%	Family violence training (%)	88%
Organizational Role (%)	DV provider = 13 Social worker = 6 Teacher = 6 Other = 75[6]	▪ Hours of training	88 (range = 10 – 300)
Race/Ethnicity (%)	Caucasian = 94 Asian/PI = 6	Intimate partner training (%)	82%
		▪ Hours of training	59 (range = 5 – 200)

[6] Other is most frequently denoted as "coordinator".

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III.2.a.ii. Procedures

Council coordinators were sent a letter via mail informing them of the purpose of the study and inviting their council's participation. This letter was signed jointly by our research team and the IFVCC Director in order to encourage participation and advertise the collaborative nature of this study. All 21 council coordinators expressed a willingness to participate in the study at large, but only 20 were interview because one was too new to provide sufficient information. In her place, the state staff member responsible for technical assistance in her circuit responded.

Interviews were conducted with local FVCC coordinators from across the state. Coordinators are employed by the local FVCC to convene and staff council meetings, initiatives and activities. Coordinators were uniquely positioned to describe FVCC and provide an overview of their efforts given that they are involved in all of the FVCC committees within a given Circuit. All coordinators employed by the council at the time the study was undertaken were interviewed in person. The PI and research assistants traveled across the state to conduct in-person interviews with coordinators. One coordinator was not available to be interviewed and the State Staff member responsible for her Circuit participated in her place; given she was not the setting coordinator, she responded only to items about which she had direct knowledge.

III.2.a.iii. Measure

Interviews included both structured and semi-structured sections and were taped and transcribed with participants' permission. Interviews lasted approximately 2 hours and covered a wide range of topics including (see Appendix B for the instrument): a) FVCC characteristics, including structure and geography, b) the role of FVCC in the promotion of a coordinated response to IPV in each Circuit (e.g., FVCC goals, activities and accomplishments), c) those factors that facilitate and pose barriers to FVCC efforts, and d) the historical trajectory of the development of the FVCC (e.g., how the council began, how it has changed over time, what the critical developmental milestones have been). Importantly, the open-ended aspects of this inquiry highlighted "critical events" in the tenure of the FVCC. Critical events refer to first time events; changes in resources; changes in staff or leadership, changes in policies, protocols and practice; and major activities (e.g., training or a media campaign; Chavis, 1999; Fawcett, Foster, & Francisco, 1997).

A series of questions was also asked of coordinators regarding the nature and extent of technical support received from the state-level IFVCC. This assessment included both closed- and open-ended questions. During the interview, coordinators were asked to describe the type of support received, what was most useful about this assistance, and where they could have used greater support.

III.2.a.iv. Coding Process

After interviews were transcribed, 20 of the 21 coordinator interviews were coded by two raters independently. In particular, coding was conducted to inform council structure and characteristics (e.g., the extent to which councils are circuit-wide in their structure, geographical constraints and characteristics), coordinator roles (e.g., training and background), and the use of technical support provided by the state (e.g., training, financial resources; see Appendix C for the coding form). The coding scheme followed a consensus process, whereby independent coders reconciled every code until agreement was achieved. On average, 77% of codes were in agreement before the consensus process was engaged. Raters remained in close contact with one another as they completed coding, and with their supervisor to discuss any coding tasks that were unclear. Finally, the coordinator interview that was informed by the state staff was coded by the

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research assistant who interviewed this staff member, given that this interview was more limited in scope.

III.2.b – Committee Member Survey

III.2.b.i. Sample

FVCC committee members included individuals who have volunteered and/or have been appointed by their organizations to participate in FVCC meetings, initiatives and activities. The use of the term "member" connotes that a particular individual and/or stakeholder group has been identified as relevant to the coordinated response to family violence (including IPV, child abuse and elder abuse) and has been invited to be a part of the FVCC. FVCC members represent a wide variety of organizations and groups that may play a role in the coordinated response to family violence, including, for example law enforcement, victim advocates, law enforcement, prosecutors, public defenders, judges, probation officers, faith-based leaders, local officials, local business, and/or concerned citizens.

Council members from all 21 Family Violence Coordinating Councils inform committee member survey data. All council members were surveyed via mail, and survey data were collected from 681 members. Each council was offered a $500 incentive to support council work for obtaining an overall response rate of over 55%, and a total of seven councils obtained this response. Response rates for councils ranged from 21.67% to 90.91% with an overall average response rate of 46.20%. For members who were characterized as "active" by council coordinators, the overall response rate was 50.83%.[7] It is important to note that the overall response rate estimate across councils is likely deflated because membership lists included individuals whose involvement with FVCC was only peripheral. Indeed, 18% of individuals who received a survey mailed it back uncompleted, and actively indicated that they did not have enough involvement with councils to complete the survey. Nonetheless, this study included all completed survey data in an effort to retain a broad range of perceptions and overall levels of participation. FVCC coordinators assisted with survey distribution and follow-up, but, to protect confidentiality, did not ultimately know who chose to participate.

A representative sample of council members across councils consisted of stakeholders from law enforcement (17.9%), domestic violence service providers and advocates (16.1%), the justice and court system (15.3%), education (9.1%), health services (6.7%), child welfare agencies (4.9%), human services (4.0%), local government (4.1%), batterer intervention programs (3.3%), and other organizations (18.5%), such as religious organizations, neighborhood and civic groups, businesses, cooperative extensions, and cultural/ethnic groups.

Councils were represented, on average, by 10 stakeholder groups (ranging from 5 to 15). All 21 councils had representation from at least two stakeholder groups involved in the formal response to family and interpersonal violence, including domestic violence service providers (95.23%), batterer's intervention programs (66.67%), law enforcement (95.23%), or justice and court system (80.95%), while fewer had representation from faith-based settings (42.86%),

[7] An effort was made to survey non-committee members, according to coordinators, who had ended up on councils' mailing lists because of participation in a council sponsored event. This latter survey was shortened and included only items to which non-committee members might be able to respond (e.g., perceived impact on stakeholders knowledge, relationships, etc.; see Appendix E for the instrument). Surveys were mailed to 1,200 individuals yielding only a 14.34% response rate despite follow-up efforts. Thus, there was not sufficient representative data from nonmembers to present systematically across councils. This low response rate is not surprising given that these individuals were not as deeply engaged or invested in the councils and may not have felt positioned to respond at all regarding council efforts.

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neighborhood and community organizations (9.52%), or cultural or ethnic organizations (14.29%). On average, council members reported attending 4.86 council committee meetings in the last 12 months (SD=10.87; ranging from 0 to 200), and the majority (72.7%) of members indicated that their participation in the council was voluntary but part of their job for an agency, while fewer indicated that they were mandated (8.5%) or that their participation was voluntary and not part of their job for an agency (18.5%).

III.2.b.ii. Procedures

Council coordinators were contacted via telephone and asked to send the research team a copy of their membership lists. Once lists were sent, coordinators were asked to clarify the nature of their council membership by characterizing each individual on the basis of whether they were currently a member of any council committee (i.e., that they had attended a meeting in the last year). Those identified as members were treated as such and mailed a “member” survey. For results pertaining to the committee member survey, we report data collected from all individuals who were identified by council coordinators as being a committee member of the FVCC at the time membership lists were collected.

Once membership lists were gathered and clarified, each individual member was sent a survey in the mail. Survey packets included the survey instrument, a letter explaining the purpose of the study, informed consent documents, and a postage-paid business reply envelope with which participants could return their survey at no charge to them. Extensive follow-up efforts were made to encourage participation, including: two sets of phone calls to councils for which members’ telephone numbers were available (14 out of 21 FVCC), a complete secondary mailing to all non-responding members, at least two emails to coordinators requesting reminders of their membership, and any other effort requested by individual coordinators for their particular FVCC.

III.2.b.iii. Measures

A 15-page (single sided) survey was sent to every current FVCC committee member identified by council coordinators (see Appendix D for the survey instrument for committee members). The survey included a range of questions assessing general member participation, leadership, council dynamics (including indices of council climate), council impact (including indices of proximal and distal change), local community context, and background information of individual members. The measures below comprised the member survey.

Participation. Members were asked to indicate their type and depth of involvement in FVCC activities using a modified version of Florin’s (1996) Task Force Member Survey (measures involvement in collaborative efforts similar in structure to FVCC). Seven items were used to assess the nature and scope of members’ participation. Items included assessment of current and past membership, length of membership, committee participation, and extent of engagement in council activities (e.g., How often do (or did) you ever attend any FVCC meetings (e.g., steering, subcommittees, full)?). Using a 4-point Likert-type scale, members indicated the frequency with which they ever participated in council activities (1 = Never, 4 = Often).

Leadership. Fourteen items were used to assess the support and commitment of FVCC leadership, including that of the council (State; 4 items), committees (7 items), and coordinators (3 items). Items included assessment of leaders’ commitment to the council’s mission and goals, promotion of equality and collaboration among members, effectiveness of organization and communication, and support of members’ input (.e.g., The council coordinator facilitates communication across FVCC participants). Using a 6-point Likert-type scale, members indicated the extent to which they agreed with statements regarding leadership (1 = strongly disagree, 6 =

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strongly agree). In most inferential analyses, leadership is assessed according to one full scale (Cronbach's alpha = .97) comprising all three subscales (i.e., council, committee, coordinator).

Council Climate. Twelve items assessed the degree to which members endorsed indicators of council function and dynamics. Broadly, these items comprise a higher order construct related to the overall climate of councils (Cronbach's alpha = .87). Subcomponents of council climate included degree of *shared power and decision-making* (e.g., The council does not move forward with decisions or actions until all input is heard; 4 items; Cronbach's alpha = .84); *shared mission* (e.g., my council's mission is shared and supported by all council members; 2 items; Cronbach's alpha = .81); and *conflict resolution* (e.g., Disagreements among council members are often resolved by compromise; 6 items; Cronbach's alpha = .68). Respondents indicated the extent to which they agreed with statements regarding council climate using a 6-point Likert-type scale, (1 = not at all, 6 = to a great extent).

Council Impact: Proximal Outcomes. Three scales were utilized to assess the proximal outcomes potentially achieved by councils: knowledge, relationships, and institutionalized change. Using a modified version of Allen's (2005) Perceived Council Effectiveness Inventory (PCEI) members were asked to indicate the extent to which their participation in the FVCC had resulted in proximal outcomes (i.e., improved knowledge, relationships and institutionalized change) utilizing a six-point Likert-type scale (1 = not at all, 6 = to a great extent). *Knowledge:* A 4-item scale assessed the extent to which members perceived shifts in their knowledge as a result of participation in the FVCC, including knowledge regarding IPV and around other members' roles and limitations (e.g., Council efforts have increased members' knowledge of other members' roles and limitations; Cronbach's alpha = .91). *Relationships:* A 4-item scale assessed the extent to which members perceived changes in relationships, including enhanced communication and coordination (e.g., Council efforts have increased coordination among member agencies; Cronbach's alpha = .94). *Institutionalized Change:* Three items assessed the degree to which changes in policies and procedures of members' organizations had resulted from members' participation in the FVCC (e.g., Council efforts have stimulated policy changes within my organization regarding our response to IPV; Cronbach's alpha = .80).

Council Impact: Interagency Coordination. Nine items were used to assess interagency linkages and member's perceptions of other agencies involved in the systems response to IPV. For each circuit, a network roster was created including agencies in the circuit involved in the systems response to IPV, including domestic violence shelters, batterer's intervention programs, criminal justice agencies, and DCFS. The criminal justice agencies included were at the state level (e.g., State Police), circuit level, the county level (e.g. County Probation), and at the local level (e.g. local police departments).[8]

Each agency was listed in a separate row in the roster (see Appendix D or Section VII for the measure with a sample roster). Each of a series of columns had a question to which participants responded for each agency within which they had contact. Specifically, there were three questions assessing direct contact with agencies, including exchange of information, referral to, and referral from. Each member representing her/his agency was asked to indicate her/his agency's contact with every organization in the roster (e.g. On average, in the last year, how often have you exchanged information with…) using a six-point scale where 1 indicated

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[8] For large circuits, a random sampling of police departments was used so that the length of the roster is not too long.

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"never" and 6 indicated "almost daily."[9] In addition, the respondent also had the option of checking a "No Contact" box for each organization's row, so that she/he does not have to answer individual questions for organizations about which she/he has no knowledge. In addition to the contact information questions, the impact of FVCC membership on respondents' perceptions of other organizations was also assessed, including the extent to which councils improved their understanding of, and their relationships with, and the policies and practices of each organization in the network (e.g., To what degree has membership in the Council changed policy and procedure within…). Participants used a four point Likert-type scale (1 = not at all, 4 = a lot) to respond to these questions and also had the option of choosing "don't know." Lastly, the members were asked about their overall perception of other organizations, specifically regarding other organizations' adequacy in responding to IPV and in their commitment to the FVCC council (e.g., [Agency] can be relied upon to respond adequately to cases of IPV). The FVCC members used a six point Likert-type scale to respond about their overall perceptions of other organizations (1= strongly disagree, 6 = strongly agree; again having the option of choosing "don't know". If a respondent checked the "No Contact" box for an organization, that organization got a 1 (i.e., Never) for the contact information and an 888 (i.e., not applicable) for all remaining questions. This approach facilitates gathering *specific* information about *particular* organizations in the Circuit network and complements the global perceptions assessed in the PCEI described above.

Council Impact: Distal Community Change. A 5-item scale was used to assess the extent to which members' perceived their FVCC as impacting distal or longer-term community change (Cronbach's alpha = .91). For each item, FVCC members used a six-point Likert-type scale (1 = not at all, 6 = to a great extent) to indicate the extent to which councils efforts have led to survivor safety (e.g., increased survivors access to needed resources), batterer accountability (e.g., increased accountability for IPV abusers), and public education (e.g., led to a better educated public regarding family violence).

In addition, to assess interagency coordination the same matrix described to gather data regarding proximal outcomes was utilized. FVCC members were asked to indicate how often they make referrals to, receive referrals from, and exchange information with each agency listed in the table. They used a Likert-type scale to indicate the frequency with which such linkages occur (e.g., 1 = never; 6 = daily). These data were used to determine levels of interagency linkage between particular stakeholder dyads and will ultimately be utilized to estimate the network density for each set of stakeholders.

Individual Member Empowerment. A 5-item scale was used to assess the degree to which members perceived being individually empowered to affect change (i.e., to influence policy and practice) as a result of participation in the council. These items were specifically assessed by asking about the impact of participation on individual members, including their agreement to statements regarding the degree of control and influence they have acquired (e.g., As a result of participation in the FVCC, I have more control over polices and practices affecting IPV survivors in my community; Cronbach's alpha = .88). Members responded using a 6-point Likert-type scale (1= Not at all, 6 = To a great extent).

Community Support. Four items assessed the degree to local FVCC operate within a supportive and committed context for change, including engaged powerful stakeholders, committed local leaders, and existence of adequate resources (e.g., Local leaders are committed

[9] In subsequent social network analysis the contact information was recoded from a 1 to 6 scale to a 0 to 5 scale where 0 indicated no contact and 5 indicated almost daily contact.

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to increasing survivor safety in our Circuit; Cronbach's alpha = .85). Members responded to statements characterizing their community context for support through a 6-point Likert-type scale (1 = Not at all, 6 = To a great extent).

III.2.c – Coordinator Survey

III.2.c.i. Sample

In addition to completing an interview as described in section III.2.a above, all 21 FVCC coordinators were also mailed a 13-page single sided survey. All but four coordinators returned a completed survey. In order to obtain information on the entire statewide sample, state staff were asked to complete four surveys (informing the circuits for which a coordinator survey was not received). Given that state staff are each responsible for overseeing particular councils, they were well-positioned to inform most questions on the coordinator survey, but were not asked to complete information about the details of council functioning (e.g., council climate).

III.2.c.ii. Procedures

All coordinators were mailed a copy of the survey, a postage-paid envelope, informed consent forms, and were paid $20 for their completion of the survey. If surveys were not received, extensive follow up efforts were made including via phone and email contact, and second and third mailings of the survey.

III.2.c.iii. Measures

The coordinator survey assessed multiple domains that were also assessed in the committee member survey (see Appendix F for the coordinator survey), including a) *council climate* (Cronbach's alpha = .80) and corresponding subscales of *shared power and decision-making* (Cronbach's alpha = .78), *shared mission* (Cronbach's alpha = .65), *conflict resolution* (Cronbach's alpha = .61), b) proximal outcomes including promotion of *knowledge* (Cronbach's alpha = .80), *relationships* (Cronbach's alpha = .67), and *institutionalized change* (Cronbach's alpha = .77), c) *distal community change* (Cronbach's alpha = .84), d) *individual empowerment* (Cronbach's alpha = .81), and e) *community context* (Cronbach's alpha = .89). These scales were assessed in the same manner as described in section III.2.b.

In addition to these measures, coordinators were asked a series of questions to inform the structure, goals, and activities of their FVCC. These included: a) council processes and structure (e.g., the degree to which council has adequate staff or volunteers, the extent to which councils have agendas, minutes, mission statements), b) breadth and participation of membership (e.g., whether a range of stakeholder groups are currently participants in the council and represented on steering and subcommittees), c) council goals and accomplishments (e.g., the extent to which changes were targeted, addressed, and facilitated by councils), d) council activities (e.g., the extent to which councils discussed issues related to IPV, shared information, and engaged in public education), and e) other indicators of council work and scope (e.g., extent to which councils meet needs of various geographic regions).

III.2.d – Archival Analysis of Annual Reports

Archival records of FVCC (i.e., annual reports, written products) were examined to clarify the nature and process of council activities and successes (see Appendix J for the coding form for council archives). Annual reports provided a uniform set of information from all councils. Thus, they were coded with regard to: the number and nature of council subcommittees, stakeholder groups not currently involved in the council; the number and nature of training activities (i.e., training focus and stakeholders targeted); the number and type of

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"products" generated by the council (e.g., posters, information cards for survivors; protocols); the number of changes in policy and practice reported as a result of council activity. Two raters coded all of the data. To establish high inter-rater reliability, raters coded the same reports until they had nearly perfect agreement. Coders maintained extensive notes and any coding discrepancies were discussed and resolved by the research team. Raters remained in close contact with one another as they completed coding, and with their supervisor to discuss any coding tasks that were unclear.

III.2.e – Archival Analysis of Systems Change Markers

Finally, CCJ statistics were analyzed to examine changes in the systems response to IPV. Statewide data includes: arrest rates (1996 to 2004), dual arrest rates (an unintended consequence of pro arrest policies), order of protection rates (1990 to 2005), and the proportion of emergency orders that become plenary orders. In addition, we examined referral rates by CCJ and DCFS to local shelter and domestic violence programs (1998 to 2008). Data were provided by ICJIA (arrest and shelter utilization data) and the Illinois State Police and are publicly available upon request. Data were cleaned and prepared by research staff so that they could be examined longitudinally. Specific data preparation is discussed in each section presenting these analyses.

It is notable that there is some variability in the consistency of reporting across municipalities, but ICJIA officials indicate that the data reflect the vast majority of municipalities across the state and that each county and judicial circuit would have data. Since statistics were compared across communities, they were calculated as ratios to account for variation in population sizes (i.e., rates rather than totals). Arrest rates (relative to incidents) and order of protection rates (the proportion of emergency orders that became plenary orders) were examined annually (this was the smallest unit of analysis possible for the latter). These data were utilized to examine change over time in the systems response to IPV.

III.3 – Ethnographic Inquiry

III.3.a – Case Study of Exemplar Councils

A case study approach was taken in three purposive sampled exemplar communities. Three case study sites were chosen based on a) geographic location in the State (one in the north, one further south and one in the east), b) geographic characteristics (i.e., urban, suburban, and rural), and c) council organizational structure (circuit-wide or county-specific) and d) degree of success in coordinating local efforts (see Table 2 for income and poverty indicators in these communities). In-depth interviews were conducted with key stakeholders across sites (n = 40) both within and outside of the justice system, and informal and formal observation of council meetings were utilized to create a deeper understanding of council functioning. The original aim was to focus on specific aspects of council efforts during the case study inquiry (e.g., faith-based response, orders of protection). However, given that councils operated largely through a collection of committees each with different aims, we did not limit our interviews to one stakeholder group or around a single topic. This was important given that councils were reticent to identify facets of their response that they viewed as "complete" and "perfected."

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Table 2 Case Study Sites Income Information

Circuit	Median Income	Percent living below poverty
Circuit A		
County a	$46,974	11.9
County b	$52,073	11.3
Circuit B		
County a	$54,945	11.5
County b	$68,513	7.8
County c	$77,938	3.7
Circuit C		
County a	$40,668	12.6
County b	$45,213	10.8
County c	$40,939	11.4
County d	$37,880	17.6
County e	$34,690	23.4
County f	$41,477	12.9

We conducted interviews with a range of stakeholder groups from a variety of committee to elaborate how councils worked within each Circuit, their achievements (particularly as they related to their capacity to foster institutionalized change and how this came about) and what facilitated and constrained their efforts. The interview protocol was open-ended in nature (see Appendix G for the basic questioning route). Probes clarified and elaborated on themes as they emerged in the conversation. A first set of interviews was conducted with 30 key stakeholders (some individual and some in small groups based on members' preferences and requests). Following analysis of these interviews, a second set of 10 stakeholders were interviewed to provide "member checks" and to test emergent themes regarding council functioning that emerged from the first set of interviews. In this second set of interviews key emergent hypotheses were tested (e.g., that councils played a key role in fostering new relationships and knowledge; that councils could facilitate systems, or institutionalized change; that powerful stakeholder engagement was key to implementation). Key informants included: local judges (2), prosecutors (4), law enforcement (5), shelter and domestic violence program executive directors (6), domestic violence advocates (3), probation (1), faith leaders (3), victim's advocate located in a criminal justice setting (2), human service providers including substance abuse (1), mental health (3), family crisis services (2), child abuse prevention (1), university affiliates (2), batterer abuse program service providers (2), juvenile probation services (1), and children's advocates (2) The majority of key informants (97%) had been involved with the council for more than a year (mean years of involvement = 6.65). About 40% of key informants were (or had been) chairs of committees, almost all (95%) were committee members, and over half were participants in the council steering committee. Key informants were purposively chosen to reflect active and engaged participants in the work of councils. This was because the aim of the interviews was to elaborate on the work of councils – work that is likely not transparent to those not engaged in the councils. That said, this group reflects the natural self-selection process into council participation. By virtue of their ongoing engagement they are likely to view the councils as

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valuable. Yet, our goal was not to establish simply whether they viewed councils as effective, but the mechanisms by which they had an impact.

Informal and formal observations were conducted to gain a "first-hand" perspective regarding council operations. Informal observations served the purpose of the PI becoming familiar with council operations and key informants. The PI attended six local FVCC council meetings, five meetings of the State Illinois Family Violence Coordinating Council and two coordinator retreats. These informal observations provided a foundation on which to further pursue questions during formal interviews and observations. In addition, 11 formal observations were conducted to systematically document council meetings.

These observations focused on capturing the sequence of activities occurring within each meeting, and included thorough rich descriptions of interactions and meeting processes in the sequence in which they occurred. Direct observations (e.g., what members discussed) were differentiated from indirect interpretations (e.g., the tone in which content was discussed) to specify and "story" the data. In addition to a description of the sequence of activities, observations were also focused on elaborating specific domains and processes of interest in the current study including: group processes (how the group functions as a body; e.g., decisions, relationship climate, individual personalities, participation), council activities (what the council does or how they do their work; e.g., exchange of information, engage tensions or debates, plan events, discuss logistics), council structure (what characterizes the infrastructure of a setting; e.g., rules of order, extent of consensus), council goals (description of the direction or purpose of the setting; e.g., implicit or explicit mission, guiding philosophy, articulated goals), and council content (what is discussed and how it is addressed; e.g., local issues, survivor safety, batterer accountability, institutionalized change).

Observations were initially done by two observers to establish norms regarding the observation process and the resultant documentation. Following this, coders attended meetings individually and produced observations individually. These observations were coded as part of the ethnographic inquiry.

III.3.b – Focus Groups with Survivors of Domestic Violence

Finally, focus groups were conducted with IPV survivors in two of the three case study sites regarding their experiences of the systems response to examine the effects a CCR has on victims' lives. Survivors were recruited through local agencies, but also via public settings appropriate to the local community (e.g., court house, supermarkets, laundromats, hair salons). Survivors who had come into contact with at least one community resource and were sampled and asked, collectively, about their interactions with multiple systems within their communities (e.g., faith, shelter programs, law enforcement, states attorney) including what they found helpful and unhelpful (see Appendix H for the focus group questioning route).

Survivors participating in focus groups were also asked to complete a short survey (see Appendix I for the survey instrument). The survey included brief demographic items (age, gender, race, county of residence) and three sets of questions relating to a list of community resources (shelter/DV programs, health care organizations, human or social service agencies, orders of protection, police response, state's attorney, court response, faith-based settings). The first set of items related to whether the participant had found each of the community resources helpful, and the second assessed whether each of the resources had helped the participant to feel safer. The responses to these items were on a scale of "never had contact", "not at all helpful", "somewhat helpful", "helpful", and "very helpful" (Likert-type scale of 0-4). The third set of

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items assessed the nature of the change the participant experienced after utilizing each of the community resources on a scale of "never had contact", "made things worse", "made no change", and "made things better" (Likert-type scale of 0-3). A final question assessed when participants first began contacting community agencies for help with abuse (answer options ranged from "within the past month" to "more than 10 years ago").

The participants of the focus groups were all women (N=25) from two sites (n = 6 from Circuit C and n = 20 from Circuit B). The women ranged in age from 19-54 years old and the ethnic composition was 60% Caucasian (15), 20% African American (5), 16% Hispanic/Latino (4), and 4% Native American (1).

III.3.c –Analytic Approach

Multiple research objectives in the current study were informed by the use of qualitative data sources (e.g., open ended interview questions, archived documents, etc.). The primary analytic approach employed in the current study was content analysis (Berg, 1995; 2004). Berg (1995) describes content analysis as "any technique for making inferences by systematically and objectively identifying special characteristics of messages" (p. 175). The analysis of "messages" from a variety of sources (e.g., interview transcripts, observation of meetings, meeting minutes and agendas) involves creating a set of codes or "themes" that best characterize the data (Berg, 1995). Content analysis was employed to identify common themes across key informant interviews that illuminated council structure and organization, the kinds of outcomes councils achieved and the processes by which such outcomes were achieved. To ensure the credibility of qualitative analysis Guba and Lincoln's (1994) criteria were imposed. For example, "member checks" were utilized to discuss the interpretation of findings with study participants to examine accuracy; throughout the analytic process negative case analysis was employed to actively search for evidence that disconfirms emerging hypotheses; emergent themes and theories were discussed with members of the research team and community collaborators in regular meetings; finally, another analyst was engaged to conduct an "audit" of the emergent themes and to examine the extent to which themes were indeed supported by multiple data sources *and* whether important themes were left out. While there are always countless ways to present qualitative findings, these methods ensure that our presentation of findings indeed represents the data well.

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SECTION IV

COUNCIL STRUCTURE, GOALS, AND ACTIVITIES

IV.1 – Purpose

To illuminate the specific nature of State and local council organizational structures, technical assistance, goals and activities.

IV.2 – Overview

The goal of this section is to describe council structure and organization at the local and the State levels, the nature of council goals and activities, and the technical support provided by the State IFVCC. Recent research on councils suggests that evaluating their efforts requires a clear understanding of the types of changes they are positioned to pursue (e.g., Allen, Watt, & Hess, 2008). Further, our understanding of the structure, goals and activities of Illinois councils brings our attention to the unique strengths and challenges they face as they pursue systems change in the response to IPV.

IV.3 – Data Sources and Analytic Approach

This information was gathered from multiple sources, including interviews with and surveys of council coordinators, informal information gathering with State IFVCC staff, key informant interviews from our case study sites and also from FVCC documents (i.e., State and Local FVCC annual reports). In this section, only descriptive quantitative methods were used to characterize councils in each domain. The coding processes for the coordinator interviews and content analysis of the key informant interviews are described in the method (see Section III). The goal was to compile information from multiple sources to describe councils and their basic operations. This section "sets the stage" and provides a backdrop for understanding and interpreting subsequent analyses.

IV.4 – Results

IV.4.a – Statewide Council Structure and Organization

Illinois has a unique statewide network of councils (see link: http://www.ifvcc.org). These Family Violence Coordinating Councils (FVCC) receive funding from the State of Illinois to operate within each Judicial Circuit in the state. At the time of the study there were a total of 22[1] Judicial Circuits in the State, each encompassing between one and 12 counties (for more information on Illinois Courts, see: http://www.state.il.us/court/CircuitCourt/CCInfoDefault.asp). Funds are provided to each Circuit to pay for one 50% FTE coordinator within each Circuit. Circuits vary considerably inside and typically include multiple counties (mean = 4.64; SD = 2.95). Thus, FVCC are regional in structure and encompass many municipalities.

[1] Following the start of the current study, a council was initiated in the final judicial circuit in the state thus there are now 23 Circuit councils including Cook County (which has smaller councils within).

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IV.4.a.i – Statewide Steering Committee

At the State level there is a steering body called the Illinois Family Violence Coordinating Councils (IFVCC). This body includes decision-makers from various facets of State government including, for example, Logan County Circuit Clerk's Office, Center for Prevention of Abuse, Illinois State Police, Illinois Department of Public Health, Illinois Coalition Against Domestic Violence, Illinois Violence Prevention Authority, Prevent Child Abuse Illinois, and Illinois State Board of Education. The co-chairs of this group are typically a Judge and the Director of the IFVCC; and representatives are invited given their organization's relevance to the response to family violence and their potential for decision-making authority or influence within their organizations.

Importantly, the IFVCC includes the Illinois Coalition Against Domestic Violence (ICADV). Thus, the IFVCC works in concert with ICADV which includes membership from all domestic violence programs in the State. Their close collaboration and that ICADV provides a critical voice on the IFVCC avoids duplication of effort of these two state-level bodies. The mission of the IFVCC focuses on a multidisciplinary response to family violence engaging the full range of stakeholders (e.g., criminal justice, health care, human services) responding to domestic violence in their membership and in the membership of their Local FVCC. ICADV has a Board that is appropriately comprised of the directors of domestic violence and batterers' intervention programs. Further, while ICADV focuses on policy and advocacy, the IFVCC can inform policy, but cannot engage in advocacy in keeping with judicial ethics (recall that the IFVCC is organized based on the judicial court structure in the state and chaired by judges). Thus, ICADV is a critical voice for survivors and advocates whereas the IFVCC often tries to take a "see it from all sides" approach that might be interpreted as more neutral. As partners, ICADV and the IFVCC can ideally advance their complementary missions. In the State of Illinois, this arrangement seems to work well and can serve to expand the resources with which state level initiatives can address family violence.

IV.4.a.ii – State IFVCC Staff

There are also State IFVCC Staff (currently three full-time staff) who are responsible for organizing FVCC statewide. The State Staff engage in a wide variety of activities to support and augment local efforts, including: a) orientation to new Chief Judges regarding the FVCC and the role of Chair, b) training of coordinators, c) ongoing technical assistance to coordinators, d) statewide training events on current topics related to family violence (1 to 2 events/year), e) special Projects or Initiatives that focus on pressing policy and practice issues in the response to family violence (recent examples include effective responses to elder abuse, creation of domestic violence courts, development of family visitation exchange centers, implementation of fire arms laws in domestic violence cases, school-based family violence prevention initiatives), f) retreats for coordinators that focus on skill building (e.g., effective meeting facilitation) and the exchange of information across Circuit FVCCs, and g) a handbook for committee chairs regarding effective practices.

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IV.4.a.iii – State IFVCC Special Projects and Initiatives

State staff meet with the state-level IFVCC Steering Committee twice/year to update them regarding the status of the various state level Projects of the IFVCC and to invite their input to inform State IFVCC activities. In between these meetings, however, IFVCC members are often involved in subcommittees to assist with the execution of special Projects. For example, a committee was created to enhance the current response to elder abuse. This committee included the Illinois Department on Aging and several local elder abuse provider agencies, Madison and Lake County State's Attorney's Offices, Chicago Police Department, Illinois State Police, LCCs, Growing Strong (Sexual Assault program), and the Illinois Coalition on Domestic Violence. They assisted in determining the direction of the committee, wrote, edited and provided input into the project and served as trainers for different aspects the Project. In this initiative, three subcommittees were formed to focus on different facets of the response to elder abuse including: a) training for professionals (how to effectively interact with the elderly) b) the faith community response to elder abuse and c) the law enforcement and court response to elder abuse. This State Project yielded a variety of products including: a) a training that was offered regionally regarding Awareness of the Special Needs of the Elderly (an elder sensitivity training), b) a Faith Toolkit for local councils to work with the faith community in their response to elders and c) a law enforcement protocol (see http://www.ifvcc.org/ for the .pdf). Importantly, given the structure of FVCC in Illinois, this information could be rapidly disseminated in various areas of the State. In addition, given that the IFVCC includes relevant representatives from State government this provided additional venues to educate those providers responding to the elderly in a variety of capacities. For instance, the Faith tool kit was distributed to all the coordinators and 30 stakeholders on the state elder abuse committee. Once the kits were distributed, the State Staff called the coordinators and other local stakeholders to see how the information had been implemented locally. Via this dissemination process, those working in the family violence field, as well as those working with elderly who may not have otherwise focused on family violence issues (e.g., clergy), can be reached. Notably State Staff never copyright the materials created by the IFVCC so that they can be reproduced and altered to meet local needs.

Another statewide project includes the development of a supervised visitation initiative, which was an idea born from the state court committee. To begin the process, State Staff conducted onsite interviews at centers to gather information about visitation. They compiled this information systematically (e.g., created a chart with similarities and differences across the state regarding issues such as funding and security). Next, a roundtable was arranged with 50 stakeholders interested in creating visitation exchange centers in their local communities. The roundtable focused on the presentation of information regarding steps for setting up exchange centers. To help scaffold the process of implementation and facilitate the sharing of resources, an advisory committee and three subcommittees were created to focus on different aspects of starting visitation centers: a) staff and facility information, b) forms for different sites, and c) funding. All these resources were also made available online for easy access (see http://www.ifvcc.org/). Thus, any local group that wishes to pursue a visitation exchange center has considerable "legwork" completed prior to beginning. In fact, the website provides different models so that each community can determine what makes the most

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sense for them locally. This process allows State Staff to mobilize resources and information so that each community do not need to "reinvent the wheel" on their own.

State Staff are also positioned to play a critical role in facilitating the local instantiation of state and federal policy (law). For example, the Firearms Initiative was also developed by the courts structure committee of the State IFVCC. The IFVCC and Staff identified gaps in interpretation and implementation of firearms laws. In collaboration with key stakeholders, staff began the process by gathering information on firearms laws and statues. They then compared state and local laws to identify areas of intersection and divergence, including how firearms laws apply within each county. From this information gathering, specific gaps were identified and guidelines were developed regarding, for instance, the issue of fingerprinting in firearms cases (i.e., if someone is not fingerprinted when arrested then the conviction attached to that arrest will not show up in the criminal history). To facilitate continued information exchange around this issue, the staff held "Train the Trainer" programs so that the trainees could go back to their own areas and train local stakeholders.

IV.4.a.iv – State IFVCC and Local FVCC Relationship

In each Circuit, the Chief Judge is the council chair by virtue of his/her role in the Court. The Chief Judge may appoint someone to serve as chair; this is negotiated locally within each Circuit. Coordinators are hired locally by the Chief Judge. Technical assistance comes in a variety of forms including regular contact with State Staff. Three State Staff are each responsible for a geographic portion of the State and become the point person for coordinators from Circuits within those regions (this regional division of Circuits evolved naturally and does not represent the only possible organization). State Staff have relatively frequent contact with coordinators; this includes weekly phone or email contact to provide updates or ask for consultation from State Staff.

The structure in Illinois can be described as both bottom-up and top-down. The former is emphasized. There is a broad recognition that changes must be initiated and maintained locally and that local FVCC should have a high level of autonomy in setting their priorities. Thus, the State IFVCC does not dictate or micro-manage local FVCC activity. That said, there is a shared mission for FVCC statewide that is maintained by the IFVCC (see Appendix K). There are resources generated by IFVCC Projects and Initiatives that may serve to inform and shape local FVCC activity. Thus, there is a delicate balance between local ownership and state informed activity. When the IFVCC generates resources as the result of a special Project those resources are implemented locally to varying degrees and in various timing. For example, the elder abuse training was provided in 7 regions throughout the state with over 350 participants. These participations have since trained other professionals and community members at the local level.

IV.4.b – Local Council Structure and Organization

Councils tended to use a variety of formal structures and processes to organize their efforts. For example, all councils had recorded minutes, regular meetings and a core planning group. The majority of councils also had written agendas, a mission statement and goals and objectives in writing, written job/role descriptions, and subcommittees or workgroups. Around half of councils reported having bylaws or rules of operation, an

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organizational chart, established processes for decision making and resource allocation, established mechanisms for process and impact evaluation. Finally, a minority of councils had mechanisms for accountability of members completing assignments in a timely manner, accountability among member organizations, training new and old members, and new member orientation. Only 10% of councils had mechanisms to encourage accountability among non-member organizations in the community (See Table 1 below). Coordinators reported that councils have, on average, adequate staff/volunteers to complete desired objectives as opposed to "a little" or "very" adequate.

Table 1 Council Structures and Organization (N = 21)

Council has:	**%**		**Council has:**	**%**
Written agenda	86		Established processes for resource allocation	65
Recorded minutes	100		Established mechanisms for process and impact evaluation	50
Bylaws/rules of operation	45		A mechanism established for accountability of members completing assignments in a timely manner	40
A mission statement in writing	95		A mechanisms in place to encourage accountability among member organizations	38
Goals and objectives in writing	91		A mechanism in place to encourage accountability among non-member organizations in the community	10
Regular meetings	100		A mechanism for new member orientation	29
An organization chart	45		A mechanisms for training new and old members	38
Written job/role descriptions	75		A domestic violence survivor member	53
A core planning group	100		An advisory group made up of domestic survivors	10
Established processes for decision making	55		Subcommittees or workgroups	86
Established processes for problem solving and conflict resolution	38			

Note: Valid % is reported for each structure. Some coordinators indicated they did not know the response.

IV.4.c –Council Committees

Coordinators reported that councils include between 1 and 12 active committees (mode = 5, mean = 5.74). As discussed in the context of the relationship between the State IFVCC and Local FVCC, there was an emphasis on local ownership and addressing issues in ways that were consistent with local needs and realities. It was clear in each case study site that Local FVCC had significant autonomy in directing their goals and activities. Interestingly, this top down/bottom up process between the State and Local councils was also mirrored within Local FVCC structures. Each Local FVCC has a

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Steering Committee that is responsible for the oversight of the council and is chaired by the Chief Judge or his/her appointee. Local FVCC also have numerous subcommittees in which the work of councils is executed. These subcommittees were formed based on location (i.e., county-specific committees) and/or focal areas (e.g., court committee; law enforcement committee; faith committee; community education committee; youth prevention committee). For example, one key informant described the varied committee aims and their relative autonomy from one another to focus on their particular issues.

Well, see, [our] Committee is completely separate [from other Committees]. I mean every committee does its own thing under the umbrella of the Council. So like the pastors, the [faith] committee...Right now it's a pretty active...So I see that group as something that [the Council] is going to be devoting more resources to them because there's a real need and they're willing to help fill that ... [The] Law Enforcement Committee [including law enforcement and the state's attorney] meet once a month and they talk mainly about…evidence gathering and sometimes their frustration about how things have gone and to try to identify what... they need to go to a police department and help them out where there are problems …[the focus of the] Court Committee…is how is the court responding through all of its components…There's a health systems' committee and they're the ones that ... go to the dental schools and high schools and grade schools. Site A

In some ways Local FVCC could be best conceptualized as a consortium of subcommittees that together comprise the activities of the whole. Each of these subcommittees, with regard to setting specific goals and objectives, seemed to have a high degree of autonomy in doing so. Yet, these committees also report to the Steering Committee (during monthly or quarterly meetings), fostering an opportunities for input from the "governance" body of the Local FVCC and cross-fertilization across committee chairs (exchanging information, ideas, etc.). A few key informants expressed some concerns about the degree of autonomy that subcommittees had and highlighted a critical tension between autonomy and oversight. The concern was not related to a desire to micro-manage, but to be sure that all activities occurring under the auspices of FVCC committees were consistent with FVCC mission, and were coordinated so that there was no duplication of effort among any committees or member organizations.

It's interesting to me that, for instance, a committee can plan a workshop, or can write a brochure and there is no system for that committee to bring it to the steering committee for approval. We get to see it, but we can't stop it...There's a very good thing, that committees feel a lot of power an autonomy. [But] I'm afraid [a committee] can go off on something that is not in the interest, now this hasn't happened yet. But I'd like to see a more systematic where the steering committee speaks as one, and that has been a dilemma because there's a great deal of resistance to the idea that the autonomy of a committee would be questioned…Organizationally, I don't think we're going to run into trouble, really, in the near future. But I think there's trouble possible. Site B

Local FVCC do have "checks and balances" where some activities are blocked if they are too far outside of the mission. Similarly, the subcommittee structure is quite

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reflexive. Committees form, dissolve and merge as necessary to advance the mission of the FVCC. There were multiple examples of this evolution in annual reports of the FVCC across the State and within the case study sites. In this way, the flexible structure has the potential to yield to the needs, available material and human resources of Local FVCC at given points in time.

[Our committees were] doing a lot of the same things, even though like you said, it was different topics, but we were doing the same kind of efforts and so rather than duplicating them, we just merged together. Site C

Changes to the structure and membership of committees seemed to be a deliberate effort in all sites.

We do a lot of evaluating too. And really try to figure out where the gaps are…We've done a strategic plan as a committee, and tried to figure out…: Who's not involved that should be? What are we?...Do we need a different committee?...At times when we've needed specific things, we've created a committee for it. And then you know, really kind of trying to evaluate within that committee is our work done? Okay then, we'll go back into the full council or do we need a different one? Site B

Another respondent added:

Or is this committee the right, is the focus of this committee the right one? And if it's not, can we, by just changing the name, can we change the focus of the committee? Site B

The ebb and flow of committees is not just reflected in their focus, but also in their membership. Due to natural processes within organizations (e.g., turn over) and other factors related to attrition, the composition of members can change quite rapidly and frequently. Although, this attrition seems to be counterbalanced, at least in some committees, by a consistent core of members who have long tenure with the committees. This creates the opportunity for continuity although achieving this is effortful. One committee chair reflected on this process:

I've been with, the co-chair of this committee for [7] years, right? There may be one other person that was also on this committee when I started, one or two…And so the group keeps coming and, but as those positions fill then you need … fill them in on the history, and so it's maintaining the momentum, and I think we do a good job of that, but it's certainly work to maintaining the momentum of keeping your attendance. You always, always have these, have to be saying, where do we need to go to recruit new people? How do we get people there? Site B

IV.4.d – Regional Organization

Local FVCC are organized by the Judicial Circuits of the State. Thus, they cover broad geographic regions defined by the Judiciary rather than single communities or counties. This raises a variety of challenging issues regarding logistical barriers to

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managing circuit-wide council efforts, including, for example, the different regional structures of statewide organizations, the distances between communities and the varied "personalities" that characterize different counties within a single Circuit.

This creates an interesting structural challenge, as most councils cover multiple counties, as well as many cities and towns within counties. Local FVCC appears to approach these structural realities in different ways as indicated by their local circumstances. Interviews with coordinators revealed that 28.6% (n = 6) of councils have an explicit circuit wide structure, while another 28.6% (n = 6) and 23.8% (n = 5) are primarily focused on one county or represent a mix of circuit and county level organization, respectively. An additional 9.5% (n = 2) represent one county circuits while another 9.5% are exclusively organized by county (n = 2; i.e., committees are organized by counties rather than by specific substantive issues, for example, law enforcement, courts, etc.). Despite some variation in council structure, over 70% of councils included some county specific activities or committees, and over 85% include circuit-wide activities.

Judicial regions reflect the organizational structure in the criminal justice system, but like this system other statewide organizations also draw regional geographic boundaries. For example, local domestic violence service provider agencies often have multi-county service catchments. Thus, a single domestic violence program may have service responsibilities within more than one Local FVCC region. Likewise, statewide initiatives such as Prevent Child Abuse Illinois also cover multi-county spaces that are different from the Judicial Circuits. Some participants noted that many organizations were facing expanded geographic boundaries in the services they provide.

One of my observations over the last 25 years that I've been here is that agencies of all sorts are serving multi-county areas, where back 25 years ago you might have an agency that just served one county, but it's like everything, all businesses are spreading, so we basically have fewer staff people, but serving larger areas. Site C.

Service catchments do not always coincide with the regions drawn by Judicial Circuits.

There are a few of the social service agencies…in our judicial circuit. My agency serves [one] County…but yet on the state level…[this] County is not even in our area at all. It's in a whole other jurisdiction. So when I go to statewide meetings for the Department of Human Services… I have to choose, you know, do I go to the one that covers 3 of my 4 counties or to the one that covers one, you know? And if I never go to the one that just covers one, what am I missing…? Site C.

IV.4.d.i – Logistical Barriers in Geographic Space

About half of councils were reported to encompass at least two types of geographic communities (i.e., rural, urban, suburban), with almost one third encompassing all three types. Councils seemed to meet the needs of suburban and urban communities to a slightly higher degree than those of rural communities (see Table 2 below). In addition, there was variability in the extent to which councils targeted or involved all of the specific counties in their communities; though, coordinators reported

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councils met the needs of their respective counties to a relatively high degree on average (mean = 3.7 on a scale from 1 = not at all to 4 = very much, SD = .6, range 1.6-4.0). See Table 2 for a summary of findings from coordinator interviews.

Table 2 Geographic Coverage (N = 19)

Type of community	Mean (SD) (1 = not at all)	Not at all (%)	A little (%)	Somewhat (%)	Very Much (%)
Rural	3.0 (.8)	5	16	58	21
Suburban	3.4 (.5)	0	0	62	39
Urban	3.2 (.8)	7	0	60	33

Note: Some coordinators indicated they did not know the response; means are based on an n of 13 to 19; valid % is reported.

The variability in the degree to which councils focused on all geographic spaces within their circuits was also related to the sheer expanse of geographic space. In all of the case study sites, it was not unusual for committee members to travel for at least an hour to attend meetings. This adds to the time intensity of committee involvement. Additionally, this might result in some geographic spaces being less well represented in Local FVCC activities, and ultimately lead these activities to be centered in certain hubs (i.e., single counties or towns) rather than evenly distributed throughout Circuits.

I really don't know why, but I think that is one of the downsides is that you have more representation from certain counties versus others. Now, I don't necessarily think that's because of the regional set, I don't think that's anything to do with the council. It's just those people haven't come to the table. You know what I'm saying? Site C.

Everything's in [one city] and it's especially difficult for us in the sense of not just travel, but we don't serve that area. I can't get our cops to go to it because, you know, it's travel time on top of time off from work. So I wish we could do more trainings so that they were everywhere instead of essentially located or highly populated as possible. Site C

I know the size of our council is huge… like one of my co-workers who's on this committee, takes her an hour and a half to get here, takes me 20 minutes, you know? But an hour and a half to come to a meeting, it's easy for me to come to meetings, because I just shoot over, head back 20 minutes to my office. But for somebody else to come to a meeting…Site B

IV.4.d.ii – Multiple Cultural and Structural Realities within Circuits

It also seemed common that geographic spaces were characterized by varied cultural norms and structural realities. The potential for these differences seemed particularly marked when rural and suburban realities intermingled.

There's a view, I think, in counties like [Rural County]…that maybe their issues look different than [Urban County], you know, because…their population is more urban and

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so I think there…or at least historically I think there is that tendency to say, well, you know, you guys do things differently because your issues are different and I think that historical perspective might impact [current participation in the Council]. Site B

[Rural County] is a little smaller in number which…which…can make you feel like well we don't count as much as [Suburban County]…So, yeah, you can feel like, you know, a little removed [But]…there's never been a lesser/greater relationship…We have found that there have been people in the [Rural County] area who have been very valuable resources and have bent over backwards to help…[our] council…to do what we can. Site A

This was not only because of issues of identity, but also issues of scale. The training of law enforcement requires a different approach in large departments with dozens of front-line officers than it does in very small departments that may include one full-time Chief and part-time officers. It is also the case that resources may vary considerably from one county to the next requiring local approaches in each county or even communities within counties given their unique needs.

In some cases, county-specific efforts were fostered to encourage greater participation from members living within those regions.

In our circuit and we [have an] enormous metropolitan [area] and [also] small rural [areas]. I mean we're not a very good team in terms of providing some resources. So a lot of the brochures we do separate things for [the more rural county] identifying their resources. And we just decided, you know, we might as well face that we're not the same. And so we've created their own committee forum and I think it's energized some of that community who felt like we weren't really meeting their needs. Site A.

Perhaps not surprisingly, council coordinators cited similar challenges when they reflected on the regional organizational structure of FVCC. For example, most coordinators identified weaknesses with a circuit-wide structure (N=19): 73.7% cited geographical constraints including travel time and distance, while 47.4% cited 'cultural' differences between regions (e.g., different counties have different needs).

IV.4.d.iii Regional Organization: Strengths

While there are clearly logistical and cultural barriers to working in regional geographic spaces, there were also notable assets. For example, in some instances relationships may form between stakeholders who work in entirely different geographic regions. This may not have the effect of improving the local response to specific cases (e.g., reducing the need for advocates "cold calling" to police agencies or the state's attorney), but these relationships may still function to advance the Council's efforts. For example, key informants from a rural county described how the expertise and perspective of those from the larger neighboring county within the Local FVCC served to support and inspire their local efforts.

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I think it's done a lot that [Suburban] County has come over here and [the] Judge [who is the Council Chair] and the other judges, too, to make a presence. I mean it really helps to inspire and promote and encourage and all that.

There is also some support for regional relationships in terms of sharing of resources and information.

Well, again, I think because so many social service agencies particularly serve multi-county areas it is not, you know, it's sort of a natural opportunity to share resources. Site C.

Another noted that regional organization enhanced her knowledge of resources beyond a single county.

I don't think I would have been familiar with the [domestic violence service provider] if not for the Family Violence Council because [our agency] belongs to a local human services council, but it's county people only whereas the Family Violence Council is all counties in [our] judicial circuit. I think it's just real helpful because…I might interview a victim who doesn't live in [my] County and to know what services are out there is just real helpful. Site C.

Just to piggyback on the regional flair of the Family Violence Council, I think that's really important in this area because we're such a rural area and a lot of the agencies serve multiple counties and so it's very important. For instance, my office is located in …[one] County, but I serve 3 or 4 other counties and I might not know who the contact people are or have, you know, monthly contact with those people if it weren't for the Family Violence Council and know as much information and people, you know, if it weren't for that regional set up of the Family Violence Council. Site C.

Finally, it seemed that regional organization might play a valuable role in spurring interest across counties. As members in less involved Counties become aware of the efforts of the Circuit FVCC they may be more inclined become involved because as one key informant said, "you want to go up there because good things trickle down here because of your participation …in this organization, [the council]." Site B

Indeed, of the coordinators that identified strengths for a circuit-wide structure in their interviews (N=19), 31.6% cited information and knowledge sharing across communities, 21.0% identified creation of consistency in the response from one community to the next and/or accountability among agencies, and 10.5% cited the parallel between the circuit court system and the region covered by the council as primary strengths.

IV.4.e – Council Membership and Representation

Council membership was composed of an average of 12 of the critical stakeholder groups assessed (SD = 2; range = 7-15), with about 8 groups represented on the steering committee (SD = 3; range = 2-13) and 8 groups represented on subcommittees (SD= 4, 0-16). Of these stakeholder groups, an average of 8 (SD = 3, range = 2-14) were reported to

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have representatives with decision-making authority directly involved in the council. Stakeholder groups most frequently involved across councils include domestic violence programs/service providers, victim's rights advocates, social services, circuit court judges, health care organizations, law enforcement, probation, and prosecuting attorney's. Stakeholder groups least frequently represented included the humane society and local businesses (see Table 3 below).

For councils that met as a full body (n=16), full council meetings occurred between one and two times a year and included an average of 47% (SD = 24%, range = 10-90%) of those invited to attend. Overall, according to coordinators' estimates, 47% (SD = 34%, range= 1-100%) and 38% (SD = 33%, range = 0-100%) of members are in attendance at the average steering committee and subcommittee meeting, respectively.

About 50% of councils indicated they had at least one member who was a domestic violence survivor while only 10% reported having an advisory group made up of domestic violence survivors. This suggests that survivors have little to no direct representation or voice in council activities. However, all councils had representation from domestic violence advocates and/or program executive directors. Also, according to coordinators, thirty-three percent of councils received feedback or input from domestic violence survivors regarding their work (either directly or via another community agency). Of those councils, most indicated that this feedback came via domestic violence service providers and advocates. Similarly, 50% of councils report incorporating the perspectives and priorities of IPV survivors into council efforts, while 28% indicated doing so either "not at all" or "a little."

The vast majority of councils were missing representation from at least some critical stakeholder groups. Seventy percent of coordinators indicated they wished that certain non-member organizations not currently on the council would join (e.g., community members at large, clergy, businesses representatives, mental health providers, survivors, and educators), and about half indicated that some stakeholder groups have discontinued their participation since the council's inception due to various reasons (e.g., logistical moves, retirements without a replacement, being overworked, and lack of interest in council's focus); thus, councils faced fairly regular turnover in at least some of their representation.

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Table 3 Council Membership and Representation (N = 21)

Organization	**Active in Council (%)**	**Represented in Steering (%)**	**Represented in Sub-Com (%)**	**Active in Committee (%)**	**Decision Authority (%)**
Batterer's Intervention	81	55	63	75	75
DCFS	50	53	20	47	60
Circuit Court (Judge)	86	91	40	62	90
Domestic Violence Shelters/Service Providers	100	100	85	100	100
Health Care Organizations	86	48	65	76	58
Legal Aid	58	37	39	58	47
Local Businesses	10	6	12	22	14
Law Enforcement	86	67	70	86	90
Mental Health Organizations	74	63	47	75	60
Religious Organizations	67	37	61	68	65
Probation	86	56	77	83	67
Prosecuting Attorney's Office – Prosecuting Attorney	81	53	55	67	75
Prosecuting Attorney's Office – Victim's Rights Advocate	100	45	84	95	50
School Administrators/ Educators	62	39	41	56	56
Social Services (e.g., FIA)	95	76	70	91	63
Humane Society	19	6	12	17	14
Other	80	70	44	56	44

Note: Valid % is reported. Some coordinators skipped items or indicated they did not know the response.

IV.4.f – Other Collaborations

Fifty three percent of councils had other collaborative efforts (between 1 and 6) addressing family violence in their communities, and 35% had a coordinator/representative that belonged to other collaborative efforts. An average of 39% (SD = 30%, range = 0-85%) of the efforts of the council overlapped with other collaborative efforts. A majority of councils were perceived to address issues important to their particular communities, with 73% indicating that this was "very much" the case.

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IV.4.g – Technical Assistance

In some ways the State IFVCC Projects (described earlier) provide a "buffet" of cutting edge issues, policies and practices from which local FVCC can choose and engage in local implementation efforts. In this way, the State IFVCC influences local efforts, but does not require local FVCC to engage in particular activities (although some may be strongly encouraged). Sixty-eight (68%) of councils reported engaging in a statewide at least once in their annual reports (between 2000 and 2006).To require particular activities would likely undermine local efforts. Part of the stated philosophy is that local efforts are best informed by local stakeholders. Indeed, it is local stakeholders that must ultimately execute local projects; thus, local ownership and engagement is critical. Not all communities may be able to execute a given Project locally (e.g., they may lack the human capital and local resources to realize a particular effort). That said, in a field in which current issues, cutting edge policies, and "best" practices are constantly changing (see Klevens & Cox, 2008 for a discussion of this issue), having State Staff who are abreast of such constant changes is a critical way of keeping the work of local FVCC relevant in response to family violence.

Along these lines, the network of FVCC is available for the dissemination of information regarding pressing family violence related issues. A recent example was the passage of the Cindy Bischoff Law requiring among other things risk assessments of alleged batterers following arraignment. The IL Coalition Against Domestic Violence (ICADV) began to educate its local programs about the change in law and also worked with the State IFVCC Staff to get information about the law to locales throughout the State. IFVCC staff attend many local council meetings to assist in the discussion about the implementation and ramifications of the law with council coordinators. At least one of the local FVCC that participated in our case study used their subcommittee meetings to discuss the implications of the law for local practice, to develop forms in collaboration with one another and to discuss the specific protocols that would be used to implement the law.

Connections made across FVCC are also vital as councils frequently exchange information, ideas, and "products" with one another. This occurs at retreats where all coordinators come face-to-face, and also through State Staff who have regular contact with coordinators and a "birds-eye view" regarding activities occurring across the state. Given that State Staff are aware of every local FVCCs activities they are well-positioned to share information generated by other coordinators. For example, if a local FVCC wants to create guidelines or a handbook for faith leaders to respond to family violence, they can begin by editing the material created by another local FVCC. This is true of countless other products as well, including, for example: a) tri-fold brochures explaining access to orders of protection, b) law enforcement checklists for responding to domestic assault, c) key indicators of domestic violence for healthcare providers, d) law enforcement protocols, e) social services directories and f) information for victims and perpetrators on services (such as stickers for bathroom stalls, shoe cards and informational brochures).

State Staff have regular contact with the local FVCC for which they are the designated liaisons and report sometimes having contact two or more times per week to support the local efforts of coordinators. Interviews with coordinators clearly conveyed a high level of support from State Staff. For example, council coordinators reported using

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support from State Staff most often for purposes of information sharing and emotional support, though provision of training, technical assistance, and material resources were also often sought and provided. Coordinators were relatively less likely to pursue State support in the domains of financial resources and administrative support (see Table 4 below).

Table 4 Support from the State-level IFVCC Staff (N = 20)

Type of support	Very often (%)	Often (%)	Rarely (%)	Never (%)
Technical assistance	21	53	21	5
Training	28	67	6	0
Financial resources	18	12	41	29
Material resources	21	74	5	0
Information sharing	68	32	0	0
Administrative support	37	11	47	5
Emotional support	50	33	11	6

Note: Valid % is reported. Some coordinators skipped items or indicated they did not know the response.

IV.4.h – Coordinator Role

The majority (81%) of coordinators had not been coordinators since their council's inception. About one third of coordinators perceive their roles *primarily* as being that of a bridge or liaison between organizations (33.3%), while 14.3% indicate their role as primarily administrative, and another 14.3% perceive being sources of knowledge or information. Only 4.8% perceive themselves as being leaders that "drive" council activities, though a greater proportion (47.6%) reported making suggestions for improvement of the FVCC process or structure. There some notable differences in the amount of previous training and experience to which coordinators were exposed. Fifty-two percent of coordinators did not have previous training in family violence, while 9.5% had 'a little' and 28.6% had 'a lot' of training. Similarly, 57.1% of coordinators did not have training in IPV in particular, while 14.3% had 'a little' and 14.3% had 'a lot' of training in this area. Coordinators' self-reported professional backgrounds varied greatly (e.g., DV advocate, health administration, business, social services, health department, stay at home mom).

IV.4.i – Council Goals and Accomplishments

According to surveys of council coordinators, councils were engaged in a variety of goals related to the facilitation of a coordinated response to IPV. On average, 8 (SD = 3.5, range = 2-16) types of goals were targeted by councils, with the majority of councils targeting 7 or more goals.[2] See Table 5 for a summary of these findings. Councils most commonly shared the goal of providing training or community education regarding domestic violence, followed by improving access to orders of protection, enhancing survivors' access to needed resources, reforming arrest practices, and implementing early identification in healthcare settings, respectively. Councils were least likely to address goals regarding the development of new services for battered women and their children,

[2] This was calculated using a variable indexing breadth of goals.

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or the alteration of sentencing practices. In general, the extent to which a goal was addressed was very highly correlated with the extent to which needed changes in that area were actually facilitated according to council coordinators ($r = .92$, $p < .001$). Coordinators were more likely to indicate that councils were successful at achieving goals related to training and education (100% targeted this change and overall councils addressed and facilitated changes to a relatively high degree (i.e., between 'very much' and 'somewhat'), improving access to orders of protection (74% targeted this change and overall councils addressed the goal 'somewhat'), making it easier for survivors to access needed resources (67% targeted this change and overall councils addressed the goal 'somewhat'), and reforming arrest practices (61% targeted this change and overall councils addressed the goal between 'a little' and 'somewhat').

Table 5 Council Coordinators' Ratings of Council Goals and Accomplishments (N = 19)

Goal	% of councils which reported targeting goal	Perceived extent to which goal addressed (1=not at all to 4 = very much) Mean (SD)	Perceived extent to which needed changes facilitated (1=not at all to 4 = very much) Mean (SD)
Improving access to protection orders	74*	3.0 (1.0)	2.8 (1.2)
Reforming arrest practices (e.g., adopting mandatory or pro arrest)	61	2.7 (1.3)	2.6 (1.3)
Reforming prosecution practices (e.g., encouraging evidence based prosecution)	61	2.3 (1.0)	2.1 (.9)
Reforming the processing of court cases (i.e., speed of processing, providing advocacy)	50	2.2 (1.0)	2.1 (.8)
Altering sentencing practices (e.g., extending minimum sentence)	33	1.9 (1.3)	1.8 (1.1)
Identifying weaknesses or 'holes' in the criminal justice or human service delivery system	67	2.4 (.9)	2.2 (1.0)
Developing or supporting batterer's intervention program(s)	53*	2.3 (1.2)	2.0 (.9)
Implementing early identification policies in healthcare settings (e.g., emergency rooms)	78	2.7 (1.2)	2.6 (1.1)
Providing training or community education regarding domestic violence	100*	3.5 (.8)	3.7 (.5)
Making it easier for women to access needed community resources (e.g., housing, transportation)	67	2.8 (1.2)	3.0 (1.1)
Developing new services for battered women and their children	33	1.8 (1.1)	1.8 (1.1)
Encouraging partnerships between child protective services and domestic violence advocates	67	2.4 (1.2)	2.4 (1.2)
Evaluating outcomes related to the council's work	67	2.6 (1.0)	2.9 (1.0)

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Note: N = 19 councils as reported on by council coordinators. Given some coordinators indicated they did not know (some where relatively new). Thus, valid percents are reported out of 18 councils except where denoted by an (*) which indicates a denominator of 19.

There were many areas in which coordinators' self-assessments were quite conservative; indicating that even though a given area was a goal, it was not appreciably achieved. This was most evident, on average, with regard to changes within the criminal justice system (e.g., prosecution and sentencing practices), with the exception of access to orders of protection which were perceived as a more successful pursuit. Overall, coordinators reported that the effectiveness of their community's response to domestic violence was 3.2 (SD = 1.4) (on a scale from 1 = not at all effective to 6 = very effective) before the council began, compared to 4.3 (SD = 1.0) after their council's inception, reflecting a significant perceived increase ($p < .01$). While this does not establish improvement over time, it suggests that coordinators *perceive* positive rather than negative shifts or no change at all.

IV.4.j – Council Activities

Councils were engaged in a variety of collaborative activities (average = 3, SD = .8), most frequently related to sharing of information and provision of trainings, with activities around lobbying or reaching out to nonmember stakeholders being relatively less endorsed (see Table 6 below).

Table 6 Council Coordinators' Report of Council Activities (N = 20)

Type of Activities	**Mean (SD)**	**Not at all (%)**	**A little (%)**	**Somewhat (%)**	**Very Much (%)**
Discussed issues related to the community response to intimate partner violence	3.3 (.9)	5	10	40	**45**
Shared information	3.5 (.8)	5	5	30	**60**
Identified weaknesses in the systems response to IPV	3.2 (.9)	10	5	**50**	35
Provided training to improve the community response to IPV	3.4 (.9)	10	0	35	**55**
Engaged in public education efforts regarding IPV	3.1 (1.1)	15	5	35	**45**
Outreach to nonmember stakeholders to improve their response to IPV	2.1 (.9)	25	**45**	25	5

Note: Valid % is reported. Some coordinators skipped items or indicated they did not know the response.

IV.4.j.i Training Activities

Local Family Violence Coordinating Councils have conducted numerous training events throughout the State of Illinois. Based on an analysis of annual reports from 2000

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to 2006 Local FVCC offered 555 training events.[3] Over ninety of these training events specifically targeted law enforcement (92); over 100 training events targeted schools (107). Faith settings (39) and health care agencies (30) were also commonly targeted stakeholder groups. It is also important to note, however, that these training events were typically open to a wide variety of stakeholder groups. Thus, some targeted efforts likely involved other stakeholder groups and, likewise, the majority of training events were likely broadly offered to all stakeholders involved in the response to family violence.

Table 7 Number of Trainings Offered that Targeted Each Stakeholder Groups (N = 21)

Stakeholder Group	Mean Number of Trainings Targeted to	Standard Deviation	Minimum	Maximum
Law Enforcement	4.38	5.15	0	16
Schools	5.10	5.80	0	20
Faith Settings	1.86	2.63	0	10
Health Care Agencies	1.43	1.78	0	7

The total number of participants reported within annual reports across training events was 33,299. While these are not unduplicated participants, they reflect the total number of training event attendees from 2000 to 2006. Training topics were varied and included for example: school response to family violence, mandated reporting, domestic violence and the faith community, law enforcement practices (e.g., arrest procedures, order of protection enforcement, investigation), teen dating violence, substance use and family violence, faith-based response, elder abuse, internet safety (e.g., internet predators, human trafficking), cultural competence, the effects of witnessing/violence on children, men endorsing non-violence, and links between animal abuse, child abuse and domestic violence. Notably, the FVCC have organized events with many nationally known speakers, including, but not limited to: Mark Wynn (law enforcement), Sara Buel (Clinical Professor and Co-director of Domestic Violence Clinic), Lydia Walker (National trainer and author), Paul Greenwood (Elder Abuse), and Jackson Katz (gender violence prevention activist).

IV.4.k – Institutionalized Change Efforts

Annual reports also reveal a range of efforts aimed at changing policy and practice and creating new "products" or materials to support the community response to IPV. Councils reported producing at least 276 "products" related to the community response to family violence. We specifically documented a sample of these products (n = 174), including informational pamphlets (n = 42), posters (n = 2), training videos (n = 8), protocols (n = 14), information cards (n = 27), flyers (n = 3), information packets (n = 15), manuals (n = 4), and "other" products (n = 59). For example, specific products included a) manuals (guidebooks) for faith settings, b) screening tools for health care settings; c) reference lists and pocket guides (laminated check lists) for law enforcement, d) informational cards for survivors to distribute, e) informational brochures (e.g., for

[3] This likely underreports council efforts given that the first council was formed in 1990. Annual reports were reviewed from the point they became formal reporting tools in 2000. This allowed for a standardized assessment process across councils to account for their activities, but may miss some of the early effort of older councils.

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orders of protection); f) training manuals and videos, and g) prevention education materials (e.g., posters and display boards).

Councils also reported 23 specific instances in which council efforts resulted in observed changes of policy and practice. Changes in policy and practice were not specifically elicited in annual reports thus the current summary may underreport council efforts in this regard. Still, those mentioned represent a range of activities. These included, for example, reformed procedures for orders of protection (e.g., service, reporting, accessing); implementation of new protocols for elder abuse, social services, and health care response; development of new programs, including for example, a child advocacy center and a child visitation center; creation of a domestic violence unit within a law enforcement agency; implementation of required computer-based training for law enforcement; and the development of first responder programs following arrest. These efforts were not evenly distributed across councils and may also reflect variation in reporting given that citing specific examples of policy and practice change were not explicitly requested.[4] However, it is notable that members' perceptions of the degree to which councils had fostered institutionalized change on average was significant positively related to the number of policy or practice changes enacted by councils ($r = .46$, $p < .05$, $n = 21$) and the total number of products recorded in annual reports ($r = .44$, $p < .05$, $n = 21$). The number of observed changes in policy/practice was also related to the number of products reported at the trend level ($r = .40$, $p < .10$, $n = 21$).

IV.4.l – Council Outputs from Case Study Sites

As discussed in this section, councils often produce a number of products or "outputs" in the context of their work (e.g., trainings, activities, council-sponsored events). To gain an understanding of the nature and characteristics of products generated within councils, we examine council outputs within each of our three case study sites. Information in this subsection is gleaned primarily from an examination of FVCC archives (e.g., annual reports, sample products generated by councils) and supplemented with relevant information to characterize the context of each Circuit (e.g., population, income).

IV.4.l.i Circuit A: Council Outputs

Circuit A has an average population of 141,679 ranging from 18,055 to 265,303 across counties (total population = 283,358)[5]. The geographic space of the full circuit is 1,123 square miles encompassing two counties. Median income varied from county to county and ranged from \$46,974 to \$52,073. The primary industries in the area are services followed by wholesale and retail.

The Circuit A FVCC formed in the late 1990s and includes a wide variety of subcommittees including Planning, Law Enforcement, Courts, Interfaith, Health, Education and Training, and Intervention, Prevention, and Public Education. The council has conducted numerous training events throughout the circuit. Based on an analysis of

[4] Some councils may have been better at systematically recording and sharing their efforts, but given the significance of many of these accomplishments this probably reflects real variation in the institutionalized change capacity of councils.

[5] Information on population and median income was gathered from the U.S. Census Bureau (http://quickfacts.census.gov/qfd/states/17000.html)

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annual reports from 2001 to 2006, Circuit A offered a total of 47 training events. Common training targets include law enforcement (13); healthcare (7), faith settings (5) and schools (4). The total number of participants reported across the trainings was 3,891. The training topics were varied and included teen dating violence, child abuse, domestic violence training for police departments, clergy domestic violence training, DV training for dental students, and pre-school teachers domestic violence training (to name a few). For example, the Health Committee conducted seminars for third year dental students. The committee members got feedback from the faculty of the program on the seminar curriculum to generate suggestions and next steps, and, on the faculty's suggestion, included follow-up group discussion sessions and preparation for test questions on domestic violence as part of the seminar.

In addition to the trainings, the council also produced materials for various stakeholders and the community in general to enhance the response to domestic violence. The annual reports reveal that the Circuit A council produced 34 products from 2001 to 2006. Some examples of these materials or "products" are "New Parents' Resource," "A Teen's Guide to Dating Violence," "Lethality Checklist," brochures informing victims how to get orders of protection, and "RADAR and Resource Card for Health Professionals." For example, the RADAR card is a laminated, one page (front and back), card for health care professionals regarding screening patients for domestic violence. RADAR is an acronym; R = Routinely screen all patients, A = Ask direct questions, D = Document your findings, A = Assess patient's safety, R = Review options and referrals. The card has a checklist for each of the steps and examples of questions to ask patients. It also has a resources section with contact information for agencies that provide services to victims of family violence (e.g., shelters, elder abuse helpline, DCFS, etc). Another widely distributed product was the Lethality checklist, distributed primarily to law enforcement agencies. The checklist or "Lethality Assessment" is a one page, laminated document that contains general guidelines that may be used to assess the potential for a lethal attack in a domestic violence situation.

IV.4.l.ii Circuit B: Council Outputs

Circuit B has an average county population of 227,344 ranging from 88,158 to 493,735 across councils (total population = 682,032). The geographic space of the full circuit is 1,482 square miles encompassing three counties. Median income varied from county to county from $54,945 to $77,938. The primary industries in the area vary by county but some of the most prominent ones are government, services, wholesale and retail, and manufacturing.

The Circuit B FVCC formed in the early 2000s and includes a wide variety of subcommittees including Steering, Law Enforcement, Faith, Health, and Elder Abuse. The council has conducted numerous training events throughout the circuit. Based on an analysis of annual reports from 2001 to 2006, Circuit B offered a total of 32 training events. Sixteen events targeted law enforcement, ten targeted faith settings, and two targeted health care settings. The total number of participants reported across all trainings was 735 (through 2006). The training topics were varied and included "Schools Respond to Family Violence," public awareness of child abuse, Proactive DV Response for Law Enforcement, Train the Trainers for Law Enforcement Training, Faith Community Response to Family Violence, and RICP training (Regional Institute for Community Policing). For example, the "Proactive Domestic Violence Response" training for law

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enforcement was held multiple times from 2004 to 2007 (and continues to the present); during that period at least 20 trainings were offered and 314 officers were trained. Each training session was 8 hours long, but is adaptable to local agency needs. Circuit B also holds an annual Faith training. Led by their Faith committee, this training has been going on for four years. In 2008, the training was attended by over 60 stakeholders from diverse faiths. During the training, speakers shared information on how to create a ministry to respond to domestic violence in their organizations. As a result, two churches developed ministries which are still active to date.

In addition to the trainings, the council also produced materials for various stakeholders and the community in general to enhance the response to domestic violence. The annual reports reveal that the Circuit B council produced 6 products from 2001 to 2006. These included a video of interviews with children who grew up witnessing domestic violence, a uniform protocol for law enforcement, a victim's rights form, and a wallet sized card titled "Dating Tips." The dating tips card opens up and the inside has two sections titled "I have the right…" and "I have the responsibility…" (e.g., I have the right…to accept or turn down a date, without feeling guilty; and I have the responsibility… to ask for a date and accept no for an answer). In the back of the card are contacts that one access for more information.

IV.4.l.iii Circuit C: Council Outputs

Circuit C has an average county population of 27,749 ranging from only 7,819 to 37,378 across counties (total population = 166,497). The geographic space of the full circuit is 3,946 square miles encompassing six counties. Median income range for the counties was from $34,690 to $41,477 in 2007. The primary industries in the area vary by county but some of the most prominent ones are services, wholesale and retail, farming, and government.

The Circuit C FVCC formed in the early 1990s and includes a wide variety of subcommittees including Steering, Law Enforcement, Judicial, Interfaith, Helping Services, Community Education, and Child Advocacy. The council has conducted numerous training events throughout the circuit. Based on the council's annual reports, Circuit C did a total of 39 training events from 2000 to 2006. More specifically, twelve events targeted schools, seven targeted law enforcement, four targeted faith settings, and one was targeted to health care agencies. The total number of participants reported across the trainings was 1003. A few examples of topics included in the trainings were "Schools Respond to Violence," "Child Abuse Reporting," "Elder Abuse Training," "Orders of Protection," and "Mandated Reporting." Research staff observed one such council training on Elder Abuse which was part of a State Initiative and enacted locally by Circuit C. During this training, stakeholders were exposed to relevant information on elder abuse and were also sensitized to some of the perceptual and emotional challenges that come with aging. Research staff noted the potential of council trainings to allow for the dissemination of different forms of knowledge. For instance, this elder sensitivity training focused greatly on experiential knowledge, including education around what it (literally) sounds like to hear with a hearing aid, feels like to move with arthritis, and looks like to see with a visual impairment.

Another set of recent trainings sponsored by Circuit C emerged from the State Firearms Initiative. The trainings were mainly targeted to law enforcement officers and court professionals such as probation officers. In one of the trainings, the State Police

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were involved as well. To date, three trainings were sponsored in different locations in the Circuit so that they are accessible to law enforcement personnel in different geographic locations. As an example of the ongoing relationship between State and Local efforts, the presenters in the trainings included one of the IFVCC State Staff and advocates from the local council who had been trained as trainers. Over fifty law enforcement and court personnel have participated in the three trainings combined.

The council also produced materials or products for various stakeholders and the community in general to enhance the response to domestic violence. Their annual reports indicate that 26 "products" were produced from 2000 to 2006. Some examples of these materials include a booklet titled "Clergy Guidelines: Counseling Victims of Domestic Violence and Sexual Assault," an "Orders of Protection" pamphlet, a "Domestic Violence Incident Checklist," a one page (front and back) handout titled "Identifying Children who live with Violence," and flyers asking businesses to wear blue ribbons during April. The "Orders of Protection" pamphlet was targeted to the "lay person" and is written in very accessible language. It explains what an order of protection is, who is eligible for one, who the petitioner and respondent are, and what the procedures are for filing one. It also includes contact information in case people reading the pamphlet need additional help or information. The clergy guidelines booklet again is written to be easily accessible to the target stakeholder group. It has numerous sections that are outlined in the "Table of Contents": "What would You Do?," "Why Does the Victim Stay?," "Profile of a Victim of Domestic Violence," "Profile of a Batterer," "Children and Domestic Violence," "Counseling Victims of Domestic Violence," "Counseling Victims of Sexual Abuse," "Counseling the Sexual Offender," and "Promoting Non-Violence."

IV.5 – Brief Discussion

Indeed, it seems that Illinois Family Violence Coordinating Councils (FVCC) may play an important role in the local instantiation of currently known "best practices" in the community response to IPV. FVCC have mobilized thousands of individual actors and hundreds of agencies in their efforts. There are over 100 active subcommittees across 21 judicial circuits in any given year. Membership in these settings consistently includes diverse stakeholders from multiple systems. Local FVCC bring such stakeholders "to the table" to discuss local realities and capitalize on local human and material resources to affect change.

Councils' potential for an educational influence may be most obvious when considering the training capacity of councils; taken together councils offered training to over 33,000 attendees covering a broad swath of topics and often bringing premiere speakers from around the country. It seems clear that councils can play a critical educational function bringing "Domestic Violence 101" and advanced topics to their communities. This was almost uniformly true of councils – all had sponsored and organized training events. Many worked across regional boundaries to offer their training events to neighboring FVCC. Councils also mobilized their own local experts and resources to create sustainable training processes for local groups including schools, faith settings, and law enforcement. In this way, FVCC have a clear focus on enhancing the knowledge base of responders and many operated as event planning committees reaching hundreds of stakeholders in their local communities.

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Further, councils generated hundreds of "products" to enhance the community response to domestic violence (e.g., educational pamphlets, intervention checklists) and to harness the involvement of local stakeholders in the development and dissemination of such products. Councils developed products collaboratively in response to a perceived local need. Many also reported specific shifts in policy (over 20). This suggests that councils are not only playing an educational role, but actively attempting to improve the systems response through tangible resources for potential responders, community members, and survivors.

The Illinois network of councils operates at multiple levels. Having both a centralized (a single state FVCC Steering Committee and Office) and decentralized (local FVCC with considerable autonomy) they capitalize on the "best of both worlds" including locally-driven action and externally-supported efforts. The former may be particularly important when a local council lacks some of the requisite human resources (e.g., local leadership knowledgeable about current best practices and issues in the systems response to IPV) to move toward institutionalized change. In this way, the State IFCC may be able to provide direction (e.g., via their Projects and Trainings) while still allowing for a sufficient local process to encourage change.

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SECTION V

COUNCIL COLLABORATIVE CAPACITY

V.1 – Purpose

To examine councils' collaborative capacity, including the extent to which an inclusive climate is fostered, a shared mission is developed, and leadership is effective.

V.2 – Overview

Previous research on collaborative processes highlights critical areas of capacity that may be precursors to successful collaboration. These include, for example, the presence of an inclusive climate characterized by shared influence (Allen, 2006; Foster-Fishman et al., 2001), effective leadership (e.g., Butterfoss & Goodman, 1993; Foster-Fishman et al., 2001), and empowered members (Lasker & Weiss, 2003). The current section examines these areas of capacity along with perceived support from the community context given that factors external to councils may facilitate or impede their efforts (Yin & Kaftarian, 1997).

V.3 – Data Sources and Analytic Approach

The analysis for this section included simple univariate statistics. All variables are presented at the council level. That is, perceptions of members within a given council are aggregated to create a single index for each construct for a given council. Then, means are taken across councils for each construct. Thus, the resultant means presented reflect council-level variation for each construct of interest.

V. 4 – Results

V.4.a – Council Climate

Collaboration research suggests that the degree to which a council has an inclusive climate is critical to its success (Allen, 2005). An inclusive climate indicates that the voices and perspectives of all members are valued and integrated into council actions. When critical stakeholders in a collaborative effort are not heard, true collaboration cannot ensue. FVCC council members *reported a generally positive council climate* overall (Mean = 4.32, SD = .21; on a scale of 1 to 6). Members indicated that councils were characterized by features of an inclusive climate "quite a bit" on average (81% of councils rated between 4 and 4.5; 19% between 4.5 and 5; See Figure 1)

Interestingly, there was little variability across councils with regard to perceived climate. No councils were rated as very low or very high on this dimension of council functioning. This suggests general satisfaction with council climate, but perhaps also room for growth in maximizing shared decision-making (effective inclusion of all stakeholder voices), effective conflict resolution and the presence of a shared mission. All elements of an inclusive climate were similarly rated.

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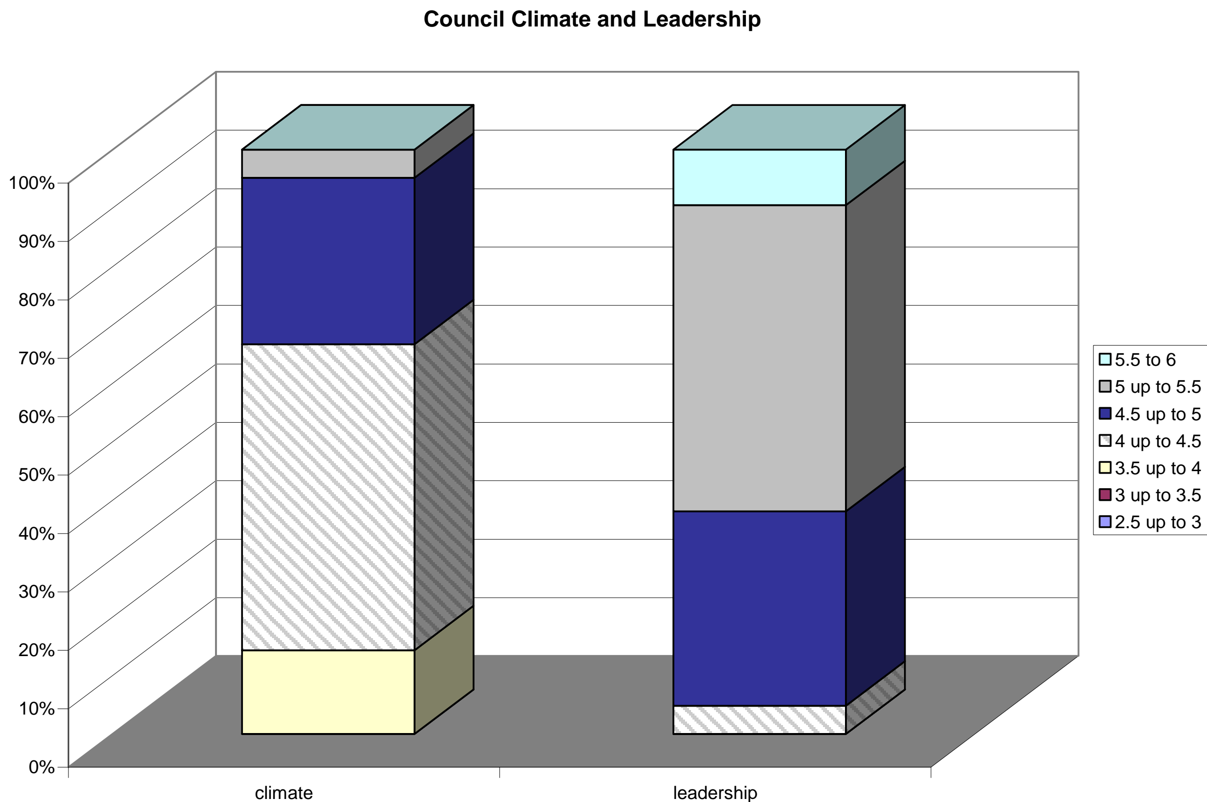
Members also indicated that councils experienced relatively little "conflict" or disagreement (Mean = 2.41, SD = .35). For the most part, councils were rated as experiencing disagreement only "a little bit" (67% of councils) or "somewhat" (27% of councils). It is important to keep in mind that overt conflict with effective resolution can lead to creative problem solving. The absence of conflict can be positive, but it can also reflect that difficult or potentially divisive issues do not come to the fore.

V.4.b – Council Leadership

Overall, council members rated council leadership as quite effective (Mean = 5.06, SD = .33; on a scale of 1 to 6); on average members agreed that various aspects of effective leadership were in place (notably, 95% of council ratings were above 4.5; See Figure 1). This is important given that leadership consistently emerges as a key component in the success of collaborative efforts (e.g., Allen, 2005; Foster-Fishman et al., 2001; Roussos & Fawcett, 2000). Importantly, perceptions of leaders were uniformly positive when considering different components of council leadership, including council chairs, committee leadership and coordinator leadership.

Figure 1 Council Climate and Leadership



V.4.c – Member Empowerment

Some collaboration researchers have theorized that councils can play an important role in empowering their members to affect change (e.g., Lasker & Weiss, 2003). Interestingly, individual council members did not rate themselves as particularly influential in fostering changes in the response to family violence as a result of council involvement. Council averages (i.e., averaged perceived empowerment across members within a council) suggest that members felt they could affect changes in policy and practice "somewhat" (81% of councils) or at best

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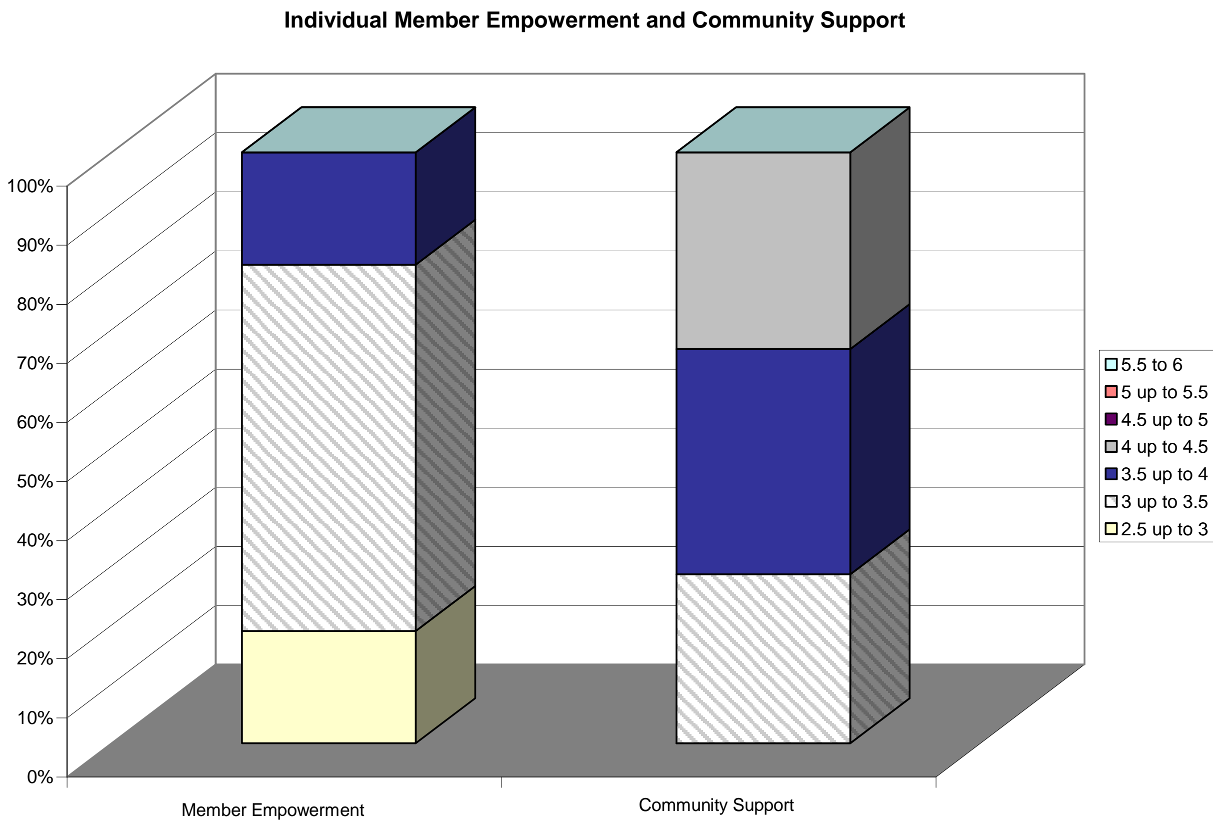
"quite a bit" (19% of councils; See Figure 2).

V.4.d – Community Support for Council

Councils operate within contexts that can constrain or facilitate their efforts (Yin & Kaftarian, 1997). Members rated the community, or external, support for council activities as moderate (Mean = 3.81, SD .41). Council members indicated support for council activities ranging from support being present "somewhat" to "quite a bit." No community was rated as providing support (e.g., champions for change; committed powerful stakeholders; adequate resources) "very much" or "to a great extent" (See Figure 2).

Figure 2 Individual Member Empowerment and Community Support



V.5 – Brief Discussion

The current study suggests that Illinois FVCC are indeed characterized by critical elements of collaborative capacity, or the ability to "set the stage" for collaborative work. Members across councils consistently reported an inclusive council climate characterized by shared power in decision making, effective conflict resolution and a shared mission, and effective leadership that balanced efficiency (e.g., being oriented to action) and process (e.g., including all voices). This is important given that previous research has consistently implicated these features of council settings as critical precursors to effective collaboration (Allen, 2005; Butterfoss, Goodman, & Wandersman, 1993; Foster-Fishman et al., 2001; Roussos & Fawcett,

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2000). In the absence of these features, council efforts could be characterized by cooptation rather than collaboration and would not be likely to advance council goals to improve the systems response to IPV.

It is impressive that these council characteristics were so consistently achieved across council settings given the disparate power bases and historical hostility among stakeholders responding to IPV – a common obstacles to collaborative relationships (Foster-Fishman, Perkins, & Davidson, 1997). The healthy council climate achieved by many FVCC may reflect that councils attract and maintain participation from those most committed to the issue of IPV thus reducing the potential for conflict. While the generally positive perception of council climate may also reflect social desirability bias in participants' responses, it is notable that they rated other aspects of their experiences less favorably (e.g., individual empowerment) thus not demonstrating a general positive bias. Further, our interviews with key informants and observations in the case study sites clearly echoed survey findings suggesting an inclusive climate was both valued, nurtured and achieved. For example, it was clear in our case study sites that the most successful councils had vocal domestic violence advocates and executive directors who were clear about the potential for collaborative efforts to improve the community response to IPV and how that could be achieved. That direct service providers may have relatively less powerful than other stakeholders (e.g., judges, prosecutors), punctuates the value of fostering an inclusive climate. This is well illustrated by Malik, Ward, and Janczewski (2008) who found that some domestic violence stakeholders involved in the Greenbook Initiative felt less powerful relative to others particularly the courts.

This health of the council climate may also reflect that an expanding array of stakeholders from a variety of systems recognize their potential role in the response to IPV and are lending their support to such efforts. Indeed, it was clear that councils had broad membership from a wide variety of systems. It is also a "built in" reality that FVCC are chaired by judges which appears to facilitate broad participation from stakeholders (see Section IX.4). However, it is also clear that such engagement from key stakeholders is not complete. On average, few councils were perceived as operating with substantial support from the community context (e.g., support from local leaders, adequate community resources), and most reported only moderate support. This is important given that some collaboration researchers have suggested that the broader environment (or factors outside of council control) may play a critical role in enhancing or constraining council efforts (Allen, Watt, & Hess, 2008; Berkowitz, 2001; Yin & Kaftarian, 1997) – a finding echoed in the current study (see Section IX).

Council leaders were also perceived quite positively. Councils have a paid coordinator hired by the local council chair. The council chair is also appointed. Thus, leadership is largely "in place" in the formation of these councils and maintained by virtue of state funding and an ongoing relationship with the Courts. This model offers two very powerful leadership assets. The first is someone who can actively convene and coordinate council activities (arranging meetings, maintaining membership, providing guidance, being an active liaison with other councils). In all volunteer councils this level of work is often difficult to sustain. Second, council chairs are powerful stakeholders in the systems response to IPV. Council influence often seems to be bolstered by the leadership of the Chief Judge (or judge appointed by the Chief Judge; see Section IX.4).

Importantly, councils vary considerably with regard to the extent to which they empower individual members as change agents. Councils may want to consider how they can bolster the ability of their membership to affect change in the response to family violence. This is

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particularly important given that councils are often influential *via* their membership (see Section IX.4). Yet, individual members may be limited in terms of the types of changes they are prepared to enact or advocate for even within their own organizations and may also lack the requisite skills and power within their organizations to facilitate desired institutionalized change. Councils could play an important role in fostering members' leadership skills, knowledge of family violence, and ability to pursue change strategies within their own organizations and communities; this might bolster the "radiating impact" of councils and foster a broad reach beyond those directly involved in or connected to FVCC activities. Indeed, Lasker and Weiss (2003) theorize that one of the primary mechanisms by which collaborative efforts facilitate desired changes is via the empowerment of their members. This may be an important growth area for councils given that the ability of members to act as change agents within their own organizations might facilitate council goals to improve the systems response to IPV. Subsequent analysis examined the extent to which each of these facets of collaborative capacity and community context were related to councils institutionalized change capacity (see Section IX).

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SECTION VI

PERCEIVED PROXIMAL AND DISTAL OUTCOMES

VI.1 – Purpose

To examine the extent to which councils have an impact on proximal outcomes, including stakeholders' knowledge and relationships and the extent to which policies and protocols employed in the community response to IPV promote victim safety and batterer accountability.

VI.2 – Overview

Research suggests that councils may be particularly well-positioned to facilitate proximal outcomes (Allen, Watt & Hess, 2008). This section details the extent to which council members report perceived shifts in the proximal outcomes of interest. Further, this section examines the interrelationships of these outcomes to examine their interdependence and mediating structures.

VI.3 – Data Sources and Analytic Approach

Perceptual data from the committee member survey were used to describe the degree to which proximal and distal outcomes were achieved as a result of the work of the council. Council outcomes were assessed according to the extent to which relationships, knowledge, institutionalized change, and distal community change were promoted. Descriptive data are presented to inform promotion of these outcomes and variability across settings. In addition, independent sample t-tests were performed to compare the perceptions of domestic violence advocates regarding the promotion of these outcomes with the perceptions of other members, as advocates represent a key stakeholder group in this study. Finally, results from hierarchical linear modeling (see Javdani, 2008) suggest particular intermediary processes and illuminate the interrelationships among council outcomes.

VI.4 – Results

VI.4.a – Descriptive Characteristics

Descriptive statistics (Table 1) suggests that perceived proximal outcomes are indeed reported by members as characteristic of council achievements. Attending to the degree to which proximal outcomes are achieved provides an important marker regarding the extent to which councils are positioned to affect longer-term change in the community response to intimate partner violence (Allen et al., 2008).

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Table 1 Mean Ratings of Perceived Outcomes

Variable	Mean Rating	SD	Minimum	Maximum
Knowledge	4.35	0.29	3.94	4.85
Relationship	4.34	0.34	3.66	5.17
Institutionalized Change	3.60	0.44	2.91	4.40
Community Change	3.90	0.41	3.06	4.81

On average, council members reported that their councils promote the achievement of proximal outcomes to a high degree (see Table 1; Figure 1). In particular, study findings suggest that *councils play an important role in the acquisition of knowledge* (M=4.35, SD=0.29; on a scale of 1 to 6) *and the formation of relationships* (M=4.34, SD=0.34) *among council members*. On average, members rated councils as fostering knowledge at least "quite a bit" (71% of councils had an average rating between 3.5 and 4.5) and for some "very much" (29% of councils had an average rating between 4.5 and 5). Similarly, on average members rated councils as facilitating relationships among stakeholders at least "quite a bit" (76% of councils had an average rating between 3.7 and 4.5) and for some "very much" (24% of councils had an average rating between 4.5 and 5.2). Councils did vary somewhat, but not greatly, regarding the degree to which they were viewed as influencing increased knowledge and improved relationships among stakeholders, and for the most part members' ratings of councils were positive.

Notably, as council impacts are conceptualized as more *distal* to the work of councils, councils are rated slightly less highly and variation across councils is somewhat greater. For example, though members also report that council efforts have helped achieve institutionalized changes in members' home organizations, they are less generous in this endorsement (M=3.60, SD=0.44; on a scale of 1 to 6). On average, members indicated councils affected changes in policy and practice within organizations that foster survivor safety and/or batterer accountability (i.e., *institutionalized change*) "somewhat" (38% of councils) or "quite a bit" (62%). Similar findings emerge regarding the degree to which councils are perceived as leading to changes in the community response to domestic violence including an educated public, increased access to resources for survivors, and increased survivor safety and batterer accountability. Most councils were rated as achieving such longer-term outcomes "quite a bit" as opposed to "very much" or "to a great extent" (86% of councils had ratings of 3.6 to 4.4). Thus, while members are reporting that such changes are occurring they tended to use the midpoint of the scale to rate the impact of councils in this domain.

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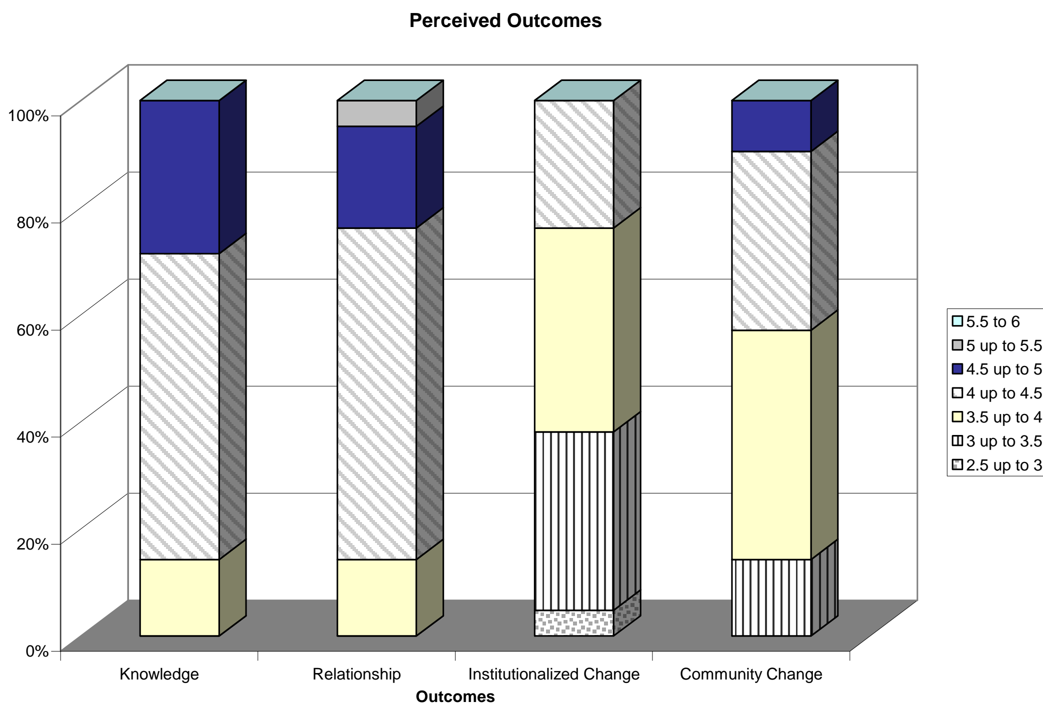
Figure 1 Perceived Outcomes



Note: All perceived outcomes were rated on a scale from 1 = not at all to 6 = to a great extent.

A comparison of means at the council level indicates that there is a significant difference between the degree to which members report the promotion of knowledge with that of institutionalized change (t=14.93, df=20, p<.01) as well as between the promotion of relationship and institutionalized change (t=11.69, df=20 p<.01). Given that institutionalized changes represent a more distal marker of intermediate goals, it is not surprising that council efforts are relatively less successful at facilitating this goal. A similar trend is found with respect to the perceived achievement of distal community change, whereby members report the promotion of distal change (M=3.90, SD=.41) to a lesser degree as compared with the promotion of knowledge (t=11.73, df=20, p<.01) and relationships (t=10.57, df=20, p<.01). Thus, on average, members were less likely to rate councils as influencing institutionalized change and distal community change (e.g., survivor safety and batterer accountability) than they were to rate them as effectively influencing knowledge and relationships. This is not surprising given that councils' ability to affect change outside of the council may become dependent on forces outside of the councils' control (e.g., the leadership of member organizations; support from community leaders; support from key stakeholders not involved in the council) and might involve complex change processes that are highly dependent on local resources and realities (see Section IX). This may also reflect differences in the stated goals of local efforts (i.e., local FVCC efforts focus to varying degrees on institutionalized change).

VI.4.b – Domestic Violence Advocates' Perceptions Compared to Other Stakeholders

Another way to gauge council effectiveness is to look specifically at the perceptions of those working most closely to domestic violence survivors – domestic violence advocates. It is notable that domestic violence advocates had slightly, but still significantly, less favorable

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assessments when compared to the council mean based on perceptions of all stakeholders (including advocates) with regard to the degree to which councils had a positive influence on institutionalized changes and community change (e.g., public education, survivor safety and batterer accountability). While all stakeholders' perceptions are important, domestic violence providers often have a more direct assessment of the "pulse" of current realities in the community response to domestic violence for survivors and their children. Importantly, domestic violence advocates and other stakeholders' ratings did not differ significantly regarding the degree to which the work of council influenced stakeholders' relationships (a trend toward a significant difference emerged regarding the degree to which councils positively influenced stakeholders' knowledge).

VI.4.c – Interrelationships and Intermediary Processes

Calculating the intraclass correlations (ICC) for the perceived proximal outcomes indicates that perceived institutionalized and perceived distal change vary significantly across councils (13% and 11% of the variance, respectively, is at the council level). A smaller percent of council-level variance was observed for perceived improvements in stakeholders' knowledge (3%) and relationships (5%), but, nonetheless, both approached a trend toward significance. See Table 2 for a summary of the intraclass correlations.

Table 2 Intraclass Correlations for Council Outcomes

Variable	Variance Between (τ^2)	Variance Within (σ^2)	ICC	p-value
Knowledge	.033	1.17	0.03	P=.077
Relationship	.049	1.29*	0.04	P=.061
Institutionalized Change	.13*	1.29*	0.09	P=.011
Community Change	.11*	1.22*	0.08	P=.013

Not surprisingly, the perceived proximal outcomes are strongly related to one another – particularly the relationship between perceived improvements in stakeholders' knowledge and relationships. Thus, in subsequent models the latter were combined into a single construct terms "social capital." See Table 3 for correlations among perceived proximal outcomes.

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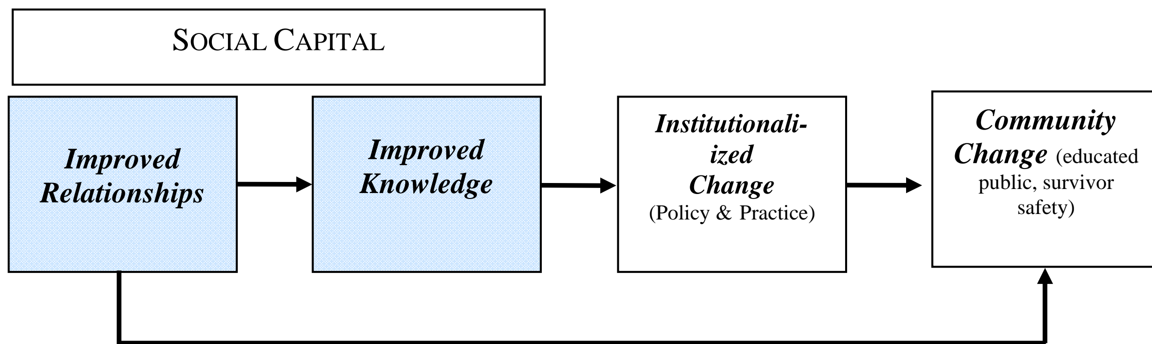
Table 3 Level I and Level II Correlations among Council Outcomes

Level I Correlations	1	2	3	4
1. Knowledge				
2. Relationship	0.9*			
3. Institutionalized Change	0.73*	0.68*		
4. Community Change	0.83*	0.79*	0.83*	
5. Social Capital	-	-	0.72*	0.83*
Level II Correlations	**1**	**2**	**3**	**4**
1. Knowledge				
2. Relationship	0.84*			
3. Institutionalized Change	0.87*	0.76*		
4. Community Change	0.93*	0.87*	0.92*	
5. Social Capital	-	-	0.85*	0.95*

*All correlations significant at p<.01, two tailed.

An analysis of these interrelationships among these perceived proximal and distal outcomes (see Javdani, 2008) indicates that stakeholder relationships are facilitated by the development of councils; as a result of intense and direct contact stakeholders become more knowledgeable about each other and the local systems response; this knowledge facilitates institutionalized change (i.e., changes in policy and practice) and ultimately desired outcomes regarding survivor safety and batterer accountability (See Figure 2).

Figure 2 Intermediary Processes



Interestingly, while improved knowledge entirely mediates the relationship between perceived shifts in stakeholders' relationship and institutionalized change, a direct relationship remains between improved stakeholder relationships and perceived changes in the community response to intimate partner violence. This suggests that in addition to the indirect pathway illustrated above, enhanced relationships may directly influence the degree to which the community response achieves the dual goals of survivor safety and batterer accountability. While the current analysis can not assert a causal link in this process, key informant interviews frequently illustrate this process by describing how by virtue of strengthened relationships specific law enforcement officers and advocates may be able to work together in new ways to respond to specific cases of abuse (see Section IX for an elaboration on these potential processes).

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Importantly, perceived institutionalized change is significantly positive related to other markers of councils institutionalized change capacity including coordinators' assessments of the degree to which their councils have affected changes in policy and practice ($r = .66$, $p < .05$, $n = 16$) and the number of policy changes reported in annual reports ($r = .46$, $p < .05$, $n = 21$) and the number of "products" produced by councils (e.g., checklists, brochures, information cards; $r = .44$, $p < .05$, $n = 21$).

VI.5 – Brief Discussion

These findings suggest that councils are poised to facilitate shifts in knowledge and relationships among stakeholders. Members across councils consistently rated councils highly on these perceived outcomes. Yet, councils vary to a greater extent regarding their perceived capacity to facilitate institutionalized change. Given the importance of "changing the text," or changing the polices and protocol that drive practice (Pence, 1999) it is critical to better understand sources of variation in institutionalized change capacity across councils (see Section IX for an analysis of council differences on this dimension). In some ways it is not surprising that councils vary more on this outcome. Enhanced knowledge and relationships – the expression of social capital – may be natural "by-products" of brining stakeholders together. This may be particularly true when a council has achieved an inclusive environment that encourages multiple perspectives and creates opportunities for members to literally "get to know one another."

As defined in classic studies from the field of sociology (e.g., see Portes, 1998), social capital refers to the benefits accrued by individuals as a result of their participation in groups or social networks, and is conceptualized as generative because gaining social capital allows for further access to resources (e.g., economic capital, institutionalized capital, cultural capital). This definition is in keeping with our use of the term in the current study, where we conceptualize the promotion of knowledge and relationships as interdependent processes that reflect growing social capital among council members at the individual and organizational levels. For instance, by coming together, council members become more knowledgeable about issues related to family violence, about their local systems response and about each other's role and responsibilities (Allen et al., 2008). At the same time, they also develop personal relationships with one another and organizational relationships that coordinate the systems response to family violence. As illustrated in this process, social capital is acquired by virtue of council membership and has a generative potential. For example, it is possible that as a result of knowing more about family violence, knowing more about other stakeholders and their associated systems (e.g., criminal justice), as well as through developing more and improved relationships with stakeholders and the organizations they represent, members are better positioned to promote institutionalized changes in their own and other's organizations. This, in turn, may result in institutional shifts that enhance survivor safety, batterer accountability and an educated public by virtue of the co-development and implementation of more effective practices. Lasker and Weiss' (2003) characterization of social capital as a critical intermediate process in the work of councils may indeed be by evidenced in these findings. Importantly, social capital is not an end unto itself, but by definition has generative potential as it yields desired systems change.

Unlike the formation of social capital – so termed here because it focuses on the dynamic and potentially generative nature of enhancing knowledge and relationships – institutionalized change often requires shifts among those (including individuals and organizations) *not* "at the table." For example, in all of our case study sites, improving the law enforcement response to

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intimate partner violence was a high priority. In one site, a protocol was created with input from domestic violence advocates, law enforcement (including front line officers and chiefs) along with other criminal justice personnel (e.g., probation officers). While this was described as intense process, it was also described as a positive one. Yet, the challenge came when this protocol would be implemented. Taking the product to the next step has proved to be challenging and an ongoing effort (see Section IX for more detail regarding this illustration). Thus, it may take one collaborative process to build sufficient relationships and knowledge so that stakeholders can engage in the joint production of a protocol. It takes another collaborative process – and one over which councils may have relatively less control (see Section IX) to pursue institutionalized change.

Thinking about how councils can be primed and encouraged to move toward institutionalized change is critical given that absent "changes in the text" local successes – based only on relationships – may be highly dependent on individual stakeholders' involvement (e.g., a highly engaged police chief or judge) and may not be sufficiently instantiated to encourage lasting change. As Pence (1999) notes "changes in the text" can bring about behavioral change. Her assertions are echoed in a recent study of health care reform in response to IPV where organizational supports for domestic violence screening (e.g., policies, protocols) was the single strongest predictor of providers engaging in routine screening (Allen et al., 2007). Thus, it is critical to examine how to foster councils' institutionalized change capacity (see Section IX) and to better understand why there is greater variability in councils' perceived capacity to achieve institutionalized change.

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SECTION VII

COUNCILS AND INTERAGENCY NETWORKS

VII.1 – Purpose

To examine the extent to which councils have an impact on distal outcomes, including coordination among agencies and/or stakeholder groups responding to IPV.

VII.2 – Overview

Social network analysis provides a visual representation of connections among a given set of "actors" (e.g., Scott, 1991). In our case "actors" are agencies positioned to respond to IPV, including criminal justice agencies (i.e., law enforcement, probation, state's attorney, courts) and domestic violence service providers (i.e., agencies providing services to survivors and agencies providing batterers' intervention). Specifically, to assess the degree and nature of information exchange among council member organizations and between council member organizations and nonmember organizations within a circuit, network analyses were conducted. An example of a social network survey is shown in Figure 1. This network survey is also called a "roster." The instructions explain what sort of network tie between agencies is being surveyed (e.g., "with which of the following agencies do you share information about …"), and then each respondent goes down the roster of agencies and indicates all other agencies to which s/he is tied (e.g., all agencies in the Circuit with which your agency shares information).

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Figure 1 Sample Matrix

	If you have **NO** knowledge of, contact with or opinions about a particular organization place a check mark in the appropriate row and go to the next organization.	**A.On average, in the last year, how often have you…** *1 = Never* *2 = Once/year* *3 = Twice/year* *4 = Monthly* *5 = Weekly* *6 = Almost Daily*			**B. To what degree has membership in the Council …** *1 = Not at all* *2 = A little* *3 = Somewhat* *4 = A lot* *7 = Don't know*				**C. Overall, what is your perception of this organization?** *1 = Strongly disagree* *2 = Disagree* *3 = Somewhat disagree* *4 = Somewhat agree* *5 = Agree* *6 = Strongly agree* *7 = Don't know*	
		Exchanged information with...	Made a referral to...	Received a referral from...	Improved your understanding of...	Improved your relationship with...	Changed policy and procedure within...	Changed the practices of...	Can be relied upon to respond adequately to cases of intimate partner violence	Is a committed partner in the FVCC collaboration.
Domestic Violence Service Provider										
Batterer's Intervention Program										
DCFS										
State Police										
Local Police Department A										
County State's Attorney Office										
County Probation Department										
County Sheriff's Office										
Circuit Court										

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VII.2.a – Network Bounding

To conduct network analysis a variety of methodological decisions must be made. The first of these is how to "bound" the network, or choose which "actors" should comprise the network roster. The current study included 21 councils organized in each of the Judicial Circuits in the state. Thus, each judicial circuit constituted a separate and unique network of organizations responding to intimate partner violence including organizations at the Circuit (i.e., courts, domestic violence shelter programs), County (sheriff's office, state's attorney) and Local (e.g., municipal police, local agencies) levels. An important consideration in network analysis is how to bound the network (i.e. which organizations to include on the network survey). For the purpose of this study, in a given Circuit all domestic violence programs (DV), batterer's intervention programs (BI), courts (C), probation departments (P), sheriff's offices (LE), State's Attorneys (SA), and police departments (LE) were included. [1] It is important to note that in each Circuit, not all relevant agencies were current council members or affiliates. Thus, the network list (or roster) used to survey potential affiliates within each Circuit was formed in a two-stage process. First, all relevant agencies that were included in councils' membership lists were included on the survey roster. Second, any agencies not included as council affiliates, but that played a role in the criminal justice response to intimate partner violence were added (e.g., circuit clerk, states attorney). Resultant network survey rosters included all agencies that could be involved in a coordinated response to intimate partner violence, some of which were members and some of which had no council affiliation (i.e., non-members). Even though only committee member agencies were asked to respond to the survey, the inclusion of both member and non-member agencies' names on the network roster was useful given the aim was to assess member organizations' connections with one another *and* with non-member agencies within their Circuit networks. This allowed us to begin to establish patterns of interaction among the full network of responders and to examine their exchange of information and referrals in light of council membership.

VII.3 – Data Sources and Analytic Approach

VII.3.a – Data Collection

Members were surveyed regarding their contact with all of the agencies identified as part of the network. Specifically, respondents were asked to report three different types of network ties, including how often they: exchanged information with each organization in their Circuit's network list, made a referral to each organization, and received a referral from each organization (using a six-point Likert-type scale; 1 = never, 6 = daily; these value were recoded from 0 to 5

[1]For circuits that were large and had numerous police departments, a random sample of departments was included in its network roster. This was important because we wanted to ensure that at least one city police department was included in the network list for each county in a judicial circuit. Therefore, we compiled a list of all city police departments for each county of each circuit (via http://www.usacops.com/il/). For each county, we used a random number generator to pick one random city police department that was not part of council membership. In most cases, this resulted in adding as many random police departments as there were counties in a Circuit. However, there were 5 circuits for which fewer random police departments were included. In all of these cases, every police department in a given county was already part of their membership, and there was no pool from which to random sample (in that particular county). These circuits had fewer randomly selected police departments than there were counties. Using random sampling in this fashion was critical given that some network lists would be unduly large if all non-member municipal law enforcement agencies were included.

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for all subsequent network analyses). Respondents also had the option of checking a "no contact" box for each organization. Each organization was listed in a separate row on the survey, and respondents considered the full set of ties for each organization listed in the network roster. The membership status of organizations was not indicated in the roster. The overall response rate for member agencies represented in the network was 40 percent, ranging from less than 1 percent to 93%. Excluding two outlier Circuits with a very low response rate the overall rate was 49%. If a respondent had checked the "no contact" box for an organization, all three types of network ties (exchange information, referral to, and referral from) were coded as "never."

VII.3.b – Procedures

VII.3.b.i Social Network Matrices and the Calculation of Density

Responses regarding the exchange of information across agencies were used to calculate a *network density* for each Circuit. Specifically, network density is a measure of how integrated or connected a network is (e.g., how dense is the information exchange amongst all the agencies?). The density of a network is defined as the proportion of ties (e.g., frequency of information exchanged) present in the network relative to the number of possible ties in a network (Koehly & Shivy, 1998).[2] Network tie data were gathered at the level of individual council members, who responded as representatives of their respective agencies. To form a network matrix at the organizational level, the individual member-level database was aggregated to the organizational level. If a single organization had more than one respondent, then the mean score of multiple respondents' scores within that organization was used to compute one score for the whole organization. In the aggregate network matrix, a row was included for each organization on the survey roster, including organizations from which we did not receive a survey response.

VII.3.c – Analyses

UCINET software was used for all social network analyses. The exchange information aggregate network matrix for each circuit was uploaded to UCINET. Exchange of information was utilized to generate a comparable density parameter given the nature of the Circuit networks. Organizations from one county may not have reason to make referrals to organizations in another county within the Circuit, but given that councils are developed within Judicial Circuits and often involve circuit-wide organizational structures, agencies might be positioned to exchange information with one another across county lines. Thus, the ties established by the *exchange of information* network seemed more inclusive across counties (compared to the ties for referral network, which might make more sense to consider only within a given county, omitting cross-county ties). Importantly, density in the current study refers to density of member organizations' reported exchange of information with all other agencies in the network – including member and nonmember agencies. We have *no information* about the density of ties among nonmember agencies (nonmembers were not surveyed), but rather how densely linked member agencies are to all others within the network, including member ties to both members and nonmembers.

Given that social network analysis software requires a complete matrix (i.e., a perfect square matrix of actors X actors), missing data were replaced with 0s ("no tie"). This assumes no contact between a given non-responding organization (member or nonmember) and all others. However, in subsequent steps we used *unconfirmed* ties (i.e., where contact between two agencies is established if either one reports a connection; so if a survey respondent indicated

[2] It is calculated by taking the present number of ties in the network and dividing it by all possible ties.

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having a tie with a survey nonrespondent, then we took the respondent's word that a tie existed). By using unconfirmed ties, we were able to establish ties involving agencies for whom no one responded but *about* whom other agencies responded (i.e., a domestic violence shelter program may indicate contact with a given law enforcement agency even though no one responded from the law enforcement agency). Thus, exchanges were indicated based on either organization in a given dyad indicating they had contact.[3] Thus, in situations where no data were available contact could be established based on the report of only one organization within a given dyad.

To calculate unconfirmed ties, the matrix was made symmetric using the maximum of the two data points generated by any two organizations within the network. The matrix was also made dichotomous so that ties indicating at least monthly contact received a "1" and ties occurring less than monthly (e.g., "twice a year;" "yearly;" or "never") received a 0. Thus, the resultant measure of density (described further below) was based on a more intensive level of contact rather than more incidental contact (once/year).

As mentioned above, before we could proceed to calculate density, we had to make an important assumption regarding missing data. Specifically, in cases where neither organization provided data for a given dyad, missing data was replaced with 0s. This assumes no contact between non-responding organizations. See Figure 2 for an illustration.

Figure 2 Sample Matrix with Assumed Missing Values

Members/Respondents					NonMembers/NonRespondents					
-	1	0	1	1	1	0	0	1	1	Members
1	-	1	1	1	0	0	0	1	1	
0	1	-	1	0	1	0	1	0	1	
1	1	1	-	0	0	0	0	1	1	
1	1	0	0	-	1	1	1	0	0	
1	0	1	0	1	-	0	0	0	0	NonMembers
0	0	0	0	1	0	-	0	0	0	
0	0	1	0	1	0	0	-	0	0	
1	1	0	1	0	0	0	0	-	0	
1	1	1	1	0	0	0	0	0	-	

The darker grey text (upper left quadrant) represents the agencies from which we have respondents; for these agencies' ties are generated if either agency had indicated contact with another in a given dyad. The bottom left and top right quadrants in white are the ties we can generate based on the unconfirmed ties of respondents (respondents' ties to nonrespondents). However, the light blue/grey box represents those ties we must *assume* are zero (i.e., no contact) because we have no information with which to make judgments about information exchange (nonrespondents to nonrespondents).[4] This biases our overall density estimate because zeros are

[3] For example, person 1 from Organization A reports exchange of information with Organization B. However, person 2 from Organization B indicates no contact with Organization A. To reflect the most comprehensive exchange of information between Organization A and B, one has to consider person 1's unconfirmed tie. This is a common approach when key informants are utilized to establish ties between agencies (see Foster-Fishman et al., 2001 for an application of this approach).

[4] Recall that nonmember agencies were not surveyed. This would have involved identifying unknown key informants in hundreds of agencies (there were 619 member organizations and 382 nonmember organizations across

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added to the denominator of the density measure (the number of possible ties that could exist in a square matrix), but the numerator remains the same size (the number of actually observed ties). It is possible to correct for this bias, but the challenge is that the size of the light blue/grey box in Figure 2 is a function of both: (a) the proportion of a given network that are members (versus nonmembers) *and* (b) the response rate of members surveyed. Arguably, both of these factors are meaningfully related to the overall density one might expect within a network (i.e., networks who have engaged more member agencies are likely to be more connected; councils with a higher response rates are likely to have more rigorous and committed participation and more interagency contact). Thus, mathematically "removing" this quadrant (of varying sizes) from the density estimate also results in imperfect density estimates. See Table 1 for a summary of network characteristics regarding the total number of agencies in the network roster, the total number of member agencies, and the member response rates.

Table 1 Network Characteristics for 21 Circuits (Ordered by Overall Network Size)

Total # of Organizations in Network	Number of MEMBER Organizations	Number of NON-MEMBER Organizations	Percent of MEMBER Organizations that Responded
23	21	2	33.33
24	17	7	70.6
24	14	10	92.6
24	18	6	38.9
26	23	3	60.9
27	11	16	45.5
35	19	16	57.9
41	22	19	45.5
42	5	37	60
42	35	7	14.3
43	20	23	65
45	31	14	48.4
49	40	9	40
51	33	18	39.4
62	53	9	28.3
63	21	42	42.9
71	63	8	4.8
72	45	27	0.04
73	50	23	54
75	19	56	63.2
89	59	30	42.4

council networks) and was beyond the scope of this statewide effort. Future research focusing on a smaller number of communities can examine this; however, calculating density as a useful parameter for cross -site comparisons becomes less meaningful as a smaller number of circuit councils is engaged.

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VII.4 – Results

VII.4.a – Density

To proceed cautiously given the above assumptions, we calculated density and examined factors related to density using the following steps. First, we calculated density for members only using the symmetric, dichotomous matrix including member agencies (i.e., considering only the dark gray box in Figure 2). This is essentially our observed density as driven by member ties with other members. Second, we computed an overall density for members with all other agencies in the network roster (the entire box in Figure 2, including dark gray, light blue/grey, and white areas). We call these two density measures "members only density" and "overall density," respectively

Density was computed for all 21 circuits based on the exchange of information matrix (both "members only density" and "overall density"). To further reduce potential bias in the "overall density" measure introduced by missing data from non-responding agencies, the density analysis was computed for the *main component* of each matrix (i.e., the connected network). That is, the main component calculation excluded all organizations that did not have any reported ties (i.e. all isolates, or agencies for which there are no ties, were excluded from the "overall density" calculation).

Calculating density across organizations provided a comparable parameter regarding the degree to which member agencies were interconnected within a Circuit. Specifically, density is an index of how strongly the organizations responding to intimate partner violence were integrated or connected to one another via the exchange of information. Indeed, there was considerable variability across councils regarding how connected their response networks were. For "members only" density, the proportion of ties/density in circuits varied from only 1% to 54% with a mean of 21% (SD = 13%). For "overall density" (of the main component, or connected network), the proportion of ties/density in circuits varied from 6% to 46% with a mean of 18% (SD = 11%). Importantly, the response rate for a given council network is correlated with the overall density of the network ($r = .41$, $p < .05$, one-tailed). In our interpretation, the relationship between network density and network member response rate is likely not epiphenomenal. That is, the same underlying process of *participation in the council* influences both council membership and being a survey respondent. It is likely that councils with higher response rates also had greater organizational representation not only regarding survey completion, but in council activities as well. Given this potential confound (i.e., the density measure captures both the proportion of possible network ties, and also the response rate), for all correlations between density and other variables of interest we statistically controlled for the influence of member response rate within the network.

Creating a comparable density parameter across settings allowed for the examination of the degree to which proximal outcomes, including enhanced stakeholder relationships and knowledge and institutionalized change were related to the degree of connectivity among agencies positioned to respond to intimate partner violence. Indeed, there is evidence that all three perceived proximal outcomes were positively related to the density of information exchange networks. When considering *member only* density the following correlations emerged: improved relationship among stakeholders ($r = .27$, $p = .12$, one-tailed); improved stakeholder knowledge ($r = .28$, $p = .11$, one-tailed); and improved institutionalized change (.19, $p = .21$, one-tailed). Note that the relationship between *member only* density and perceived improvements in relationships and knowledge demonstrated a trend toward significance. It is important to

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consider the size of the relationship and interpret trends given the small sample size. This pattern of relationships was largely maintained when controlling for member organization network response rate: improved stakeholder relationships ($r = .26$, $p = .14$, one-tailed, $df = 18$); improved stakeholder knowledge ($r = .25$, $p = .14$, one-tailed, $df = 18$); and institutionalized change ($r = .19$, $p = .21$, one-tailed, $df = 18$). This indicates the *member only* density has relationships that are positive, but not always significant with perceived proximal outcomes. Still, this first set of findings indicates that density may "matter" when exploring the extent to which councils achieve proximal outcomes. This assertion is further supported when considering *overall density*.

Specifically, the relationships between *overall density* (main component) and perceived proximal outcomes are more robust (at least at the trend level): improved relationship among stakeholders ($r = .35$, $p < .10$, one-tailed); improved stakeholder knowledge ($r = .47$, $p < .05$, one-tailed); and institutionalized change (.37, $p = .05$, one-tailed). These relationships were largely maintained even controlling for member organization network response rate: improved stakeholder relationships ($r = .31$, $p < .10$, one-tailed, $df = 18$); improved stakeholder knowledge ($r = .43$, $p < .05$, one-tailed, $df = 18$); and institutionalized change (.35, $p < .10$, one-tailed, $df = .18$).

Importantly, while density was a significant correlate of these proximal outcomes, member network response rate was not. This latter set of findings indicates that councils with more dense social networks overall were rated on average as more effective at a) enhancing relationships, b) enhancing knowledge among stakeholders, and c) fostering institutionalized change. This may suggest that the proximal outcomes of interest in this study (knowledge, relationships and institutionalized change) are related to the degree of network coordinated activity among agencies responding to intimate partner violence. However, this set of relationships is more robust when considering network density *overall* rather than *member only* density. Thus, this may indicate that it is not the density of connections among member agencies only that matters – but also ties between member agencies and other (nonmember) agencies in the network – that covaries with councils' perceived ability to achieve desired change.

VII.4b – Network Pictures and Case Study Comparisons

To more closely examine the networks in our three case study sites, a series of network representations was generated using Netdraw software. Netdraw creates a pictorial representation of the network and allows one to define various features of organizations within a network. In Figure 2, color indicates whether an agency is a member or non-member (gray = member; white = non-member); size indicates whether an agency had a member that responded to the network matrix (larger = respondent; smaller = non-respondent).

Our three case study sites all had above average response rates (Circuit A network response rate = 71%; B network response rate = 63%; and C network response rate = 58%). Yet, the circuits varied considerably regarding their respective network density (Circuit A = 46%; B = 6% and C = 17%). This is not surprising given they also varied in size (Circuit A included 2 counties; B included 3 counties and C included 6 counties). When examining the patterns of exchange of information across all three sites, we consistently observed that member agencies were more central and connected to one another than to non-member agencies. Even among members, those agencies that responded were more central and connected than non-respondent agencies; this reflects in part that agencies who were non-respondents could not report their ties to others; thus, these network representations would not account for a situation in which two non-responding agencies had contact with one another. Still, consistent with this visual representation, members consistently reported greater exchange of information ($t = 18.758$, p

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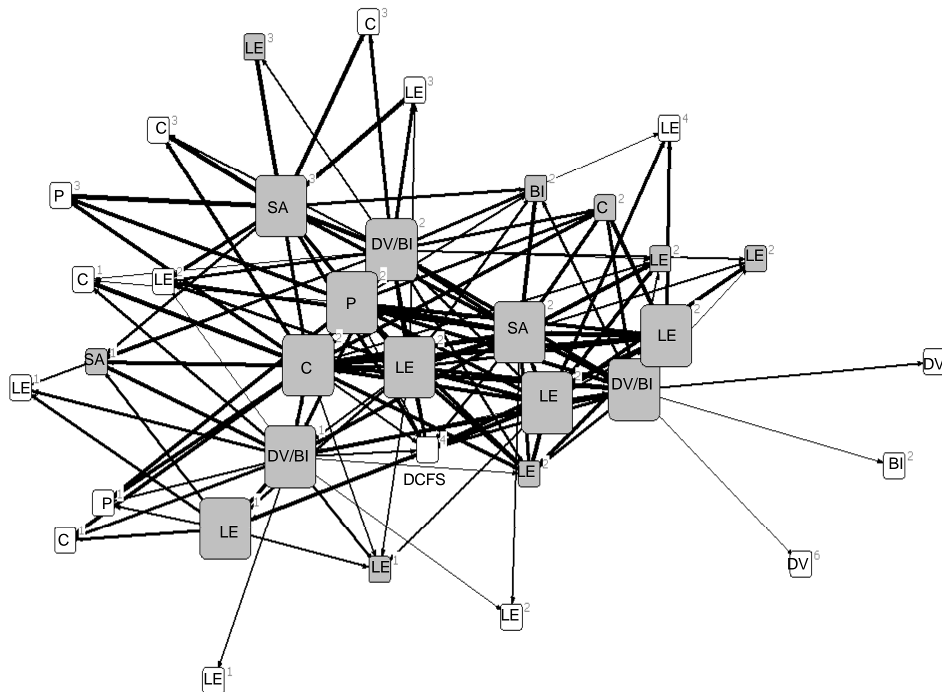
<0.000), as well as referrals to and referrals from member agencies ($t = 14.880$, $p<0.000$; $t=12.875$, $p<0.000$) when compared to nonmember agencies (see Table 2 for a summary of perceived differences of member and nonmember agencies).[5] See Figure 3 for a visual representation of the exchange of information in Circuit B. In Figure 3, lines indicate linkages based on the exchange of information. Gray boxes are member agencies and white boxes are non-member agencies. Each agency type is denoted with letters (e.g., LE = Law Enforcement; see the “note” below the figure for the agency key). The figure illustrates members as more central in the network and non-members as more peripheral.

Figure 3 Circuit B: Exchange of Information Network by Council Membership



Note: Larger Rounded Squares = Respondents; Smaller Squares = Non-Respondents; Gray = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State’s Attorney; BI = Batterer’s Intervention; C = Courts; DCFS = Department of Children and Family Services.

Participants were also asked to indicate the degree to which the council had influenced a) their understanding of, b) their relationship with, c) the policies within, and d) the practices within each organization in their circuit network. As illustrated in Table 2, members consistently reported greater council influence on their understanding of ($t = 10.690$, $p<0.000$) and relationships with ($t = 11.789$, $p<0.000$) member versus non-member organizations. These findings were echoed in the visual representations of networks. Using networks generated based on exchange of information ties, additional detail regarding perceived council influence on

[5] This comparison and all others that follow were based on paired samples t-tests where members’ perceptions of other member agencies were compared to their perceptions of non-member agencies. These differences were all significant at a higher threshold (using Bonferroni’s correction) and differences reported herein held at both the member (perceived differences across all members) and council levels (average perceived differences across councils).

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Table 2 Perceived Differences in Contacts and Perceptions between Member and Nonmember Organizations

Variable		Mean	Standard deviation	*T*	*df*	*p*
Exchanged information with (1 to 6)	Member	2.0254	0.81072	18.758	623	0.000*
	Non-member	1.5513	0.69755			
Gave referral to (1 to 6)	Member	1.6923	0.71510	14.880	619	0.000*
	Non-member	1.3929	0.61779			
Received referral from (1 to 6)	Member	1.5877	0.72355	12.875	619	0.000*
	Non-member	1.3388	0.59574			
Council influence on understanding (1 to 4)	Member	2.2283	0.82529	10.690	497	0.000*
	Non-member	1.8715	0.91349			
Council influence on relationship (1 to 4)	Member	2.1851	0.85492	11.789	490	0.000*
	Non-member	1.7849	0.90408			
Council influence on shifts in policy (1 to 4)	Member	1.6270	0.74388	6.839	417	0.000*
	Non-member	1.4288	0.73916			
Council influence on shifts in practices (1 to 4)	Member	1.6022	0.72749	6.282	408	0.000*
	Non-member	1.4217	0.73937			
Adequate response to domestic violence (1 to 6)	Member	4.9486	0.85968	5.087	457	0.000*
	Non-member	4.7074	1.15480			

*$p < .006$, Bonferroni corrected p-value; Mean on a scale of 1 to 6.

understanding, relationships, policy and practice was added (each of these pictures is described in turn). We attempt to depict these trends in Figure 4. In Figure 4, the *size* of the rounded square now indicates the degree to which understanding was positively influenced as a result of council activities (larger square = greater understanding). Notably, in all three Circuits respondents indicated that involvement in the council positively influenced their understanding of a) domestic violence programs, in particular, and b) to varied degrees criminal justice agencies more central in the network (in comparison to those less connected and on the periphery), including the courts, probation, states' attorneys, as well as batterers' intervention. This pattern appears to be echoed in the network picture in Figure 4, where more central and integrated agencies report having greater understanding (larger squares) than do more peripheral agencies in the network. Similar patterns are evident regarding the degree to which relationships were improved as a

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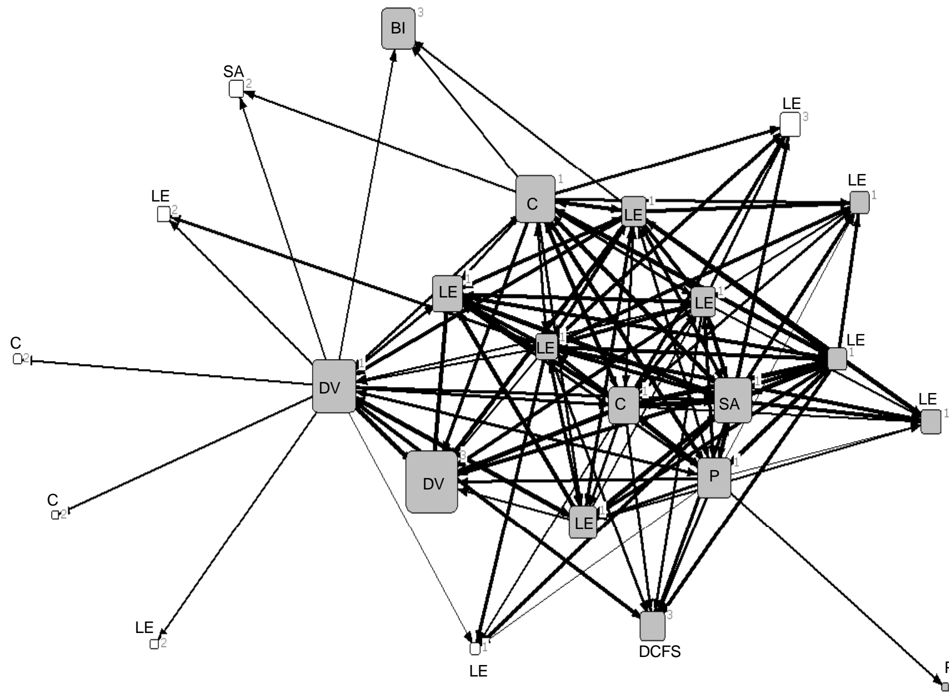
result of council efforts. Similar to improvements in understanding, the greatest improvements in relationships were indicated regarding improved relationships with shelter programs.

Figure 4 Circuit A: Council Influence on Understanding of Agencies



Larger Sized Rounded Squares = greater perceived council influence on understanding; Gray = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

Respondents' perceptions of the degree to which the council has influenced shifts in policies and practices among agencies were added visually to the exchange of information networks. Overall, respondents consistently indicated that councils were more likely to influence shifts in policy ($t = 6.839$, $p<0.000$) and practice ($t = 6.282$, $p<0.000$) in member agencies than they were in non-member organizations (see Table 2). Given that the patterns of councils' perceived influence on policy and practice were quite similar, for the sake of simplicity, only visual representations of shifts in *policy* are illustrated here (Figure 5). The visual representation suggests that across the case study sites, the organizations in the center (i.e., the most integrated and connected to one another) were perceived as having greater shifts in policy than organizations on the periphery (those less densely integrated into the network). Importantly, a variety of criminal justice agencies were rated by other agencies (a reputational peer-report) as having shifted policy as a result of council efforts. For example, in both Circuits A and B, the greatest shifts in policy were indicated in the courts, state's attorney, probation and law enforcement agencies (roughly in that order), which are in the center of the network. See Figure 5 for an illustration of Circuit A.

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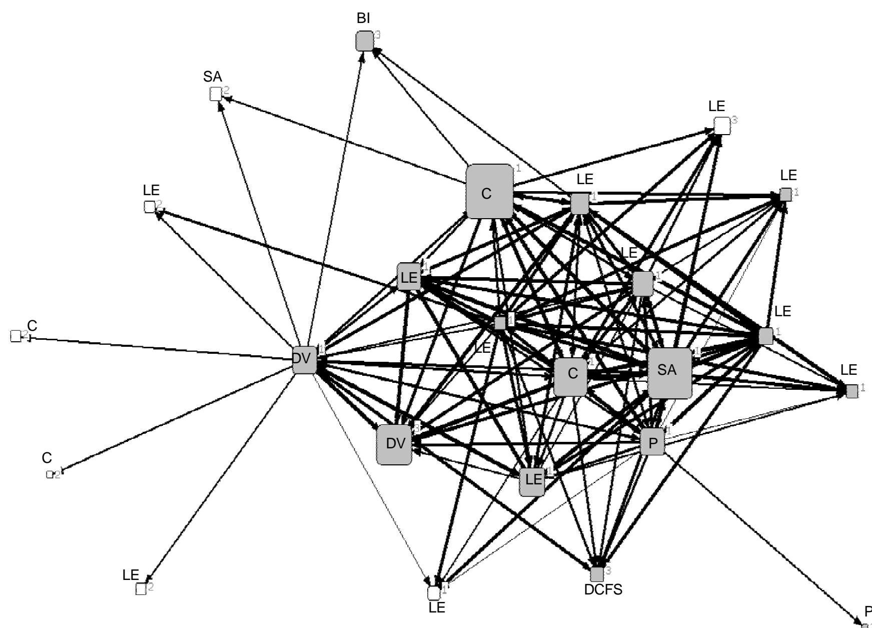
Figure 5: Circuit A: Council Influence on Policy within Agencies



Note: Larger Sized Rounded Squares = greater perceived council influence on policy; Grey = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

For Circuit C, a different pattern is evident (see Figure 6). In Circuit C, it is actually one of the domestic violence programs that is strongly identified as having shifted policy appreciably as a result of council efforts. While some law enforcement agencies are also perceived as having shifted polices in Circuit C, there is little perceived shift among states' attorneys and most law enforcement – even those who are members and central in the network. Still, perceived shifts in policy were greater for those central in the network when compared to those on the periphery. Notably, in all three Circuits there is virtually no perceived council influence on the policies of DCFS.

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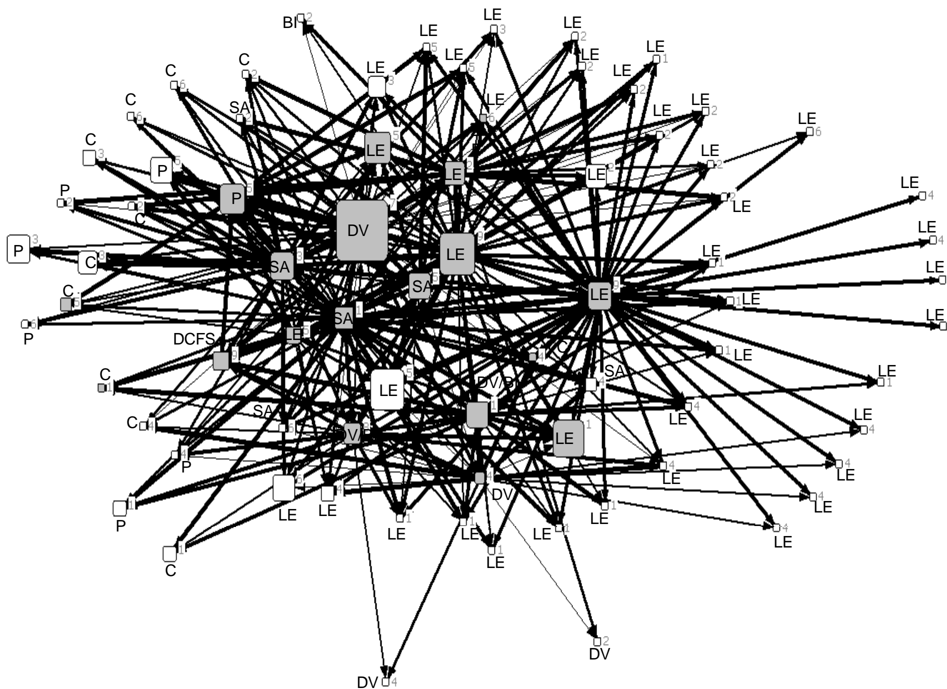
Figure 6 Circuit C: Council Influence on Policy within Agencies



Note: Larger Sized Rounded Squares = greater perceived council influence on policy; Grey = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

Importantly, looking at perceived shifts in policy as a result of council efforts can not account for instances in which no change was needed or desired. Fortunately, respondents were also asked to rate the degree to which each organization in the matrix had an adequate response to intimate partner violence. To better understand council impact on agencies' practices (i.e., where they perceived ongoing need for change, but where councils were not yet influential), we constructed a visual representation including the degree to which agencies were viewed as effective responders (circles denote the lowest perceived quality of response ratings; squares denote middle ratings; diamonds denote highest ratings) along with the degree to which practice had shifted as a result of council efforts (larger sizes indicate greater perceived influence on practice). See Figures 7, 8 and 9 for the response by practice network for Circuits A, B, and C, respectively.

Notably, consistent with perceived shifts in policy, organizations with the greatest shifts in practice as a result of council activities (diamonds and squares) were central in the network. Similar to earlier observations regarding shifts in practice, many of the most appreciable perceived shifts were in criminal justice agencies. In all three sites, many agencies are still noted as having "room for improvement" (think of circles as a moderate endorsement of a fair response with the most room for improvement; squares as indicating a decent response, but not yet

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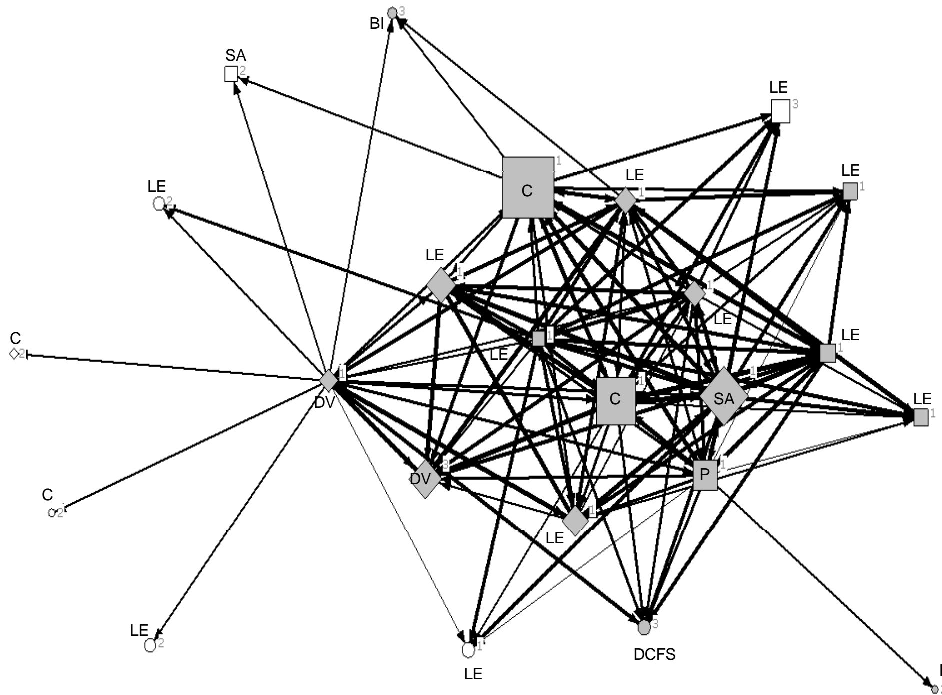
Figure 7 Circuit A: Response by Council Influence on Practice



Note: Gray = Member; White = Non-member; Size = Degree of council influence on practice; Shapes: Circle = Lowest Perceived Response; Square = Medium Perceived Response Quality; Diamond = Highest Perceived Response Quality. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

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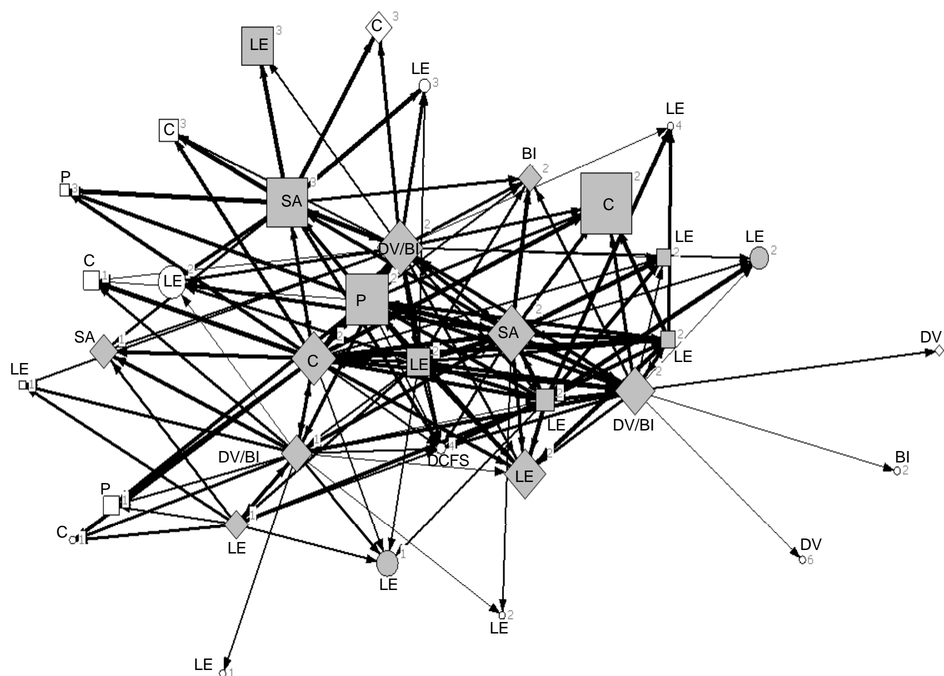
Figure 8 Circuit B: Response by Council Influence on Practice



Note: Gray = Member; White = Non-member; Size = Degree of council influence on practice; Shapes: Circle = Lowest Perceived Response; Square = Medium Perceived Response Quality; Diamond = Highest Perceived Response Quality. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

outstanding; and diamonds as quite positive, but still not a perfect "6"). Again, Circuit C (see Figure 9) displays relatively fewer agencies deemed as having an outstanding response, but does boast a number of law enforcement agencies with some perceived council influence on practice and strong responses to intimate partner violence. Relative to Circuits A and B, Circuit C demonstrates a poorer perceived response among states' attorneys and the courts and relatively little council influence in on practice in these settings. Again, DCFS is viewed unfavorably in terms of the quality of their response and as not particularly influenced by council efforts (a perception echoed in survivor focus groups; see Section X).

Consistent with previous patterns, agencies more peripheral to the network were generally viewed as having a less adequate response, were less likely to be council member organizations and were less likely to be rated as being impacted by council activities. Taken together, these findings suggest that councils may indeed be positioned to influence the practice and policy of member organizations, but may have more limited impact when agencies are not directly engaged in council activities. Yet, this might also reflect that councils are made up of agencies *already* more connected to and positively regarded by one another. While this causal relationship cannot be disentangled in the current study, these findings might also suggest that councils are somewhat less well-positioned to engage and influence non-members.

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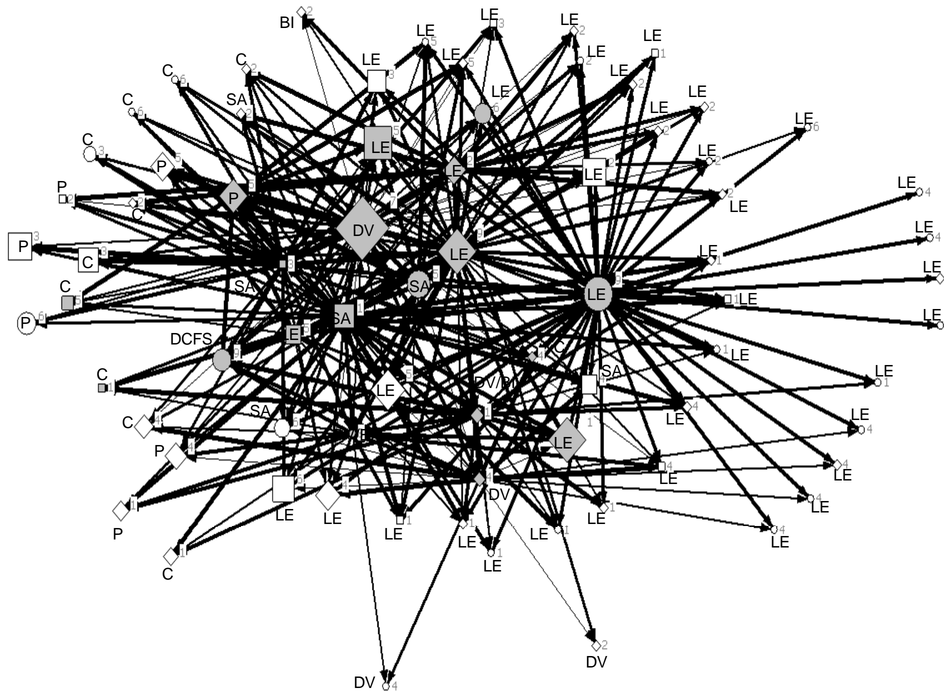
Figure 9 Circuit C: Response by Council Influence on Practice



Note: Gray = Member; White = Non-member; Size = Degree of council influence on practice; Shapes: Circle = Lowest Perceived Response; Square = Medium Perceived Response Quality; Diamond = Highest Perceived Response Quality. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

VII.5 – Brief Discussion

Examining the social networks with individual Circuits allows us to better understand the nature of connection among agencies, the role of councils in actively fostering the exchange of information among members and the ways in which council efforts may influence (or fail to influence) specific stakeholder groups. While the current study extends previous research using social network analysis to study collaborative efforts by examining networks across multiple sites, it is important to keep in mind that these visual representations are not based on input from *all* agencies in the network. Thus, these findings are based on the unique vantage point of council involved stakeholders (i.e., members). Still, given the central role councils often play in examining and identifying weaknesses in the current response, these members are likely well-positioned to make such assessments about their contact with and perceptions of both member and non-member agencies within their circuit network.[6]

Importantly, examining social networks suggests that circuits vary considerably regarding the degree to which they have created dense information exchange networks and that this variation is significantly related to the extent to which they have enhanced perceived shifts in stakeholder knowledge, relationships and institutionalized change. This suggests that these outcomes are more likely to emerge in densely connected circuits or that as these outcomes are achieved circuits networks reflect greater density.

[6] Notably, respondents only make ratings of organizations with which they have contact with or knowledge of. Thus, random assessments of organizations not known to a given respondent are not provided.

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Further, it is clear that members are more connected to one another than they are to nonmember agencies. This provides another source of information regarding the role councils may play in fostering broad networks of information exchange among members. This is consistent with previous research on human service councils that showed that council member agencies were more linked with one another than they were with nonmember agencies (Foster-Fishman, Salem, Allen, & Fahrbach, 2001). This finding was consistent across case study sites in the current study and suggests that councils may provide a critical venue for information sharing and echoes study observations of council meetings and interviews with key informants.

This study also demonstrates that council member agencies were also more likely to make referrals to and receive referrals from other member agencies than they were with nonmember agencies. Considering the emphasis on engaging in coordinated action – including mutual referrals as appropriate – this suggests that councils may facilitate these connections; this may also indicate that those more engaged in referral networks are also more likely to engage in council efforts. Considering either interpretation, it is important to recognize that the benefits of council membership seem to be accrued to members rather than non-members; this may be indicative of councils having a more limited capacity to affect change among those not directly involved in council efforts. This was also true regarding the degree to which councils promoted improved relationships and understanding of and changes in policy and practice within specific network organizations according to members. This may reflect important limitations in councils' sphere of influence (see Section IX for an analysis of those factors explaining differences in councils' institutionalized change capacity).

Future research employing social network analysis would be served by sampling both member and nonmember respondents within a smaller number of communities; the statewide scope of the current study made this impossible. However, such an approach would provide an opportunity to more closely examine the local realities while understanding a specific network from the perspective of both those directly engaged in council efforts and those who are not involved. Future research with data from multiple sites can also attempt to discern what accounts for variation in density across sites – which the current study suggests is considerable.

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SECTION VIII

COUNCIL IMPACT ON DISTAL MARKERS OF SYSTEMS CHANGE

VIII.1 – Purpose

To examine the extent to which councils have an impact on distal outcomes as indexed by changes in the systems response to IPV, including order of protection rates, arrest rates, and referral rates to shelter programs

VIII.2 – Overview

Examining members' perceptions of council climate and proximal outcomes provides one critical source of information regarding the types of outcomes are positioned to achieve (Allen, 2005; 2006; Allen, Watt & Hess, 2008). Yet, it is also critical to examine whether the formation of councils has an impact on distal systems change markers, particularly when we are trying to examine the institutionalized change potential of councils. Given that the mission of the IFVCC includes systems change and that a wide variety of activities have targeted systems change outcomes, the current study assessed evidence for change over time in a series of systems change markers. Specifically, the current study examined the extent to which distal changes were evident *as a result* of council formation and development. To this end, three sources of longitudinal, archival data were examined: return rates for orders of protection (i.e., the ratio of emergency orders that become plenary orders, or "return rates"; arrest rates; and referrals rates from criminal and civil justice agencies and the DCFS (child protective services to local shelter programs). Examining this data provided a *natural* quasi-experimental design as the information provided included data points prior to council formation ("pre" formation data points for the majority of councils) and following council formation ("post" formation data points). The description that follows describes our analysis of each of these outcomes in turn beginning with whether the formation of councils had a discernable influence on the rate of emergency orders of protection moving to a plenary order of protection.

VIII.3 – Data Sources and Analytic Approach

VIII.3.a – Orders of Protection

For many councils (74% according to council coordinators), an explicit council goal was to improve the judicial response to domestic violence. One marker of this improvement is the rate of emergency orders moving to plenary orders of protection given that it reflects both accessibility of orders of protection and also a scaffold of support for survivors who wish to pursue a plenary order following an emergency order. In this system, the plenary order is viewed as particularly important because it is a longer order and has the potential to provide a protection resource to the survivor for a longer period of time. The specific concern in this system was that women may be able to successfully pursue an emergency order, but may not be supported adequately by the system to move that order from emergency to plenary. Thus, examining "return rates" provides one indicator of greater systems responsiveness and perhaps interagency

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coordination (e.g., ideally, referrals are made from the courts to local domestic violence programs to facilitate the pursuit of orders and secure legal advocacy).

This was also a particularly useful set of archival data given that the unit of analysis was perfectly "mapped" onto the unit of analysis of councils organized by judicial circuits.[1] Using judicial reports of emergency and plenary orders of protection for 15 years (1990-2005), this project examines: (a) *if* and *how* the rate of plenary/emergency orders changed over this 15 year period, and (b) how the formation of domestic violence community coordinating councils may have influenced this rate.

VIII.3.a.i Data Preparation

The OP data arrived with the following variables of interest: a) Year (1990-2006); 2) Circuit; 3) County; 4) Number of emergency orders of protection' and 5) Number of plenary orders of protection. To analyze the data, we merged information regarding the year of council formation into the OP data set in order to calculate a variable for council age. The variable "year" represented numeric year. The variable "time" represented historical time with time (i.e., 0 represented 1990 through 15 which represented 2005). We also calculated the age of the council (i.e., Yage) by subtracting the year the council was formed from the historic year (e.g., if the council was formed in 1995, and the historic year was 2005, Yage = 10. Yage = 0 until the council is 1 year old).

Given that we were interested in examining change at the level of the Circuit, we collapsed across the counties in a Circuit to give the total number of emergency or plenary orders of protection per circuit. This was done for every year, resulting in the total number of emergency and plenary orders of protection for each circuit for each year 1990 – 2006. The data for 2006 were incomplete and only had OP reports for the first part of the year. We therefore dropped the 2006 data and focused only on the complete data from 1990 – 2005.

To calculate the ratio of Plenary/Emergency orders of protection, we divided the total number of plenary orders by the total number of emergency orders for the same period. Over the 15 years (1990 – 2005), the average rate across councils of emergency orders becoming plenary orders was 32.3%. In 1990, the average rate across councils was 22.5%, 22.8% in 1995, 40.0% in 2000, and 48.1% in 2005. Figure 1 shows this pattern for every year. Figure 2 examines the rate by circuit, illustrating that not all circuits have the same proportion of emergency orders becoming plenary orders in 1990, and that different circuits had different rates of change across time.

There are inherent challenges in understanding how councils may have impacted the rate of emergency moving to plenary. First, it is difficult to separate historical trends independent of council formation from the influence of the councils which are also developing over time. For example, order of protection rates (both emergency and plenary and the proportion of emergency orders becoming plenary orders) demonstrated a positive trajectory over time. When considering this trend our aim was to examine whether this historical trend was due to factors separate from councils, or if the ongoing formation of councils contributed to the rate increasing across time. Second, councils were formed at different times across these 15 years, thus a simple pre-post examination of impact is difficult as there is not just one starting point. This creates a natural

[1] It will be evident in subsequent analysis how this unit of analysis issue becomes more complicated. For example, each municipal law enforcement agency has relative autonomy from each other within a given Judicial Circuit. Thus, there is considerable variability across agencies. Likewise, shelter programs sometimes have service catchment areas that involve multiple counties in different judicial circuits. The order of protection data, on the other hand, by design was always organized within each judicial circuit.

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longitudinal design, but with multiple "pre" and "post" periods (i.e., periods before and following council formation). Third, the initial starting rate in 1990 (the first year for which data was acquired) was different depending on circuit membership (i.e., Circuits had varied rates of emergency orders becoming plenary orders, as noted in Figure 2). In combination with data being available for different amounts of time, descriptive graphs that average across all circuits are difficult to interpret as the composition of circuits represented at different council "ages" shifts as younger councils stop contributing data. Thus, it is not advisable to trust the mean across all circuits at a given age given that the mean shifts as a function of the specific set of councils in place for a given year (e.g., when councils are aged 1 to 5 there are data for about 75% of councils; however, at age 10 there are data from only 24% of councils)[2]. To address these challenges we used a modeling strategy that would allow for an untangling of historic trends and an investigation of how council formation may have impacted the p/e ratio.

VIII.3.a.ii Modeling Strategy

Hierarchical nonlinear modeling (HNLM) was used to model the ratio of plenary / emergency (p/e) orders of protection across time (or generalized linear mixed models, GLMMs). Hierarchical nonlinear modeling is a helpful tool to understanding change across time for longitudinal data, where Level I is the measurement occasion (i.e., measurements at various points in time) and Level II is the individual unit (Snijders & Bosker, 1999) and where the dependent variable is a ratio, or rate. In the current project, each circuit (out of 21 circuits) was considered to be an individual unit (Level II), with annual observations of the p/e rate across 15 years (1990 – 2005) as the measurement occasions (Level I). There were thus 15 measurement occasions for each circuit. The use of GLMM also allowed us to assess the need to model random intercepts and slopes. Modeling a random intercept is necessary when individual circuits had different p/e ratios in 1990 whereas a random slope is necessary when the rates of change for circuits are different (e.g., circuit one increasing over time, circuit two decreasing over time). We treat 1990 as the zero point in time.

Assuming that each emergency order has the potential to become a plenary order, the ratio of plenary/emergency is a binary outcome (e.g., the emergency order becomes plenary or not), with the ratio falling between zero and one. To model this ratio, we used heirarchical (multilievel) logistic regression (Molenberghs & Verbeke, 2006) and fit the model to data using the glimmix procedure in SAS version 9.1 . To assess model fit, a variety of fit indices were examined. Models were determined to have a better fit if (a) the information criteria are lower, (b) the -2 Res Log Pseudo-likelihood is lower, (c) the Chi-Square/df ratio is lower, and (d) chi-square change tests indicate one model is a significantly better representation of the data than a competing model. All of these indices, along with theory, are considered in balance to determine model fit.

VIII.3.b – Arrest Rates

There were many steps involved in preparing the original UCR data for analysis. First, data arrived in data sets per year (1996 – 2004). All data were combined into one data set. Second, all data from Cook county (i.e. Chicago) were deleted. Third, we only included incidents of domestic partner violence. Specifically, we included cases with one of the following

[2] For example, some councils are only 5 years old while others are 10 years old; taking the average rate of plenary/emergency orders when councils are 5 years old would then include all councils at least 5 years old and would be inherently different from the average of councils that are at least 10 years old in part because they are comprised of a different subset of councils.

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relationship codes regarding the victim: "V was Boyfriend/Girlfriend" "V has child in common with offender", "V was common-Law spouse", "Same Sex Relationship", "V was spouse", "V was Ex-Spouse". All other victim offender relationship codes were excluded.

After this basic data reduction, we formed the study variables. The variable indicating arrest was coded for arrest, no arrest, and missing. In consultation with staff at the Illinois Criminal Justice Information Authority (ICJIA), arrest was defined as having one of the following disposition codes: 86 (warrant arrest for other jurisdiction), 87 (arrested-held for prosecution (including released on bond), 91 (arrested by other agency), 95 (referred to juvenile court), 96 (referred to criminal or adult court), and 98 (arrest by other jurisdiction). All other codes indicated that no arrest occurred. When no code was provided the arrest position was coded as missing. In the analysis of the data, missing (i.e., had no information regarding disposition) and no arrest were combined into the no arrest variable. In consultation with ICJIA, the absence of an indication most likely indicated that no arrest was made.

We also formed the variable dual arrest to indicate when more than one arrest occurred for a given incident. This variable was formed by identifying duplicate case numbers. A duplicate case number indicated that within the same incident that there were multiple offenders. Within duplicate case numbers, if both cases had an arrest and the gender of the offender was different between the cases, this was recorded as a dual arrest. Same sex relationships were individually examined to determine if a dual arrest occurred.

VIII.3.c – Shelter Referral Rates

The Information Network database is a system maintained by the ICJIA, the Illinois Coalition Against Sexual Assault (ICASA), and the Illinois Coalition Against Domestic violence (ICADV). The system is completed by victim service providers in the State of Illinois (InfoNet Manual: www.ilcadv.org/about/dvinfonet_manual.html). For purposes of this analysis, the ICJIA provided InfoNet data specifically informing referral sources (i.e., agencies that referred victims to shelters over time). Though this field is not one that is mandatory to complete (InfoNet Manual, p.58) over 200,000 referral sources have been indexed and ICJIA staff report this field as one that is reliably completed for the years under investigation (personal communication, J. Hiselman, Feb 2009). For further description of this data source, see Grossman, Lundy, & Beniston, 2007[3]; for further elaboration on InfoNet data collection, see InfoNet Manual.

The original dataset received from ICJIA included Illinois Shelter referral data from 1996 to 2009 with a total 512,717 cases. Individuals under the age of 17 (N=112,619) were removed from the database, because the majority represented children of domestic violence survivors. Data from 2009 (N=4440) were also removed because of incomplete referral information from that year. Upon recommendation from ICJIA, only years 1998-2008 were analyzed and referral information with missing data (e.g., missing shelter information) were removed, (N=960). In pursuing analysis with these data, others have also removed data collected before 1998 due to incomplete and potentially unreliable information (e.g., Grossman, Lundy, & Beniston, 2007). Because we were interested in the first 21 judicial circuits in particular, analysis did not involve shelter referral information for Cook County (N=106,469), resulting in a final database with 264,322 total referrals from 21 different sources.

[3] Grossman, S.F., Lundy, M., & Beniston, M. (2007). Analysis of infonet data from domestic violence agencies January 1998 through December 11, 2006. Report to the Illinois Criminal Justice Information Authority.

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Referrals for male individuals were maintained and constituted 5% of the sample. In addition, multiple referrals pertaining to the same individual were retained (i.e., referrals for case IDs greater than 1). Ninety four percent of the sample informed referrals for the first case ID assigned to an individual, presumably indexing their first referral to a shelter. Each shelter was assigned to its corresponding judicial circuit (and some shelters already had a judicial circuit assigned them in the dataset). In the event that a shelter served multiple circuits, it was assigned to the judicial circuit for which a family violence coordinating council was developed at the earliest point in time.

VIII.4 – Results

VIII.4.a – Orders of Protection

VIII.4.a.i Historical Trends in the ratio of Plenary/Emergency

The graph of the proportion of emergency orders that became plenary orders (herein referred to as p/e ratio) illustrates there is a significant increase in the rate over time (see Figure 1). We also graphed the pattern of change across time for each circuit independently, with all circuits represented in Figure 2 to illustrate that most circuits evidenced a general increase across time.

Figure 1 OP: P/E ratio Change over Time

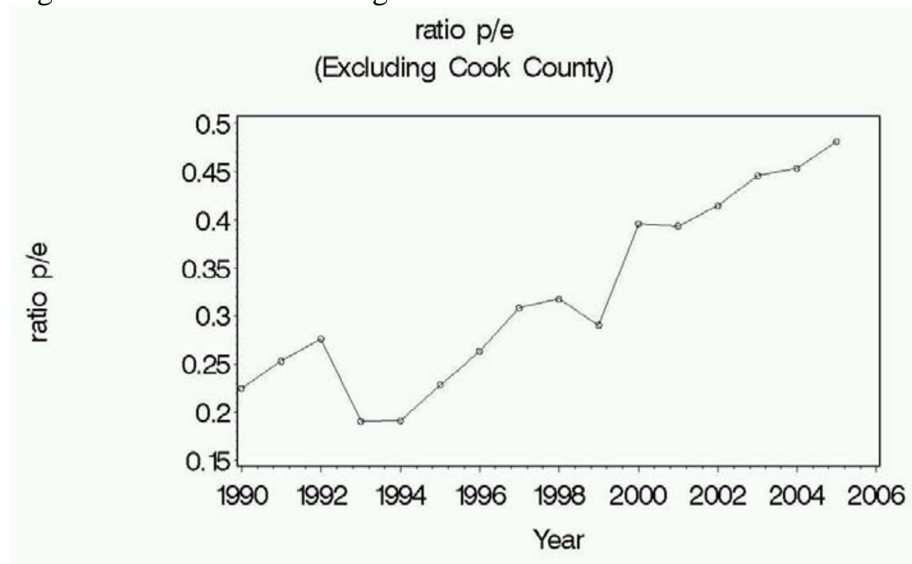

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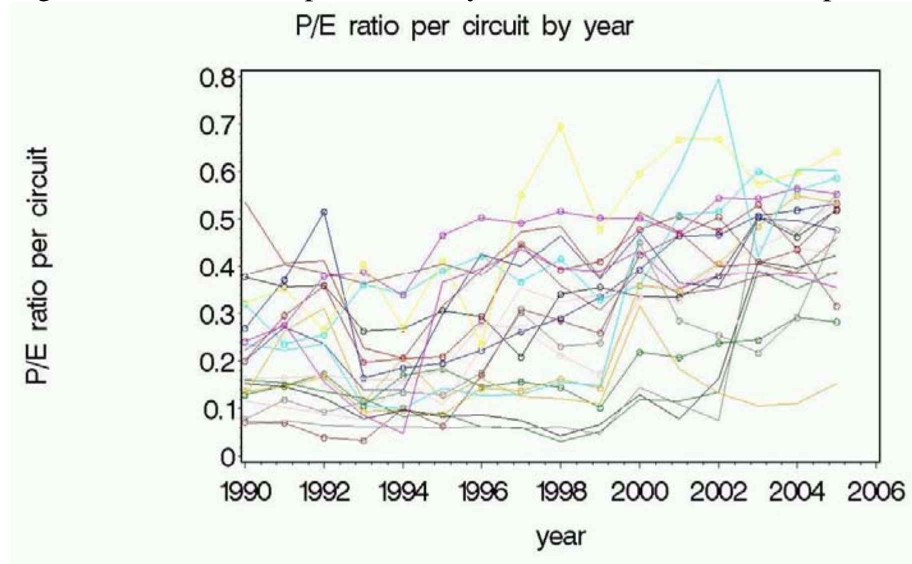
Figure 2 OP: P/E ratio per Circuit by Year (each colored line represents a different circuit)



As reported in Table 1, we engaged in a model building process to determine if and how the ratio of plenary/emergency orders changed over time. The progression of models is listed below, with statistical information reported in Table 2. Examining fit indices indicated that Model 6 which treated time as linear while allowing circuits to have different rates of change across time (i.e., a random slope) produced the best model. This model indicated a general, positive, linear trend across time with significant variation in slopes and intercepts across circuits (i.e., differences across circuits in the ratio of emergency orders becoming plenary orders at age "0" and differences in the rate of change over time).

Yet, although this model established a linear trend across time, this model does not indicate whether this trend would have existed without the formation of the councils. It is possible that council formation contributed to this general linear trend. More specific analyses were aimed at understanding how councils may or may not have impacted this general increase across time. Specifically, four sets of analyses were engaged to examine the effect of council formation on the rate of emergency orders becoming plenary orders (p/e rates): a) graphical examination, b) examination of change over time for the period *prior* to council formation, c) examination of change over time for the period *following* council formation and d) a model examining the presence/absence of a council *and* council age.

Table 1 Steps in the Model Process

1. Null model: No fixed random effects included.
2. Random intercept model.
3. random intercept model, time as linear.
4. Random intercept model, time as linear and quadratic.
5. Random intercept model, time as linear, quadratic, cubic
6. Random intercept model, time as linear, random slope for linear
7. Random intercept model, time as linear, quadratic, random slope for linear
8. Random intercept model, time as linear, quadratic, random slope for linear, quadratic

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Table 2 OP: Modeling Historic Time

$* p \leq .05$	FIXED EFFECTS		RANDOM EFFECTS *COVARIANCE PARAMETERS*		FIT STATISTICS								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
1) Null					47855	47857	47857	47861	47862	47858	42752	335	127.62
*Intercept	-0.91	0.004											
2) Random Intercept (RI)					29077	29081	29081	29088	29090	29084	30038	335	89.67
*Intercept	-0.87	0.11	0.27	0.09									
3) RI, Time as linear					14517	14523	14523	14534	14537	14528	15429	334	46.19
*Intercept	-1.85	0.12	0.29	0.09									
*Time	0.11	0.001											
4) RI, Time as linear, quadratic					14270	14278	14278	14293	14297	14284	15169	333	45.55
*Intercept	-1.70	0.12	0.29	0.09									
*Time	0.06	0.004											
*Timesq	0.003	0.0002											
5) RI, Time as linear, quadratic, cubic					14062	14072	14072	14091	14096	14079	14944	332	45.01
*Intercept	-1.53	0.12	0.29	0.09									
*Time	-0.063	0.009											
*Timesq	0.023	0.001											
*Timecubic	-0.001	0.001											

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* $p \leq .05$	**Fixed Effects**		**Random Effects *Covariance Parameters***		**Fit Statistics**								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
6) RI, Time as linear, random slope for linear					10417	10425	10425	10440	10444	10431	11188	334	33.5
*Intercept	-1.85	0.21	0.94	0.3									
		Slope	0.005	0.002									
*Time	0.11	0.02											
7) RI, Time as linear, quadratic, random slope for linear					10273	10283	10283	10302	10307	10291	11032	333	33.13
*Intercept	-1.76	0.21	0.92	0.29									
		Slope	0.005	0.002									
*Time	0.08	0.02											
*Timesq	0.002	0.0002											
8) RI, Time as linear, quadratic, Random Slope for linear, quadratic	*Model did not converge*												

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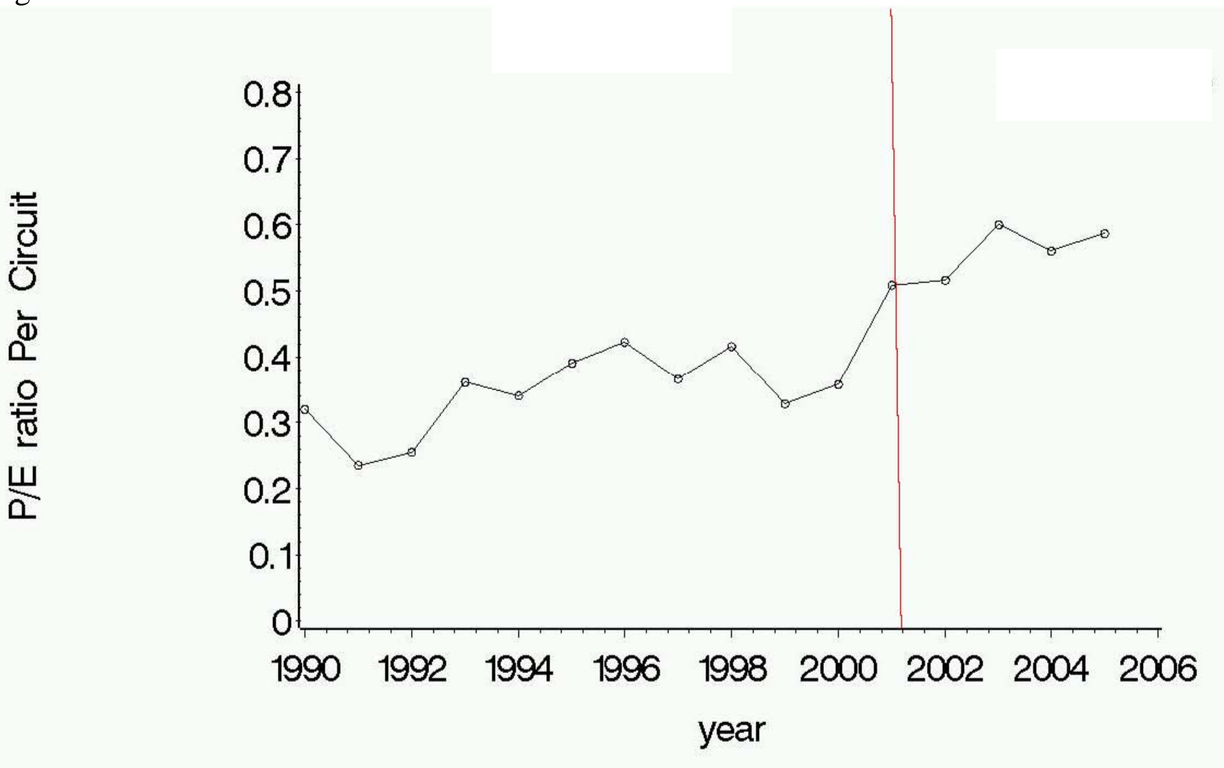
VIII.4.a.ii Historical Trends with the Introduction of a Council: Descriptive/Graphical

First, descriptive graphs were examined to determine p/e ratio trends across time for each circuit (see Figures 3 and 4 for illustrations of two of the 21 Circuit graphs). Imposed on each of the 21 graphs was a line to designate the introduction of a council. See Figures 3 and 4 for examples of individual graphs of each circuit with a vertical line indicating the year of council formation. Based on a visual inspection of these graphs for each Circuit, it appeared that council formation may have an impact on about half of the councils (11 of 21). Furthermore, it appeared that the p/e ratio began to increase the year after formation (Figure 5) or began to increase the year just prior to council formation (Figure 3) or appeared to increase beginning in their second year (Figure 4). Naturally, there was variability across councils regarding the degree to which increases were clearly related to council formation. For example, see Figure 6 for an illustration of circuits are on a positive trajectory which continues following council formation and Figure 7 for an illustration of a circuit where there is no apparent change.

Overall, the visual inspection of circuits it appeared that for at least some an increase in the p/e rate began for many circuits around the time of council formation; given that preparatory work occurred prior to the official "kick-off" event for councils and that cooperative efforts would begin in earnest after this event specific start dates for councils may be somewhat imprecise, but provide reasonable approximations for beginning dates.

Figure 3 P/E Ratio Over Time with Council Formation Denoted



Note: The vertical line represents council formation in 2001.

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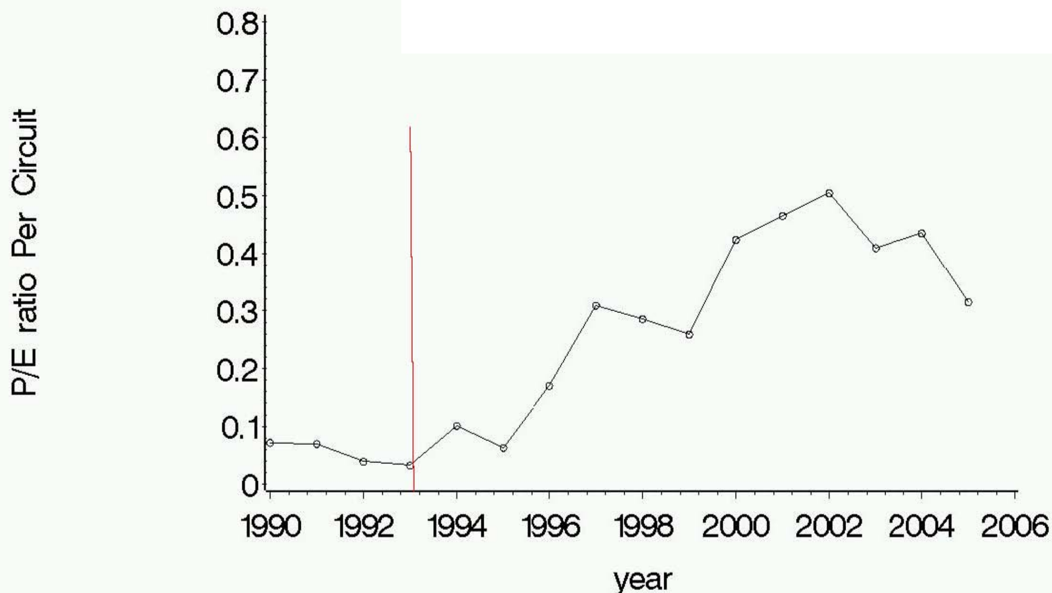
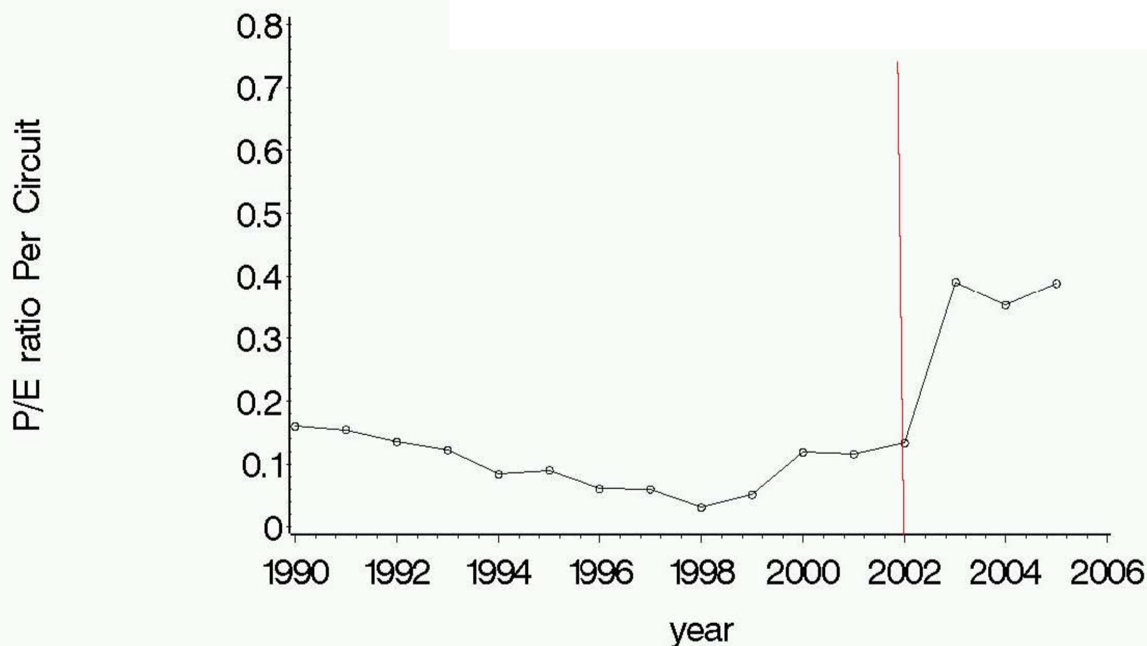
Figure 4 P/E Ratio: Example of Positive Trajectory Following Council Formation



Note: The vertical line represents council formation in 1993.

Figure 5 P/E Ratio: Example of Positive Trajectory Following Council Formation



Note: The vertical line represents council formation in 2002.

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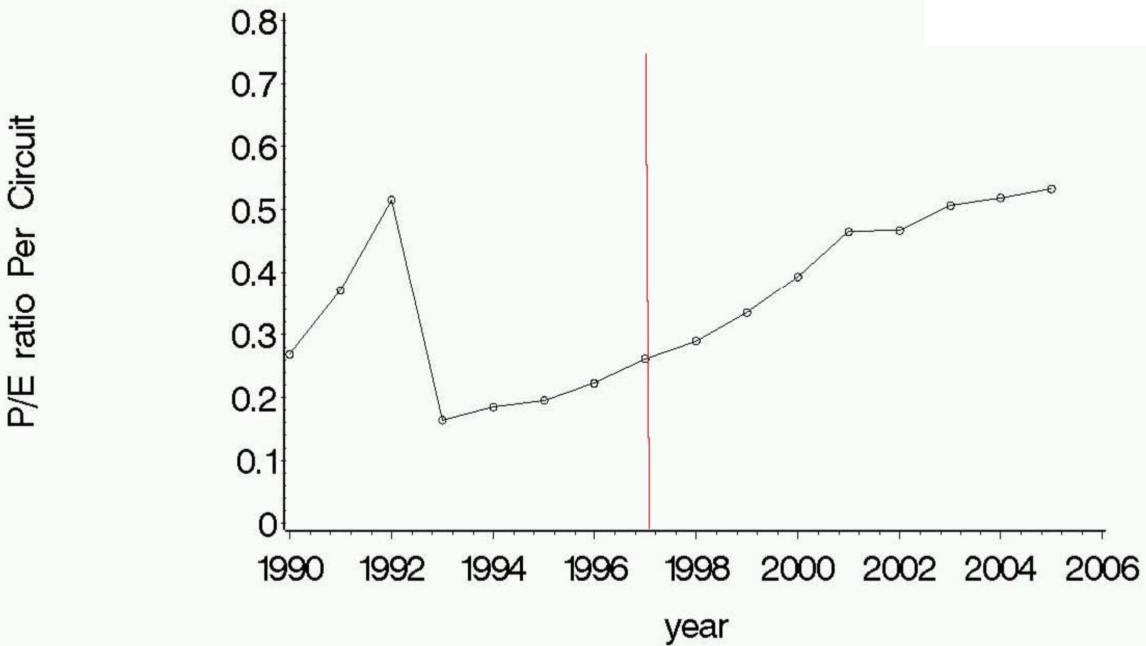
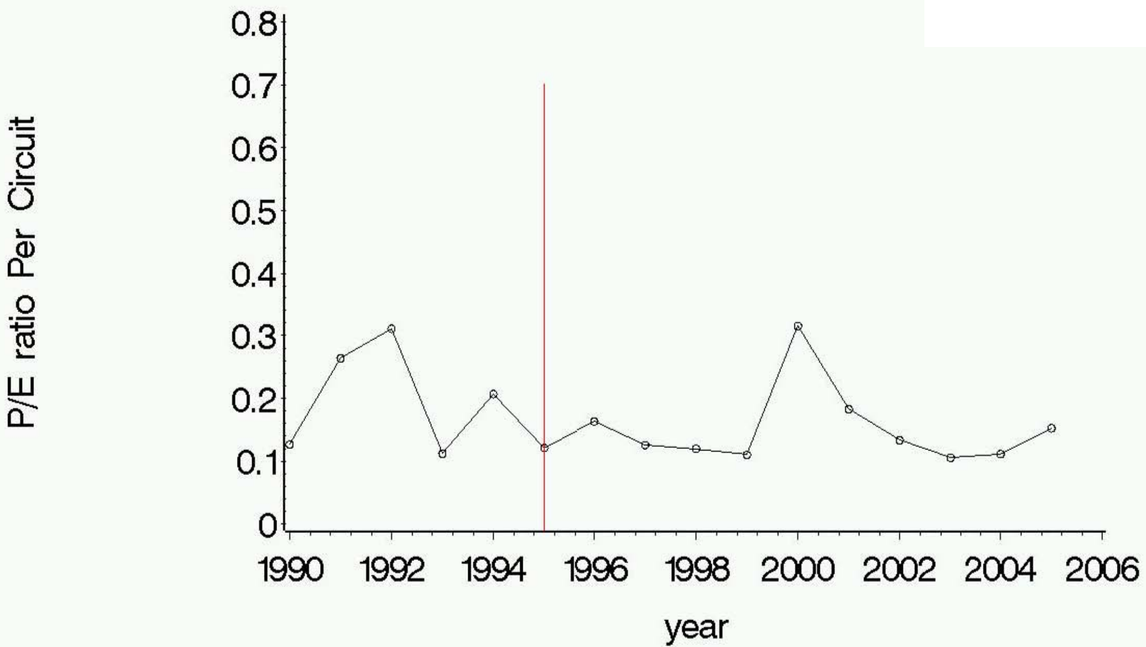
Figure 6 P/E Ratio: Example of Positive Trajectory Prior to and Following Council Formation



Note: The vertical line represents council formation in 1997.

Figure 7 P/E Ratio Over Time: Example of No Detectable Change with Council Formation



Note: The vertical line represents council formation in 1995.

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VIII.4.a.iii Historic Time Without Councils

Second, we examined historic time without the presence of a council (1990 – 2005), by including information for a given Circuit up to the point that their council was formed. For example, Circuit 1 formed a council in 1998. Therefore, historic time (without the influence of a council) would include the data from 1990 – 1998 for Circuit 1, for example. Likewise, given that Circuit 5 was formed in 2001, therefore we included the data from 1990 – 2001 for Circuit 5. This was determined for all circuits with the resulting data set representing historical time without the presence of councils. Using this data, we modeled the p/e ratio over time.

As can be seen in the graph collapsing across circuits (Figure 8), there may appears to be a mild linear trend. At the same time, the data on the ends represent fewer circuits because in this graphic representation only circuits that still have no council are included. For a sense of how each circuit changes over the time period before a council is formed, see Figure 9 which shows each circuit overlaid onto one graph. As reported in Table 3, we engaged in a model building process to determine if and how the p/e ratio changed over time for the circuits that did not have a council. The progression of models is the same as listed in Table 1, with statistical information reported in Table 3.

Again, an examination of fit indices indicated that Model 6 including a random intercept, time as linear, and random slope for time was the best fitting model. Even though this appeared to be the best model, linear time was indeed *not* a significant predictor of the p/e ratio, indicating that the p/e ratio did not vary systematically by historical time during the period in which there was no council in place.

Figure 8 OP: P/E Ratio Including only Pre-Council Formation Rates Over Time

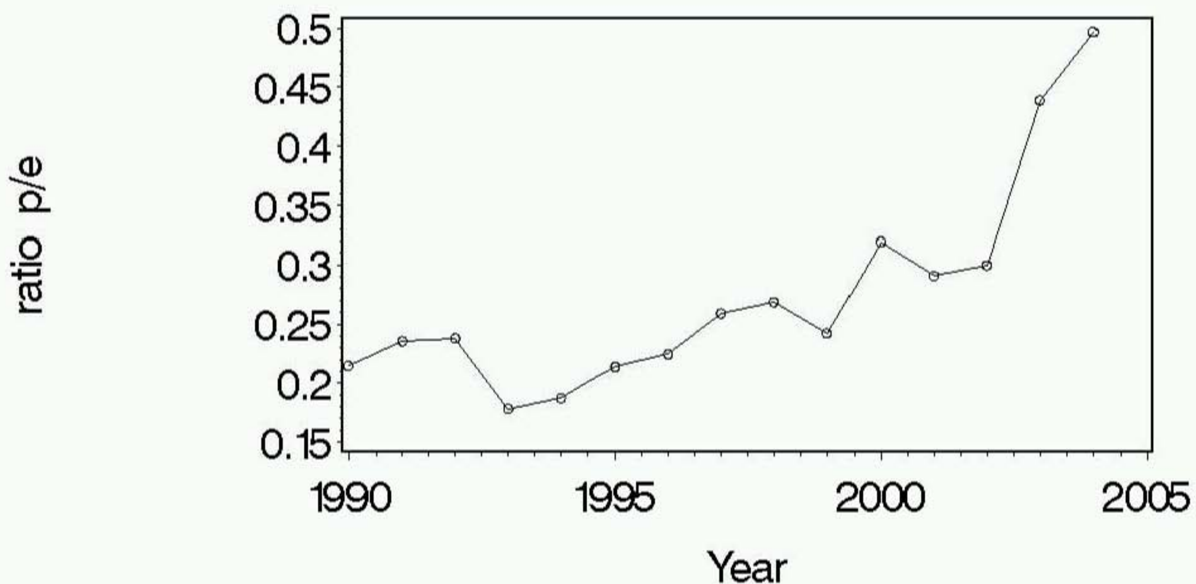

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Figure 9 OP: P/E Ratio Including only Pre-Council Formation Rates Over Time by Circuit

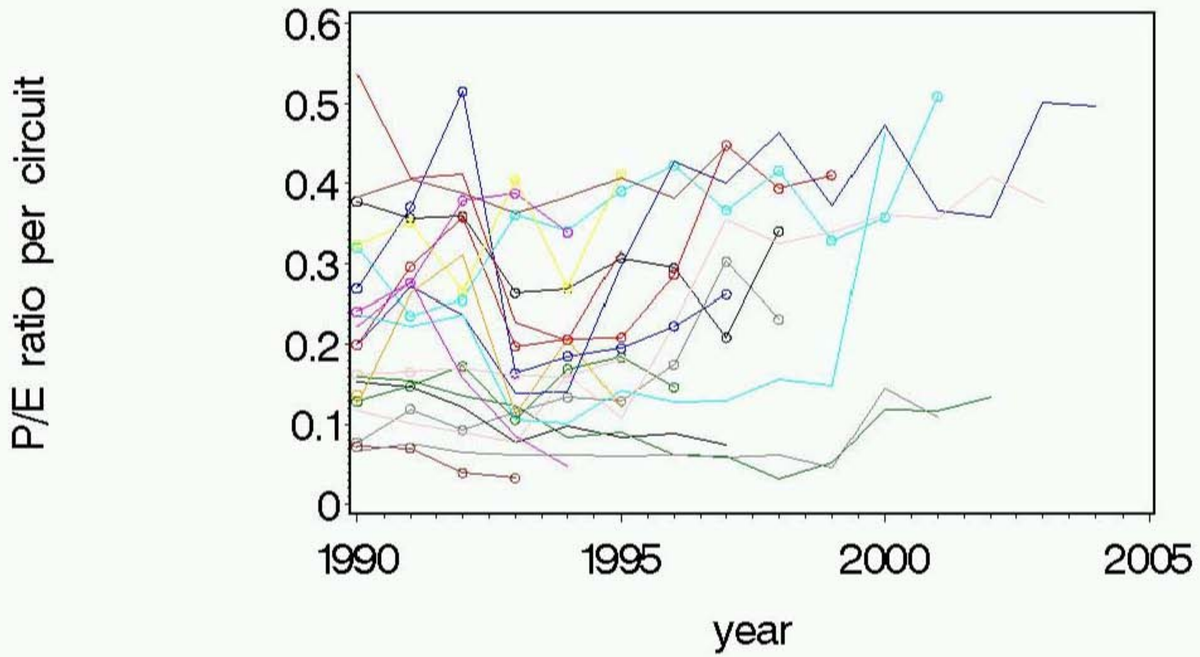

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Table 3 OP: Modeling Historic Time with NO Councils Present

* $p \leq .05$	Fixed Effects		Random Effects Covariance Parameters		Fit Statistics								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
1) Null					16524	16526	16526	16529	16530	16527	15302	174	87.94
*Intercept	-1.36	0.006											
2) Random Intercept (RI)					5201	5205	5205	5211	5213	5208	5582	174	32.08
*Intercept	-1.39	0.16	0.51	0.16									
3) RI, Time as linear					3848	3854	3854	3864	3867	3858	4212	173	24.35
*Intercept	-1.76	0.15	0.49	0.16									
*Time	0.09	0.002											
4) RI, Time as linear, quadratic					3482	3490	3490	3502	3506	3495	3834	172	22.29
*Intercept	-1.54	0.16	0.50	0.16									
*Time	-0.02	0.007											
*Timesq	0.009	0.001											
5) RI, Time as linear, quadratic, cubic					3274	3284	3285	3300	3305	3291	3609	171	21.1
*Intercept	-1.39	0.16	0.53	0.17									
*Time	-0.20	0.01											
*Timesq	0.05	0.003											
*Timecubic	-0.002	0.0001											

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* $p \leq .05$	Fixed Effects		Random Effects *Covariance Parameters*		Fit Statistics								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
6) RI, Time as linear, random slope for linear					2268	2276	2276	2289	2293	2281	2544	173	14.71
*Intercept	-1.49	0.16	0.54	0.17									
		Slope	0.02	0.008									
Time	-0.01	0.03											
7) RI, Time as linear, quadratic, random slope for linear					2259	2269	2270	2285	2290	2276	2525	170	14.68
*Intercept	-1.46	0.16	0.52	0.17									
		Slope	0.02	0.007									
Time	-0.03	0.03											
*Timesq	0.003	0.0007											
8) RI, Time as linear, quadratic, Random Slope for linear, quadratic						*Model did not converge*							

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VIII.4.a.iv Historic Time With Councils

Third, we examined historic time with the presence of a council (1990 – 2005) by including information from a circuit from the year after the council was formed and beyond. This was the opposite strategy of the preceding analyses; instead of selecting data points with no council present, we only selected data points where councils were present in a given Circuit. For example, Circuit 1 formed a council in 1998. Therefore, we will only include the data from 1999-2005. For Circuit 5, the council was formed in 2001; thus we only include the data from 2002-2005. This was done for all 21 Circuits with the resulting data set representing historical time with the presence of councils. Again, we modeled the p/e ratio over time in this data.

As can be seen in the graph collapsing across circuits (Figure 10), there appeared to be a possible linear trend, or increase over time when councils are present. Again, the data on the ends represent fewer circuits given that few were formed by the early 1990s. For a sense of how each circuit changes over the time period before a council is formed, see Figure 11 which shows each circuit overlaid onto one graph. As reported in Table 4, we engaged in a model building process to determine if and how the p/e ratio changed over time for the circuits that did have a council. The progression of models was engaged as described previously with statistical information reported in Table 4.

Similar to the previous analysis, Model 6, including a random intercept, time as linear, and random slope for time was the best fitting model. However, in contrast to the previous set of analysis (i.e., historical time *without councils)*, in this model (i.e., historical time *with councils*), time emerged as a significant linear predictor of the p/e ratio. Comparing these two findings indicates that in the presence of a council, the p/e ratio increased across time whereas without a council present, the p/e rate fluctuated at random.

Figure 10 OP: P/E Ratio Including only Post Formation Rates (i.e., rates after Councils)

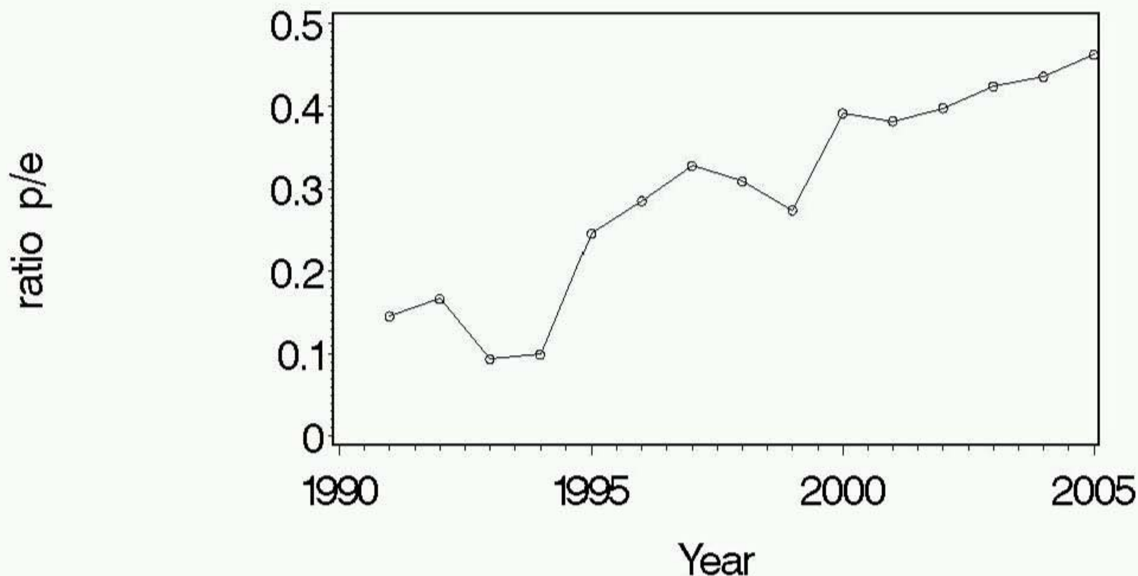

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Figure 11 OP: P/E Ratio only Post Formation Rates (i.e., rates after Councils) by Circuit

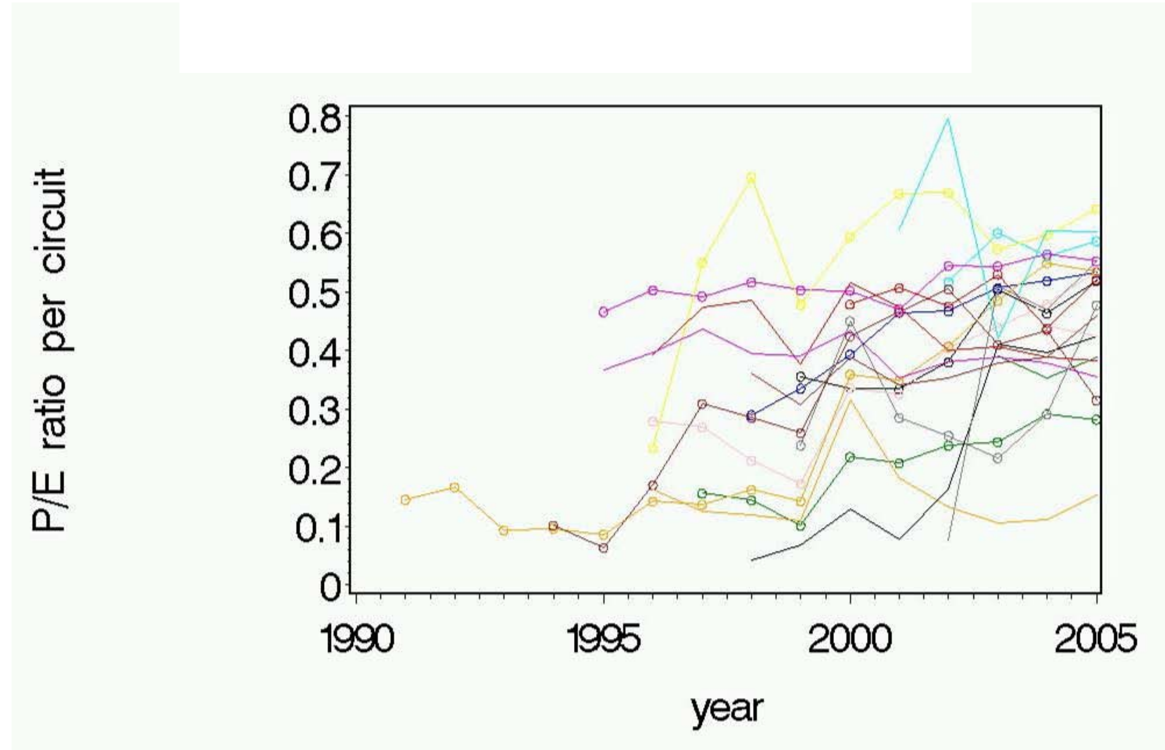

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Table 4 OP: Modeling Historic Time WITH Councils Present

* $p \leq .05$	Fixed Effects		Random Effects *Covariance Parameters*		Fit Statistics								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
1) Null					21500	21502	21502	21505	21506	21503	18581	160	116.13
*Intercept	-0.57	0.005											
2) Random Intercept (RI)					8031	8035	8035	8041	8043	8038	8462	160	52.89
*Intercept	-0.47	0.12	0.33	0.10									
3) RI, Time as linear					5874	5880	5880	5889	5892	5884	6294	159	39.59
*Intercept	-1.55	0.12	0.28	0.09									
*Time	0.09	0.002											
4) RI, Time as linear, quadratic					5858	5866	5866	5878	5882	5871	6265	158	39.65
*Intercept	-1.92	0.13	0.28	0.09									
*Time	0.17	0.01											
*Timesq	-0.004	0.0006											
5) RI, Time as linear, quadratic, cubic					5843	5853	5854	5869	5874	5860	6234	157	39.71
*Intercept	-2.66	0.18	0.28	0.09									
*Time	0.43	0.05											
*Timesq	-0.03	0.005											
*Timecubic	0.001	0.0002											

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* $p \leq .05$	FIXED EFFECTS		RANDOM EFFECTS *COVARIANCE PARAMETERS*		FIT STATISTICS								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
6) RI, Time as linear, random slope for linear					3100	3108	3108	3120	3124	3113	3361	159	21.14
*Intercept	-1.75	0.50	4.95	1.61									
		Slope	0.02	0.008									
*Time	0.11	0.03											
7) RI, Time as linear, quadratic, random slope for linear					3055	3065	3065	3080	3085	3071	3302	158	20.9
*Intercept	-2.70	0.51	5.09	1.65									
		Slope	0.03	0.008									
*Time	0.28	0.40											
*Timesq	-0.007	0.0007											
8) RI, Time as linear, quadratic, Random Slope for linear, quadratic							*Model did not converge*						

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VIII.4.a.v Integrated Model to Examine Council Age and Rate of Plenary/Emergency

Fourth, based on the findings from these two previous models with and without councils, we examined an integrated model to examine the influence of council age on the p/e ratio. This allowed us to model a linear relationship between council age and p/e ratio while simultaneously accounting for the randomness of p/e ratio prior to council formation. Taken together, the descriptive graphs and models indicate that the presence of a coordinating council relates to a positive, linear trend in p/e over time across circuits.

The logic of the model is as follows. First, we created a variable that represents the age of the council in years (age). When this variable is zero (indicating that the council has not yet been formed), it effectually drops out of the model. Second, we created a dummy variable to account for the variation prior to council formation (nocouncil). This "nocouncil" variable is coded "0" if a council exists, and "1" if no council is present. In effect, when a council is present this variable drops out of the model. Therefore, when a council is present "age" stays in the model, whereas the nocouncil variable drops out (and vice-versa when a council is absent).

At level II, the random intercept is included in a standard fashion. In order to account for the apparent random pattern of p/e prior to council formation, a random effect is included for the "nocouncil" variable. In effect, this random component for pre-council is only part of the model when no council is present (because when a council is present, this variable is 0 and drops out of the model, with the associated random effect dropping out of the model as well). This formulation of the model results in the ability to estimate both the presence of a council and the absence of a council simultaneously.

As reported in Table 5, the best fitting model was Model 5, including a random intercept (to account for variation in the p/e ratio across circuits), council age, nocouncil, and a random component for nocouncil. In this model, council age had a significant effect indicating a positive, linear association between council age and p/e. That is, as councils age increases the ratio of emergency to plenary orders also rises. Furthermore, the dummy variable for a council being present or absent (i.e., nocouncil) was also significant. This represents the significant difference in the odds that an emergency order would become a plenary order when a council is present; specifically, the odds of an emergency order being extended to a plenary order when a council is present is 1.67 times the odds of an extension when a council is absent. In summary, this model shows a positive, linear association between council age and the p/e ratio, indicating that the presence and age of council relates to an increased ratio of plenary to emergency orders of protection.

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Table 5 OP: Modeling Council Age, Integrated Model

* $p \leq .05$	FIXED EFFECTS		RANDOM EFFECTS COVARIANCE PARAMETERS		FIT STATISTICS								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
1) Null					47855	47857	47857	47861	47862	47859	42753	335	127.62
*Intercept	-0.91	0.004											
2) Random Intercept (RI)					29077	29080	29080	29088	29090	29084	30038	335	89.67
*Intercept	-0.87	0.11	0.27	0.09									
3) RI, Council Age as linear					19001	19007	19008	19019	19022	19012	19926	334	59.66
*Intercept	-1.28	0.13	0.36	0.11									
*CounAge	0.14	0.001											
4) RI, Council Age linear, NoCouncil					15978	15986	15986	16001	16005	15992	16885	333	50.71
*Intercept	-0.80	0.13	0.37	0.12									
*CounAge	0.07	0.002											
*NoCouncil	-0.68	0.01											

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* $p \leq .05$	Fixed Effects		Random Effects *Covariance Parameters*		Fit Statistics								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
5) RI, Council Age linear, NoCouncil, Random Nocouncil					11078	11088	11089	11107	11112	11096	11876	333	35.67
*Intercept	-0.88	0.15	0.24	0.12									
	NoCoun	Slope	0.24	0.07									
*CounAge	0.09	0.002											
*NoCoun	-0.51	0.15											
6) RI, Council Age linear, quadratic, NoCoun, Random slope NoCoun					11092	11104	11104	11127	11133	11113	11877	332	35.77
*Intercept	-0.90	0.15	0.24	0.12									
	NoCoun	Slope	0.24	0.08									
*CounAge	0.10	0.006											
CounAge sq	-0.001	0.001											
*NoCoun	-0.49	0.15											

Note: For Model 7 including: RI, Council Age linear, NoCoun, Random Slope NoCoun, Random slope and Council Age the model did not converge.

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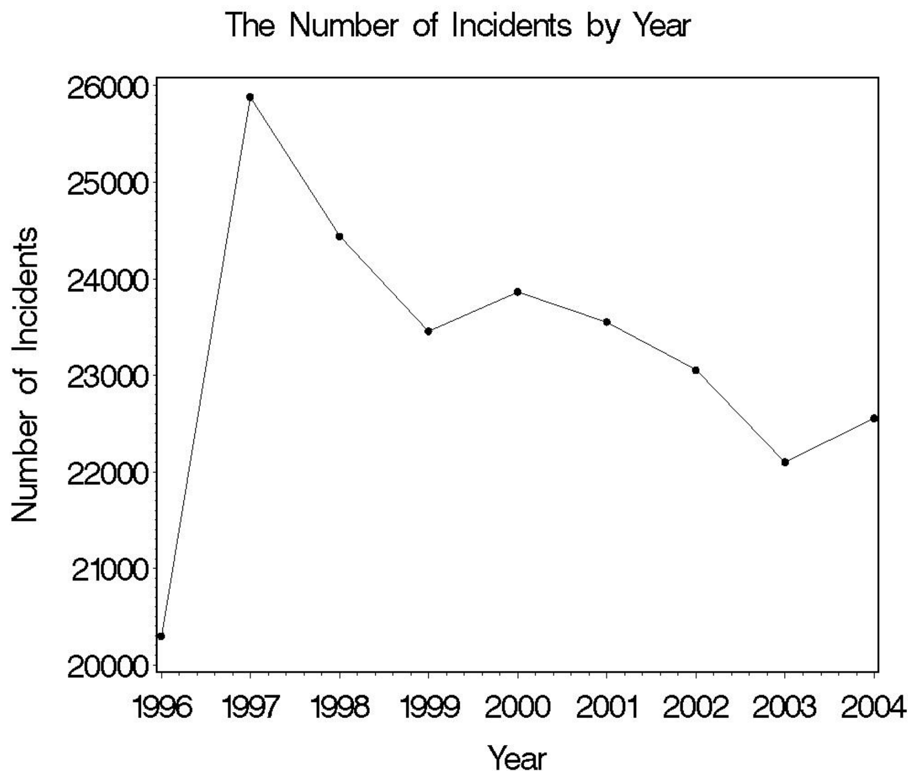
VIII.4.b – Arrest Rates

VIII.4.b.i Description of Arrest Data

To examine change over time in arrest rates (i.e., arrests/reported incidents), we graphically examined the arrest rates versus chronological year (i.e., 1996 - 2004) overall, for each judicial circuit, and each county. Figure 12 depicts the overall relationship between number of incidents by year. Of the 209,212 total number of incidents, the lowest number of incidents was in 1996 with 20,298 calls and highest in 1997 with 25,885. After 1997, there was a general downward trend in incidents that levels off at approximately 23,000 incidents per year. Dual arrest rates were quite low. Only 386 dual arrests were detected in 1996, 186 in year 2000 (out of 23,866l), and 185 in year 2004 (out of 22,371). These estimations may be low because they had to be determined ad hoc given they were not systematically recorded. Given the very low number dual arrests were not modeled over time.

Figure 12 Arrest: Overall Number of Incidents by Year



Out of the 209,212 total incidents, 17.7% lead to an arrest. Figure 13 depicts the relationship between number of arrests and year. The number of arrests declined from 1996 to 2004. Noteworthy is the fact that the number of arrests increased in 2000 and then returns to the 1999 level in 2001. This pattern of arrest follows national data on arrests for domestic violence (National Crime Victimization Survey; Catalano, 2006). The importance of the year 2000 is not clear although it is notable that it is year in which the Violence Against Women Act was renewed and was also the millennium and a period of slight recession.

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Figure 13 Arrest: Overall Number of Arrests by Year

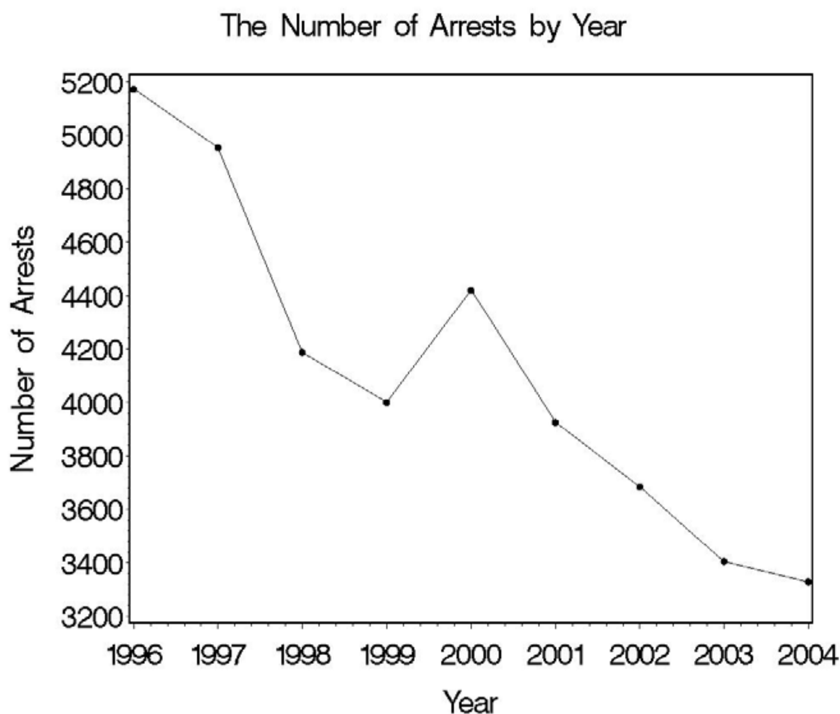

Figure 14 Arrest: Proportion by Year

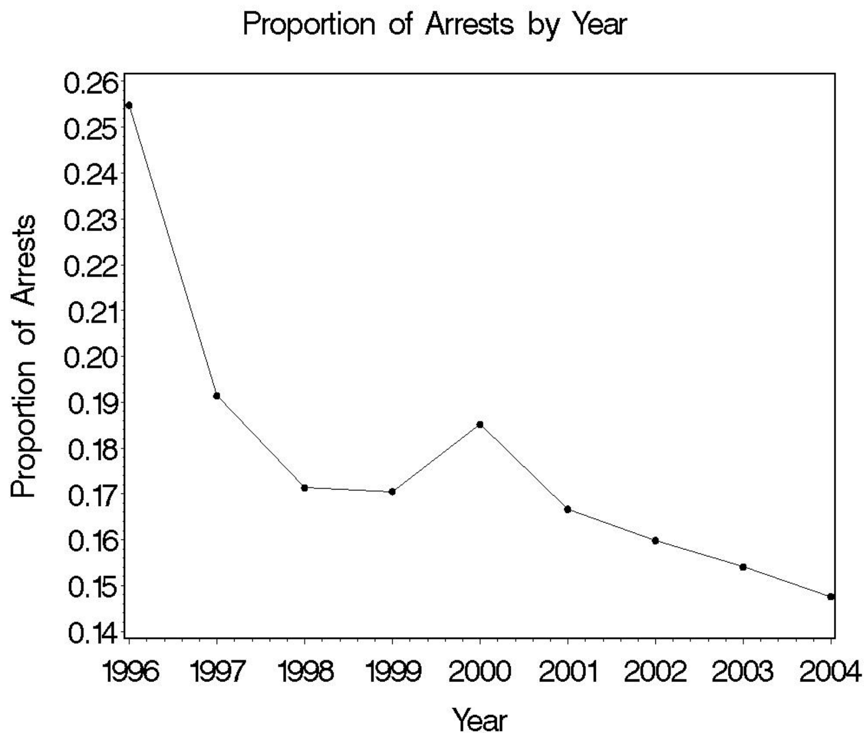

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Figure 14 illustrates the relationship between proportion of arrest and year. With the exception of 2000, there is a steady decline in the percent of arrests from approximately 25.5% in 1996 to 15.0% in 2004. From Figures 12 and 13, we see increases in the number of incidents and arrests in 2000, and from Figure 14, we find an overall increase in the proportion of arrests in 2000. Particularly noteworthy is the fact that in 1996 when the number of incidents was at its lowest level, the rate of arrests was at its highest, and in 1997 when number of incidents was at its highest level, the arrest rate dropped down to approximately 19%.

Since one of the goals of the study was to assess the possible effect of council formation and development (perhaps indicating a more coordinated response) on arrest rates, we also examined the relationship between number of incidents, number of arrests and the rate of arrests by year for each council. Figures 15 and 16 show the relationship between number of incidents and number of arrests by year with a different line for each judicial circuit. There is a considerable amount of heterogeneity between Circuits both in terms of the overall number of incidents and overall number of arrests. In general, the more incidents, the more arrests. An exception appears for one of the circuits where the number of incidents increases across time and has the second highest number of arrests. It might be the case that the sharp increase in number of arrests for this circuit in 2000 may, in part, account for the increase in the overall arrest rate for 2000.

Figure 15 Arrest: Number of Incidents by Year and per Circuit

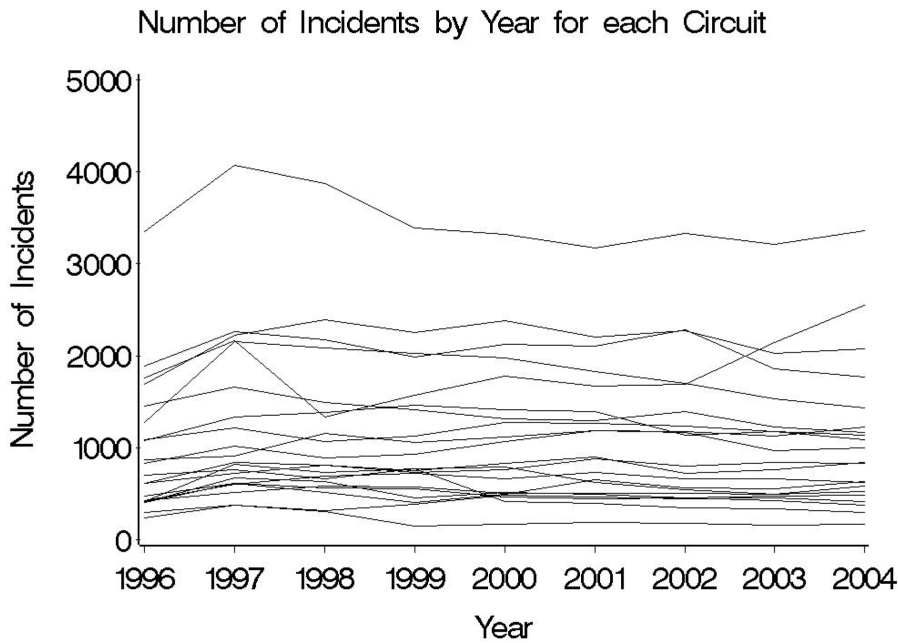

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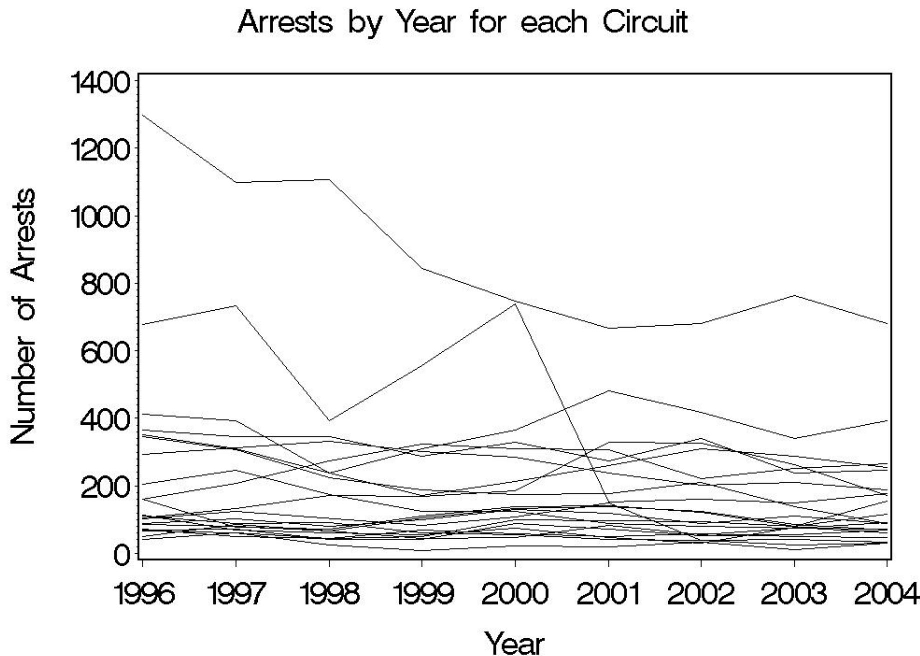
Figure 16 Arrest: Number of Arrests by Year and per Circuit



To better examine the circuits and look for systematic differences and change over years, the proportion of arrests for each circuit were plotted by year in Figure 17. From this figure we see that there is considerable heterogeneity in terms of level of arrest rate where circuit 10 has on average the lowest rate of arrests and circuit 8 has the highest rate. Most circuits show tendency for an initial decrease in arrest rates (i.e., 3, 4, 5, 6, 7, 8, 9, 11, 12, 13, 14, 15, 18, 19 and 21). Of those that exhibit an initial decrease, all except circuits 13 and 15 appear to level off (i.e., become more constant). Circuit 2 shows an increase from the beginning to the end of the time period. Of the remaining circuits, numbers 10, 17, and 19 have roughly constant rates of arrest, circuit 16 has a small increase over time, and number 20 is flat except for a spike (increase) in years 2001, 2002 and 2003.

Although not presented here, we also found considerable heterogeneity between counties within circuits in terms of the number of incidents, number of arrests and arrest rates (county data is presented with the results of modeling of the data). Given the heterogeneities between circuits and between counties, these were considered in our modeling of the data. Furthermore, in some cases councils were implemented more regionally at the circuit level and in other cases focused more on a single county or only a couple of counties within a circuit. Chronological year is important and must be included; however, the potential for a council to influence arrest rates might be more dependent on length of time that a collaborative response has been in place. In the following figures, 18, 19, and 20, the number of incidents, number of arrests and rate of arrests are plotted against the age of the council (i.e., the time that a coordinated response has been used) where age is measured in terms of year. When examining these figures, keep in mind that there is only one council (i.e., Circuit 9) that is 12 or more years old and only four (i.e.,

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Circuits 6, 9, 10, 17) that are 10 or more years. The data included are for councils who are at least one year old.

Overall, there is a relatively smooth decline in both the number of incidences and the number of arrests. The rate of arrest generally decreases until councils are 12 years. Less weight should be placed on points for higher ages, because there are only three councils for which there is data for 12 through 14 years old.

Continued on next page.

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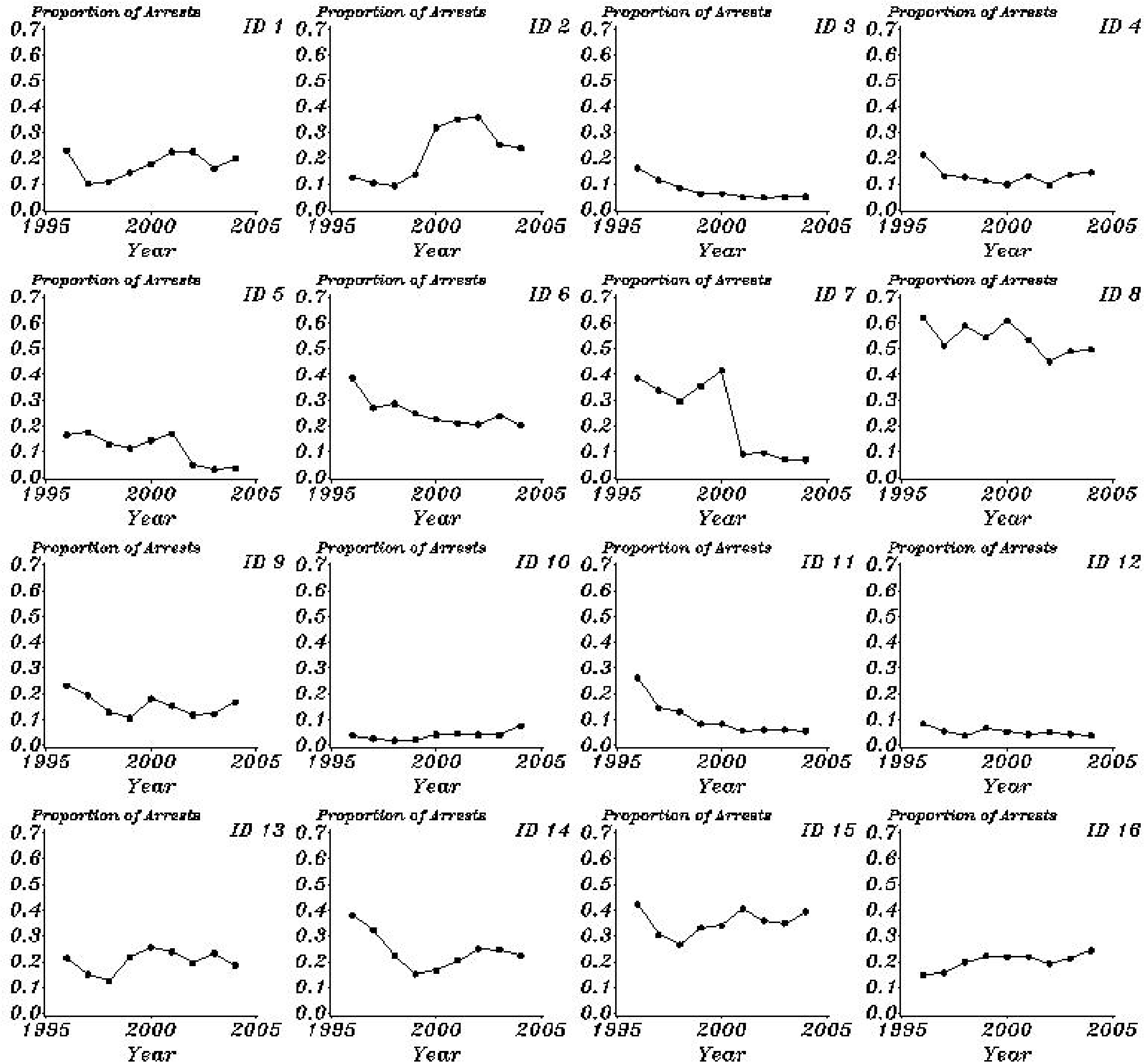
Figure 17 Arrest: Proportion per Circuit



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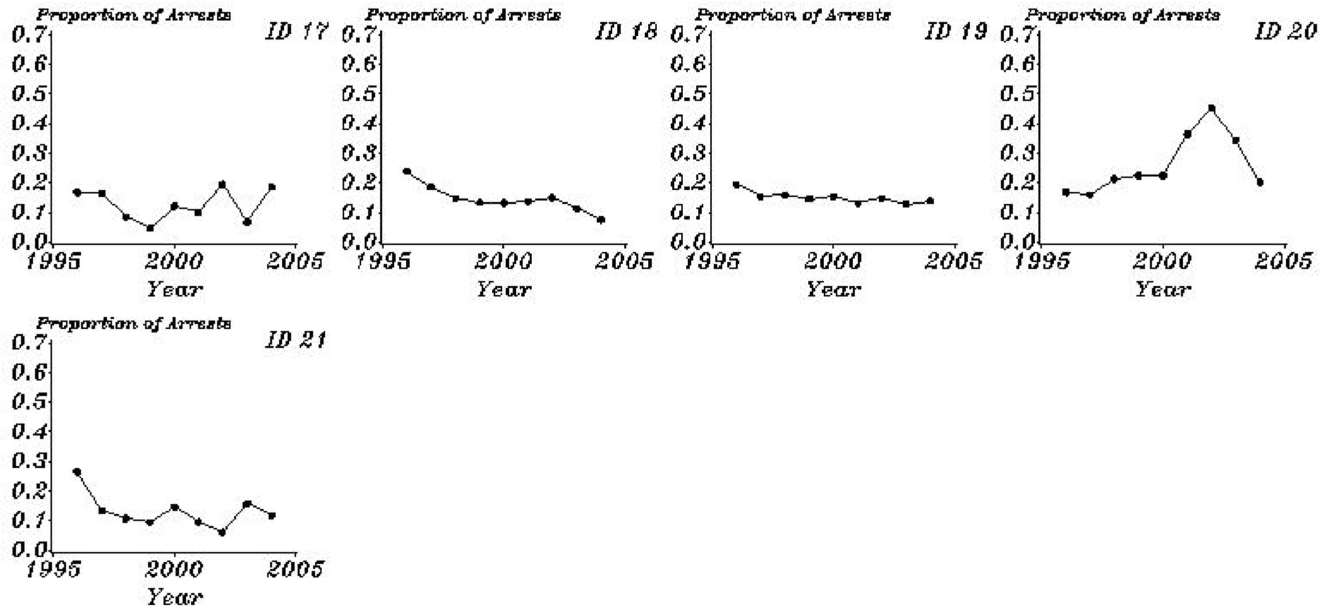

Figure 18 Arrest: Number of Incidents by Age of Council since Council Formation (measured in year)

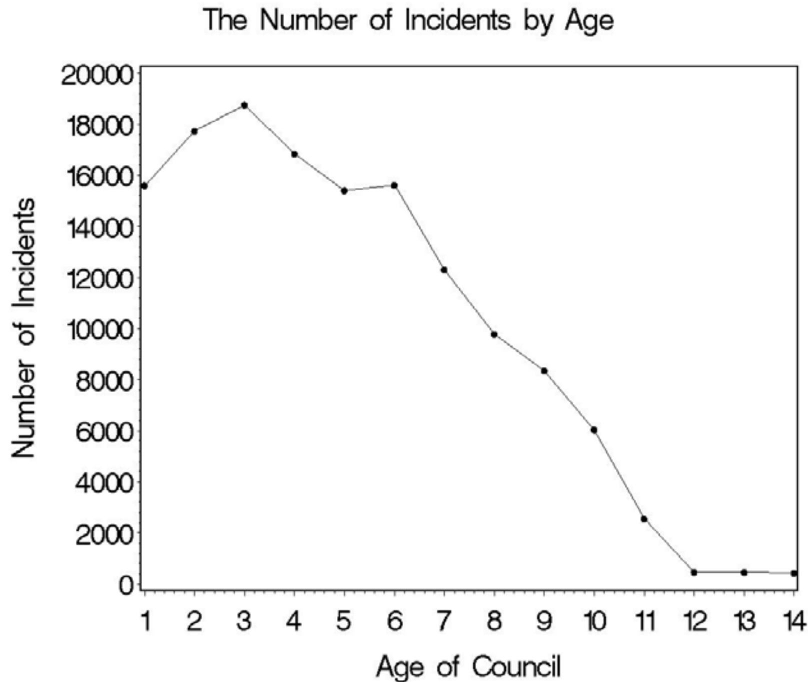

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Figure 19 Arrest: Number of Arrests by Council Age since Council Formation (measured in years)

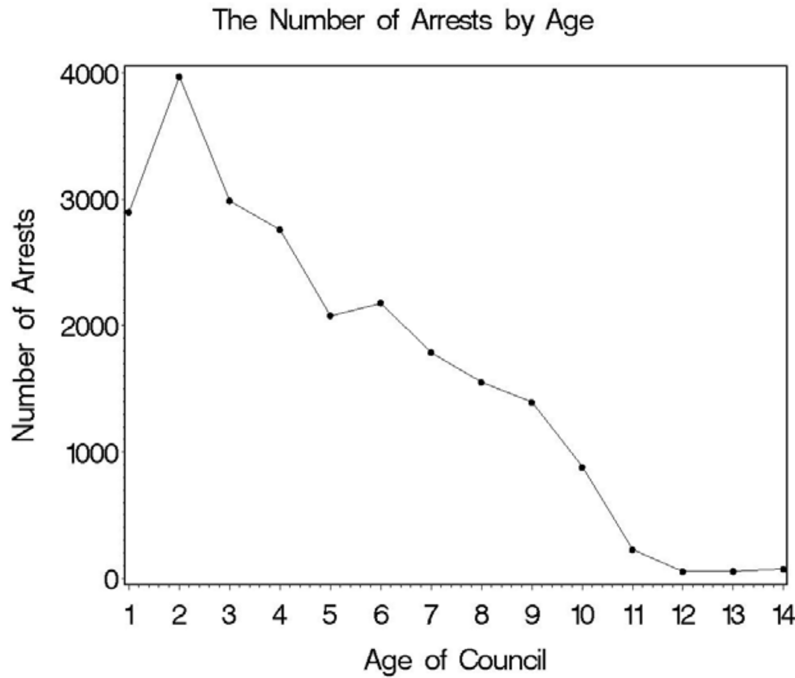

Figure 20 Arrest: Proportion of Arrests by Age of the Councils where Age is (measured in terms of years that a council has been in existence)

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VIII.4.b.ii Modeling of Arrest Data

Random effects logistic regression was used to model the proportion or rate of arrest over time. The models were fit to data using SAS (version 9.1.3) PROC GLIMMIX and PROC NMMIXED. Although data were available on a daily basis, it was thought that systematic change would be best detected and as assessed by measuring time with year as a unit of time. Furthermore, within a calendar year there are potential seasonal effects in arrests rates that were not of interest in the current analysis. Taking seasonal effects into account is problematic because we also included chronological year in the models. Since both age of the council and chronological year were investigated as possible as measures of time, the unit of measurement of time was taken to be year.

Data from municipalities were aggregated into counties (n=101, Cook county was excluded). While councils were organized at the Circuit level, there was considerable variability within a single circuit. Unlike the judicial response, the law enforcement response is not organized at the circuit level. Given that a significant number of councils had a de facto or at least partial organization at the county level (see Section IV), the county level provided a meaningful aggregate to examine any potential council effects. Time points (i.e., age of council or chronological year) were nested within counties and counties were nested within 21 the judicial circuits. Table 6 contains the number of counties per circuit and Table 7 contains the convening date of councils for each counties and the age (in years) of council in 2004. Note that two judicial circuits only include one county. Furthermore, most counties have councils that are 7 to 9 years old at the end of the study (2004). Although some counties still do not have councils by 2004, these counties were still included in the data to which models were fit.

In addition to time (i.e., age and/or calendar year), we also included as potential a predictor variable where a council existed during a particular year. It might be the case the mere existence of a coordinated effort had an effect on arrest rates over an above age of the council or historical effect. The culture within the state of Illinois differs between North and South. Previous research suggests that the northern and southern regions of Illinois are characterized by different norms and attitudes around violence and conflict resolution, with southern regions being characterized by a culture of honor in which traditional masculinity and violence are socially more appropriate (Cohen, Vandello, Puente, & Ranilla, 1999, Cohen & Nisbett, 1997). These norms have been traced to distinct historical migration patterns because of the unique ways in which northern and southern regions were settled by distinct groups. That is, cities roughly north and south of the line crossing Springfield have been classified as having northern and southern cultural characteristics, respectively (e.g., as indexed by voting patterns, diet, family traditions, race relations; Atack, 1989). Thus, as a potential predictor for the random intercept, counties were classified according to their geographical region: North, South and Mixed (i.e., including both “northern” and “southern” counties).

Three level models where time is nested within counties and counties nested within circuits failed to reach convergence. The likely cause was that the three level models were too complex for the data (the effective sample size was equal to the number of councils); therefore, only two level models are discussed and reported here where age is nested within counties.

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Table 6 Number of Counties per Judicial Circuit.

Circuit	Number of counties	Circuit	Number of counties	Circuit	Number of counties
1	9	8	8	15	5
2	11	9	4	16	3
3	2	10	5	17	2
4	9	11	5	18	1
5	5	12	1	19	4
6	6	13	3	20	5
7	6	14	4	21	2

Table 7 Convening Date of Councils per County and Age in 2004.

County	Date convened	Age in years	County	Date convened	Age in years	County	Date convened	Age in years
1	Aug 1995	9	37	May 2002	2	71	May 2004	0
2	Jul 1998	6	38	Jun 1997	7	72	Sep 1993	11
3	Jun 1996	8	39	Jul 1998	6	73	Sep 1995	9
4	Apr 1994	10	40	Oct 1997	7	74	Oct 1994	10
5	Aug 1995	9	41	Jun 1999	5	75	Aug 1995	9
6	Nov 1995	9	42	May 1998	6	76	Jul 1998	6
7	Aug 1995	8	43	May 2004	0	77	Jul 1998	6
8	May 2004	0	44	Jul 1998	6	78	Sep 1993	7
9	Aug 1995	9	45	Nov 2000	4	79	Sep 1995	9
10	Oct 1994	10	46	Jun 1997	7	80	Jun 1999	5
11	Oct 1997	7	47	Nov 2000	4	81	May 2002	2
12	Jun 2001	3	48	Sep 1990	14	82	Sep 1995	9
13	Oct 1997	7	49	May 2003	1	83	Jul 1998	6
14	Oct 1997	7	50	Nov 1995	9	84	May 1998	6
15	Jun 2001	3	51	Jun 1999	5	85	Aug 1995	9
17	Jun 1999	5	52	May 2004	0	86	May 1998	4
18	Jun 2001	3	53	Jul 1995	9	87	Oct 1997	7
19	Nov 2000	4	54	Jul 1995	9	88	Sep 1993	11
20	Oct 1994	10	55	Sep 1990	14	89	May 2004	0
21	Oct 1994	10	56	May 2003	1	90	Sep 1993	11
22	Oct 2001	3	57	Jul 1995	9	91	Jul 1998	6
23	Jun 2001	3	58	Oct 1994	10	92	Jun 2001	3
24	Jun 1999	5	59	May 1998	6	93	Jun 1999	1
25	Oct 1997	7	60	Jun 1996	8	94	Sep 1990	14
26	Oct 1997	7	61	Oct 1997	7	95	Sep 1995	9
27	Jul 1995	9	62	Sep 1993	11	96	Jun 1999	5
28	Jun 1999	5	63	Aug 1995	9	97	Jun 1999	5
29	Sep 1990	14	64	Jul 1998	6	98	May 2002	2
30	Jun 1999	5	65	Aug 1995	9	99	Dec 1997	7
31	May 1998	6	66	May 2002	2	100	Jul 1998	6
32	Nov 1995	9	67	Sep 1995	9	101	Apr 1994	10
33	Jun 1999	5	68	Oct 1997	7	102	Jul 1995	9
34	May 2003	1	69	May 1998	6			
36	May 2003	0	70	Oct 1994	10			

Two level models with random slopes failed to converge in either PROC GLIMMIX and PROC NLMIXED. Table 8 summarizes the two-level random intercept models that were successfully fit to data using maximum likelihood estimation (PROC NLMIXED). Minus twice the log-likelihood, AIC, and BIC are given for each model and whether particular effects are not

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significant are indicated. Our major task was to determine whether historical effects and/or age of a council lead to change over time in arrests rates. Of note here is that all models that include calendar year or "Year" fit dramatically better than any model that uses "Age" as a metric for time. The only model where "Council" (i.e., whether a council was in place) was significant is the model where "Council" was the only predictor variable. Also noteworthy is the estimated variance of the random effects was of similar value in all models indicating significant variability in arrest rates across counties. This was expected given that variables except geographic locations are all level 1 variables, and geographic location was never significant in any model.

From the graphs, we observed that the years 1996, 2000, and 2001 saw major shifts in arrest rates and there were historical factors that may have influenced arrest rates; however, these models did not yield better fitting models than when all years were included.

As noted earlier, there appears to be a pattern in terms of the effect of calendar where there is an initial decline in arrest rate followed by a leveling off. Therefore, we defined a new time variable "YearLevel" such that "YearLevel" equals 1 in 1996, 2 in 1997, 3 in 1998 and 4 in 1999 through 2004. This model is one of the best fitting models in terms of -2loglikelihood and is the best in terms of AIC and BIC. Adding "Age" and "Council" could not improve on this model. The estimated parameters of the model with only "YearLevel" are reported in Table 9 and the estimated odds ratios between years are given in Table 10. The likelihood of an arrest decreases from 1996 through 1999 at which point the likelihood is the same.

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Table 8 Arrest: Summary of Two-level Random Intercept (RI) Logistic Regression Models

Model	Number of parameters	-2 log likelihood	AIC	BIC	Comments
Null/empty	**2**	**157,723**	**157,727**	**157,737**	
Age	3	157,715	157,721	157,735	
Age + Age^2	4	157,713	157,721	157,740	Age^2 is n.s.
Council	3	157,719	157,725	157,739	
Age + Age^2 + Council	5	157,712	157,722	157,746	Age^2 and Council are n.s.
Year (nominal)	**10**	**157,617**	**157,637**	**157,684**	**Years 1997-2004 are n.s.**
Age + Age^2 + Year(nominal)	12	157,614	157,638	157,694	Age, Age^2 & + Years are n.s. (model problematic)
Age + Age^2 + Council + 1996	6	157,636	157,648	157,676	Age^2 and Council are n.s.
Council + 1996	4	157,640	157,648	157,667	Council n.s.
Age + Council + 1996 + 2000 + 2001	7	157,632	157,646	157,679	Year 2001, Age and Council are n.s.
Council + 1996 + 2000	5	157,637	157,663	157,682	Council is n.s.

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Model	Number of parameters	-2 log likelihood	AIC	BIC	Comments
Year(nominal) + council	11	157,616	157,638	157,690	Years 1996-2004 and Council are n.s.
Year (continuous) + Council	4	157,655	157,663	157,682	Council n.s.
YearLevel (continuous)	**3**	**157,623**	**157,629**	**157,643**	
YearLevel + Council	4	157,623	157,631	157,649	Council n.s.
YearLevel + Age	4	157,621	157,629	157,648	Age n.s.

Note: the information criteria are computed such that smaller is better. Effects that are not significant (i.e., n.s.) are indicated under comments column.

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Table 9 Arrest: Estimated Effects of the Best Random Intercept Logistic Regression Models

Type of Effect	**Parameter**	**Estimate**	**Standard Error**	**p-value**	**95% Confidence intervals**	
Fixed	intercept	-1.3188	0.09445	<.01	-1.1334	-1.5042
	yearlevel	-0.2242	0.02225	<.01	-0.1805	-0.2679
Random	Intercept variance	2.3455	0.1476	<.01**	2.0558	2.6353

** The test for a significant variance used a likelihood ratio statistic compared to a mixture of chi-square distributions with 0 and 1 degree of freedom.

Table 10 Arrest: Estimated Odds Ratios (and *95% confidence intervals*) of arrest for row year versus column year and (for example, odds of arrest in 1996 (row year) is 1.25 times the odds of arrest in 1997 (column year).

	1996	**1997**	**1998**	**1999 2001, 2002, 2003, or 2004**
1996	1.00	1.25 *(1.20, 1.31)*	1.57 *(1.43, 1.71)*	1.96 (1.72, 2.33)
1997	0.80 *(0.76, 0.83)*	1.00	1.25 *(1.20, 1.31)*	1.57 *(1.43, 1.71)*
1998	0.64 *(0.59, 0.70)*	0.80 *(0.76, 0.83)*	1.00	1.25 *(1.20, 1.31)*
1999+	0.51 *(0.45, 0.58)*	0.64 *(0.59, 0.70)*	0.80 *(0.76, 0.83)*	1.00

The advantage of our modeling approach was that we were able to determine that historical effects rather than existence of a council played a major role in changes in arrest rates from 1996 through 2004. We found that on average arrests rates declined from 1996-1998 and then level off and there was considerable variability between counties in terms of the overall arrest rate (i.e., random intercept in our models). Council existence or age did not appear to have an impact on arrest rates per se. In many ways this is consistent with key informant reports of considerable variability in arrest practices within their circuits and even within counties and the more limited perceived influence of councils on law enforcement agencies. Interpreting the general decline in arrest provides the typical conundrum. It could be that the decline in reported incidents and arrest rates reflects a general decline in the amount of domestic violence occurring, but can also reflect a reduction in arrest relative to incidents. This trend is certainly consistent with national trends reflected in the National Crime Victimization Survey (Catalano, 2006) and Uniform Crime Report that show a general decline in reported incidents of crime and arrests.

It is also important to note the limitations inherent in UCR data. The prevalence of missing arrest data and the procedures used by state and federal agencies to estimate and fill in the gaps are well documented (Lynch & Jarvis, 2008; Lott & Whitley, 2003; Maltz, 1999; Maltz & Targonski, 2002). There are multiple types of reporting agencies, including state, county, township and university police, plus state agencies that aggregate and analyze reported crime data and actual reporting of crime data is inconsistent and varies across type of reporting agency.

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Despite an Illinois state statute that requires all police agencies to complete monthly Uniform Crime Report (UCR) data reporting, there are no discernible sanctions for non-compliance. As such, data reporting is essentially a voluntary task (Lynch & Jarvis, 2008; Maltz, 1999). Some agencies do not complete a full twelve months of UCR reports, and national UCR data has demonstrated that, on average, only 85% of university police, 70% of city and rural police, and 64% of suburban county police report 12 full months of data (Lynch & Jarvis, 2008).

Data reporting procedures are subject to a variety of factors that result in missing data at multiple levels. At the local level, police agencies may experience natural disasters or budgetary restrictions that require the allocation of resources to duties other than reporting. Personnel changes, inadequate training in reporting procedures, or a change of computer software can easily result in errors due to inexperience (Maltz, 1999; Maltz & Targonski, 2002). Small agencies often choose not to report due to a low number of criminal incidents, or may report once per year in order to ensure that their employee statistics are on record (Maltz, 1999). In fact, only 57% of jurisdictions with populations less than 25,000 have found to be complete reporters (Lynch & Jarvis, 2008).

Additionally, local agencies may use different incident codes than state or UCR codes, which can affect reporting. For example, if a local agency has a code for “domestic complaint”, it is unclear whether this incident will be included in an official report if the state code for “domestic complaint” is not used. Another reason for missing data lies at the state level when states use offense codes that are incompatible with federal UCR reporting definitions or do not comply with the hierarchy rule classification system (Maltz, 1999). For example, Illinois has not been included in national UCR reports since 1985 due to the use of incompatible codes and failure to report in accordance with the UCR hierarchy rule (Maltz, 1999).

Moreover, changes in legislation may impact how crime is reported. For example, in 1999 the State of Illinois made numerous changes to the crimes of Domestic Battery and Violation of an Order of Protection, and added Aggravated Domestic Battery as a new crime. Then in 2000, Illinois enacted a statute that recognizes Orders of Protection issued out-of-state (http://www.ilcadv.org/legal/recent.htm). The impact of these changes in legislation on the number of reported incidents and arrests is unknown.

VIII.4.c – Shelter Referral Rates

VIII.4.c.i Description of Shelter Referral Data

A final source of archival data examined over time were referral rates from domestic violence programs. Referral rates were reported by programs into a central database managed by the Illinois Criminal Justice Information Authority (i.e., InfoNet). Thus, these rates reflect the primary source of referral reported by a survivor when she sought residential or non-residential services from a domestic violence program. Table 11 includes total number, range, and standard deviation of referrals over time for each referral source. Referrals from five sources – police, State’s Attorney, legal system, Circuit Clerk, and private attorney – were summed in order to create a composite indicator of referrals from the criminal justice system. The primary focus of the analyses to follow will be on referrals from criminal justice, though we explore other sources for patterns of change over time.

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Table 11 Shelter Referral Sources over Time

Source	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
CRIMINAL JUSTICE	**10616**	**11629**	**11228**	**10741**	**1142**	**12016**	**12772**	**11793**	**12227**	**11132**	**10823**
Range-----	*51-1509*	*51-1422*	*80-1352*	*68-1236*	*69-1333*	*64-1762*	*59-1748*	*53-1604*	*65-1694*	*74-1566*	*67-1213*
SD---------	*385*	*389*	*375*	*361*	*376*	*420*	*395*	*363*	*370*	*348*	*292*
Police	**8853**	**8421**	**8250**	**8069**	**8488**	**8943**	**9533**	**8660**	**9289**	**8495**	**8170**
Range-----	*20-1378*	*30-1253*	*39-1196*	*40-1096*	*40-1183*	*46-1610*	*50-1613*	*39-1414*	*54-1494*	*48-1413*	*59-1086*
SD---------	*353*	*8421*	*325*	*303*	*325*	*380*	*361*	*304*	*323*	*300*	*249*
State Attorney	**692**	**1489**	**1336**	**1139**	**1239**	**1360**	**1420**	**1269**	**1183**	**1046**	**1034**
Range-----	*2-137*	*5-484*	*6-426*	*2-335*	*2-373*	*3-301*	*1-365*	*5-293*	*4-208*	*3-165*	*3-166*
SD---------	*34*	*103*	*93*	*72*	*82*	*76*	*86*	*77*	*61*	*52*	*50*
Legal System	**591**	**716**	**685**	**614**	**559**	**648**	**625**	**682**	**569**	**533**	**512**
Range-----	*3-111*	*1-148*	*2-134*	*2-99*	*2-97*	*3-110*	*1-91*	*3-218*	*1-81*	*5-130*	*2-119*
SD---------	*25*	*39*	*34*	*29*	*26*	*33*	*27*	*47*	*23*	*29*	*26*
Circuit Clerk	**195**	**498**	**382**	**380**	**552**	**495**	**611**	**570**	**619**	**541**	**578**
Range-----	*0-47*	*0-93*	*0-87*	*0-86*	*0-105*	*0-77*	*1-125*	*1-114*	*1-174*	*1-108*	*0-106*
SD---------	*11*	*28*	*19*	*20*	*30*	*24*	*34*	*32*	*41*	*33*	*30*
Private Attorney	**285**	**505**	**575**	**539**	**588**	**570**	**583**	**612**	**567**	**517**	**529**
Range-----	*1-56*	*5-63*	*3-95*	*0-91*	*2-85*	*1-76*	*2-83*	*3-99*	*0-109*	*0-93*	*1-82*
SD---------	*12*	*18*	*25*	*25*	*26*	*23*	*23*	*29*	*28*	*24*	*22*
Hospital	**949**	**768**	**682**	**646**	**650**	**755**	**756**	**737**	**710**	**764**	**787**
Range-----	*2-256*	*0-182*	*0-158*	*1-154*	*0-165*	*1-179*	*1-181*	*0-197*	*1-195*	*2-170*	*2-227*
SD---------	*67*	*45*	*38*	*39*	*38*	*43*	*42*	*45*	*43*	*41*	*54*
Medical	**246**	**219**	**240**	**251**	**242**	**228**	**249**	**344**	**197**	**172**	**273**
Range-----	*0-70*	*0-81*	*1-66*	*1-55*	*1-52*	*1-57*	*2-63*	*0-109*	*1-56*	*0-39*	*0-85*
SD---------	*15*	*17*	*15*	*14*	*12*	*12*	*13*	*27*	*12*	*9*	*22*
Public Health	**42**	**71**	**93**	**125**	**132**	**288**	**194**	**154**	**226**	**165**	**150**
Range-----	*0-6*	*0-14*	*0-14*	*0-22*	*0-36*	*1-110*	*0-83*	*0-42*	*0-117*	*0-94*	*0-84*
SD---------	*2*	*3*	*4*	*6*	*9*	*26*	*19*	*11*	*25*	*20*	*18*
DCFS	**1**	**7**	**2**	**40**	**82**	**111**	**166**	**165**	**424**	**511**	**675**
Range-----	*0-1*	*0-4*	*0-1*	*0-19*	*0-24*	*0-29*	*0-29*	*0-38*	*2-111*	*4-113*	*5-119*
SD---------	*0*	*1*	*0*	*4*	*6*	*8*	*45*	*10*	*24*	*25*	*28*
Medical Advocacy	**288**	**357**	**404**	**544**	**446**	**348**	**340**	**301**	**383**	**288**	**235**
Range-----	*0-134*	*0-133*	*0-194*	*0-241*	*0-206*	*0-221*	*0-207*	*0-168*	*0-233*	*0-160*	*0-92*
SD---------	*32*	*35*	*45*	*66*	*50*	*48*	*45*	*38*	*51*	*35*	*23*

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Social Service	**2405**	**2156**	**2257**	**2569**	**2244**	**2244**	**2437**	**2163**	**2255**	**2119**	**1998**
Range-----	*6-364*	*4-379*	*4-349*	*3-554*	*9-282*	*3-285*	*5-326*	*6-346*	*3-372*	*4-395*	*2-498*
SD---------	*102*	*91*	*92*	*129*	*81*	*79*	*90*	*90*	*108*	*104*	*118*
Hotline	**0**	**1**	**4**	**580**	**1129**	**1071**	**867**	**532**	**584**	**548**	**551**
Range-----	*0-0*	*0-1*	*0-2*	*0-549*	*0-944*	*0-914*	*0-698*	*0-298*	*0-299*	*0-305*	*0-327*
SD---------	*0*	*0*	*1*	*120*	*205*	*198*	*151*	*64*	*66*	*67*	*71*
Clergy	**150**	**111**	**95**	**109**	**137**	**121**	**107**	**104**	**123**	**101**	**104**
Range-----	*0-20*	*0-17*	*0-11*	*0-17*	*1-18*	*0-19*	*0-17*	*0-19*	*0-25*	*0-20*	*0-12*
SD---------	*5*	*5*	*3*	*5*	*4*	*5*	*4*	*5*	*6*	*5*	*4*
Education	**165**	**150**	**149**	**157**	**160**	**174**	**207**	**165**	**167**	**188**	**185**
Range-----	*0-51*	*0-35*	*0-42*	*0-35*	*0-36*	*0-39*	*0-52*	*1-31*	*0-29*	*2-41*	*1-40*
SD---------	*11*	*9*	*10*	*10*	*9*	*10*	*14*	*8*	*9*	*11*	*10*
Other Project	**453**	**406**	**266**	**270**	**366**	**359**	**333**	**342**	**300**	**289**	**184**
Range-----	*0-337*	*0-220*	*1-128*	*0-133*	*0-164*	*0-155*	*0-104*	*0-144*	*0-62*	*0-51*	*0-44*
SD---------	*73*	*47*	*27*	*28*	*36*	*34*	*22*	*31*	*15*	*14*	*11*
Telephone	**196**	**177**	**145**	**131**	**141**	**112**	**106**	**89**	**90**	**90**	**53**
Range-----	*0-36*	*0-29*	*0-22*	*0-20*	*0-31*	*0-20*	*0-25*	*0-20*	*0-12*	*0-15*	*0-8*
SD---------	*9*	*8*	*7*	*6*	*9*	*6*	*6*	*5*	*4*	*4*	*3*
Relative	**1112**	**1001**	**1054**	**959**	**1062**	**984**	**1101**	**1254**	**1163**	**1162**	**1020**
Range-----	*11-190*	*3-184*	*6-183*	*3-158*	*10-163*	*4-151*	*7-176*	*5-200*	*7-163*	*3-167*	*7-205*
SD---------	*41*	*40*	*40*	*35*	*38*	*35*	*41*	*48*	*41*	*40*	*43*
Self	**3720**	**2490**	**2262**	**2474**	**2735**	**2846**	**3513**	**3357**	**3394**	**3510**	**3256**
Range-----	*15-546*	*8-429*	*15-290*	*15-297*	*19-363*	*18-359*	*15-526*	*14-435*	*10-419*	*22-506*	*15-578*
SD---------	*156*	*102*	*81*	*85*	*89*	*2846*	*130*	*126*	*120*	*144*	*139*
Friend	**1895**	**1738**	**1873**	**1887**	**2011**	**1973**	**2004**	**1957**	**1944**	**1904**	**1849**
Range-----	*17-340*	*11-358*	*15-375*	*14-366*	*19-348*	*21-307*	*16-355*	*11-336*	*9-340*	*7-411*	*9-421*
SD---------	*73*	*76*	*78*	*78*	*77*	*67*	*79*	*78*	*75*	*87*	*89*
Media	**90**	**209**	**182**	**163**	**138**	**85**	**114**	**105**	**122**	**91**	**92**
Range-----	*0-39*	*0-129*	*0-101*	*0-82*	*0-39*	*0-24*	*0-41*	*0-48*	*0-36*	*0-24*	*0-27*
SD---------	*8*	*27*	*21*	*17*	*9*	*6*	*9*	*10*	*8*	*6*	*7*
Other	**1330**	**1196**	**1619**	**1811**	**1571**	**1533**	**1705**	**1682**	**1776**	**1731**	**1707**
Range-----	*4-157*	*6-193*	*1-256*	*1-289*	*2-369*	*5-322*	*3-301*	*0-279*	*0-310*	*4-269*	*1-273*
SD---------	*53*	*55*	*75*	*94*	*90*	*81*	*81*	*75*	*85*	*81*	*72*
TOTAL	**23658**	**22686**	**22555**	**23457**	**24672**	**25248**	**26971**	**25244**	**26085**	**24765**	**23942**
Range-----	*150-2775*	*123-2835*	*154-2842*	*120-2939*	*141-3048*	*130-3003*	*112-2751*	*98-2944*	*105-2839*	*132-3044*	*123-3155*
SD---------	*777*	*735*	*727*	*810*	*839*	*853*	*810*	*808*	*806*	*780*	*751*

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Across all years, it appears that the proportion of referrals from each source remains relatively stable. To demonstrate, figures 21, 22, and 23 depict proportion of referrals from each source for the initial, mid, and last years for which data is available. The data suggest that the criminal justice system constitutes the primary source of referrals to shelters, and this rate (about 45%) seems to remain relatively stable over time. However, the proportion of referrals from the criminal justice system is variable across judicial circuit, with a range of proportions between 20-60%. The next greatest sources of referral to shelters across years seem to be from clients themselves, social services, and friends.

Figure 21 Shelter Referral: Proportion in 1998

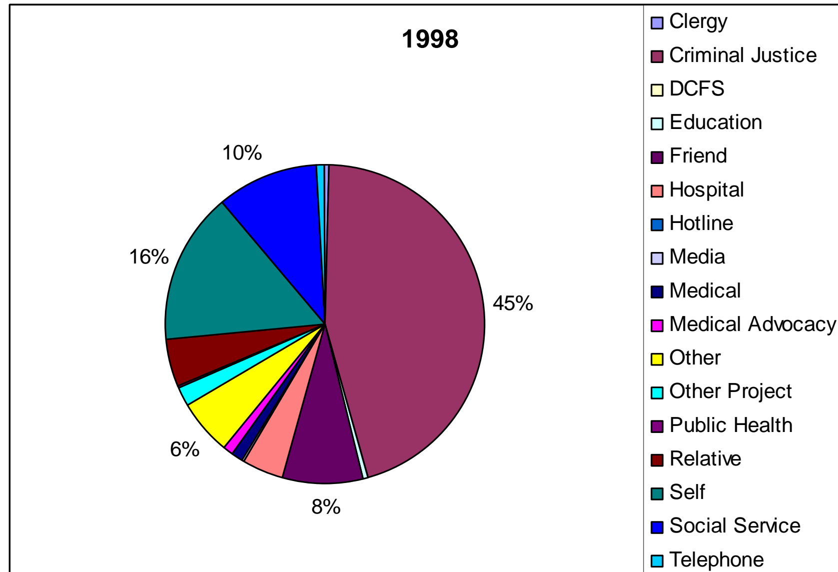

Figure 22 Shelter Referral: Proportion in 2003

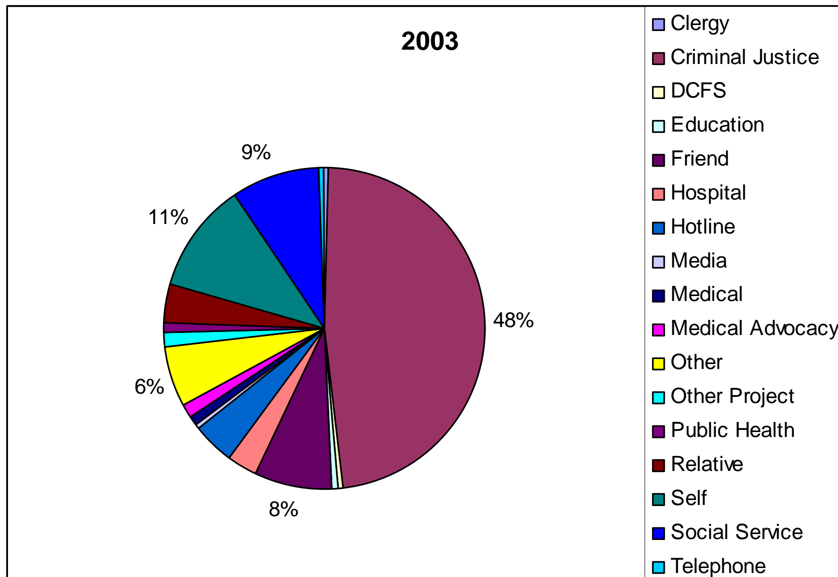

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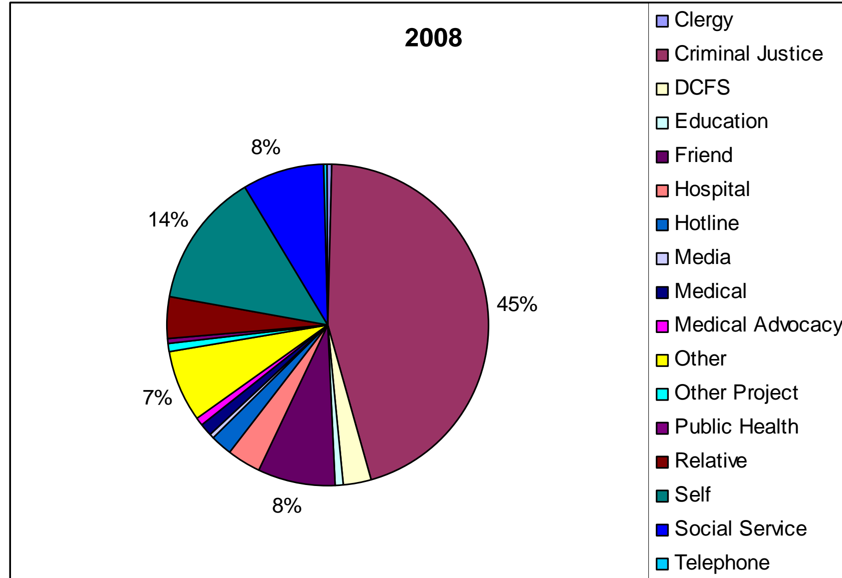
Figure 23 Shelter Referral: Proportion in 2008



We conducted some further descriptive analyses focusing on the *proportion* of referrals from criminal justice sources (i.e., criminal justice referrals given total number of referrals across all sources). Figures 24 and 25 depict these proportions over the 10 year time span informed by this data. Figure 24 shows the proportion of criminal justice referrals for each year. As depicted, there is no striking pattern of stable increase or decrease in this rate. However, this graph of referral ratio over time does not take the location of shelters in particular judicial circuits into consideration. Because we are interested in referrals in the context of specific judicial circuits, Figure 25 depicts the total proportion of referrals per year per circuit (i.e., a weighted average by circuit). In this graph, a pattern of increase in referrals over time is suggested, indicating that criminal justice referral ratios per judicial circuit may be increasing over time. As a next step, these data were examined in through more sophisticated modeling.

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Figure 24 Shelter Referral Ratio from Criminal Justice per Year

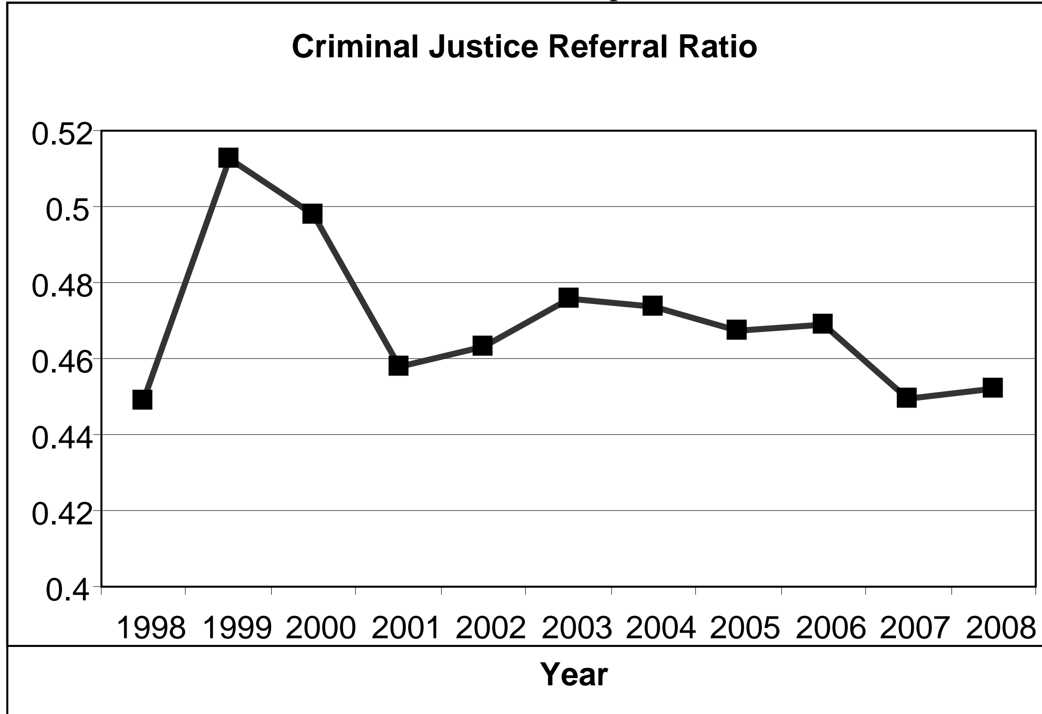
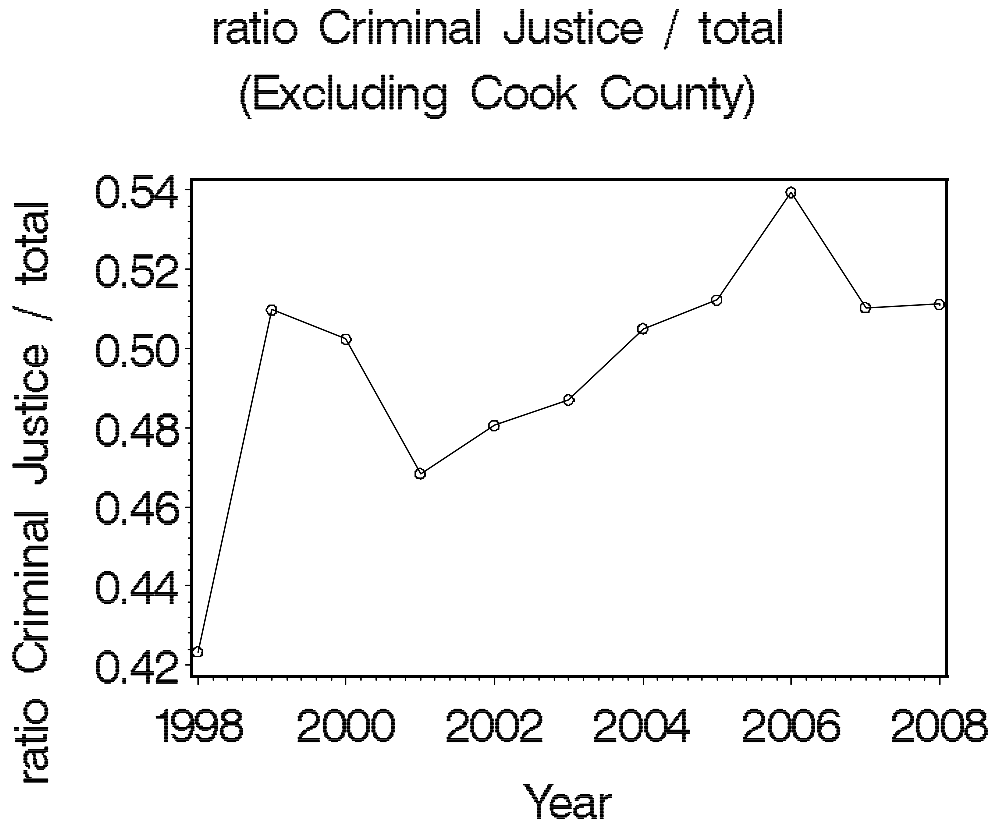


Figure 25 Shelter Referral Ratio from Criminal Justice per Year per Circuit



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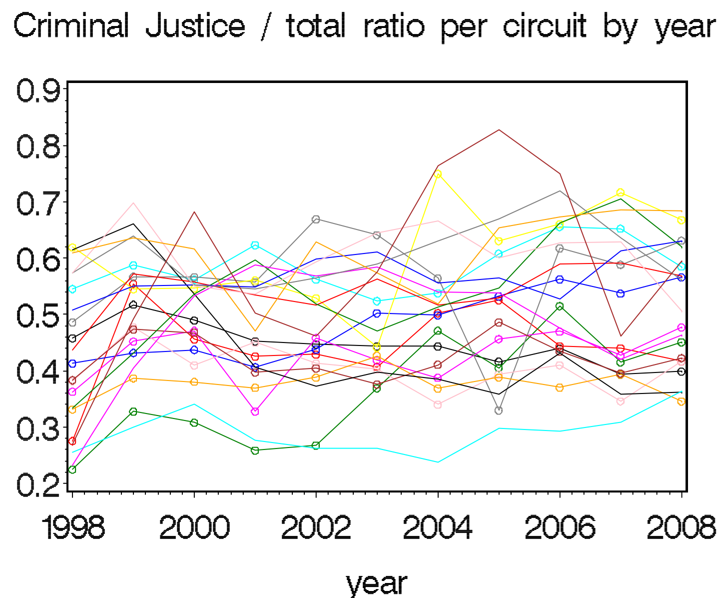
VIII.4.c.ii Modeling of Shelter Referral Data: Criminal Justice

Based on the pattern of change over time suggested in Figure 25, we engaged in a modeling approach similar to that described in Section VIII.4.a. Specifically, we were interested in understanding 1) the extent to which a pattern of significant change over time in the ratio of criminal justice referrals compared to total referrals is suggested and, 2) whether any pattern of change could be associated with the presence or formation of councils, as indexed by council age. To explore these questions, hierarchical nonlinear modeling was used to model the ratio of criminal justice/total referrals across time. We used the Glimmix Procedure in Statistical analysis Systems (SAS version 9.1.3) because it is well suited to explore nested data, which fits our data structure as referrals for shelters are nested within judicial circuits and therefore do not vary independently. In addition, Glimmix is well-suited to explore proportional/rate data, where the data are not necessarily normally distributed (e.g., rate data may follow a Poisson distribution). As reported in Table 12, our model building approach is as follows.

1) Null model: no fixed or random effects included
2) Random intercept model (RI)
3) Random intercept model, time as linear

As can been seen in Table 12, we found a drop in the fit indices when moving from the null (1) to the random intercept model (2), indicating important between circuit variance in criminal justice referral ratios. In contrast, we did not find a drop in fit indices when moving from a random intercept model (2) to a model which includes time as a linear effect (3).[4] These results suggest that criminal justice referral ratios significantly vary between circuits (i.e., in their intercepts), but do not significantly linearly change over time (see Figure 26). Because no pattern of change over time was suggested, we did not pursue further modeling with these data.

Figure 26 Shelter Referral: Criminal Justice Referral Ratio per Circuit Over Time



[4] Quadratic and cubic effects for time were also examined, but did not demonstrate better fit for the data either statistically or graphically.

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VIII.4.c.ii Modeling of Shelter Referral Data: DCFS

Though criminal justice referral ratios did not show a pattern of change over time, we were interested in examining other referral sources for change patterns and engaging in modeling to see if that change could be attributed to the presence of councils. Across all referral sources, ratio of referrals from the Department of Children and Family Services (DCFS) suggested the most striking pattern of increase both generally (see Figure 27) and per judicial circuit (see Figure 28)[5]. We engaged in the same modeling approach outlined above to examine this change. As reported in Table 13A., our model building approach is as follows.

1a) Null model: no fixed or random effects included
2a) Random intercept model (RI)
3a) Random intercept model, time as linear

Similar to the criminal justice referral findings, we found a drop in the fit indices when moving from the null (1) to the random intercept model (2), indicating important between circuit variance in DCFS referral ratios. We also found a drop in fit indices when moving from a random intercept model (2) to a model which includes time as a linear effect (3)[6]. In contrast to results for criminal justice referrals, these results suggest that DCFS referral ratios significantly vary between circuits (i.e., in their intercepts) and demonstrate significant linear pattern of change over time (see Figure 29).

Because model 3 was the best fitting model, follow up modeling was conducted in order to examine whether the presence of councils (as indexed by their age collapsed across historic time) could in part explain the linear trend of increasing rates of DCFS referral over time. A very similar modeling approach as that described in Section VIII.4.a was engaged. In particular, the same 3 models were examined in the context of referral ratios for historic time with and without the presence of Councils. These modeling results are reported in Table 13B and 13C, respectively. These results do *not* suggest that council age is a factor in explaining the pattern of increase over time of DCFS referral ratios. That is, a significant drop in fit indices is seen both with and without the presence of councils (i.e., between models 2b and 3b and models 2c and 3c). This suggests that a random intercept and linear trend for time is present regardless of the presence of councils.

[5] Importantly, it should be noted that DCFS referrals account for a very small proportion of total referrals and were almost negligible between 1998 and 2000.

[6] Quadratic and cubic effects for time were also examined, but did not demonstrate better fit for the data either statistically or graphically.

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Figure 27 Shelter Referral: DCFS Ratio per Year

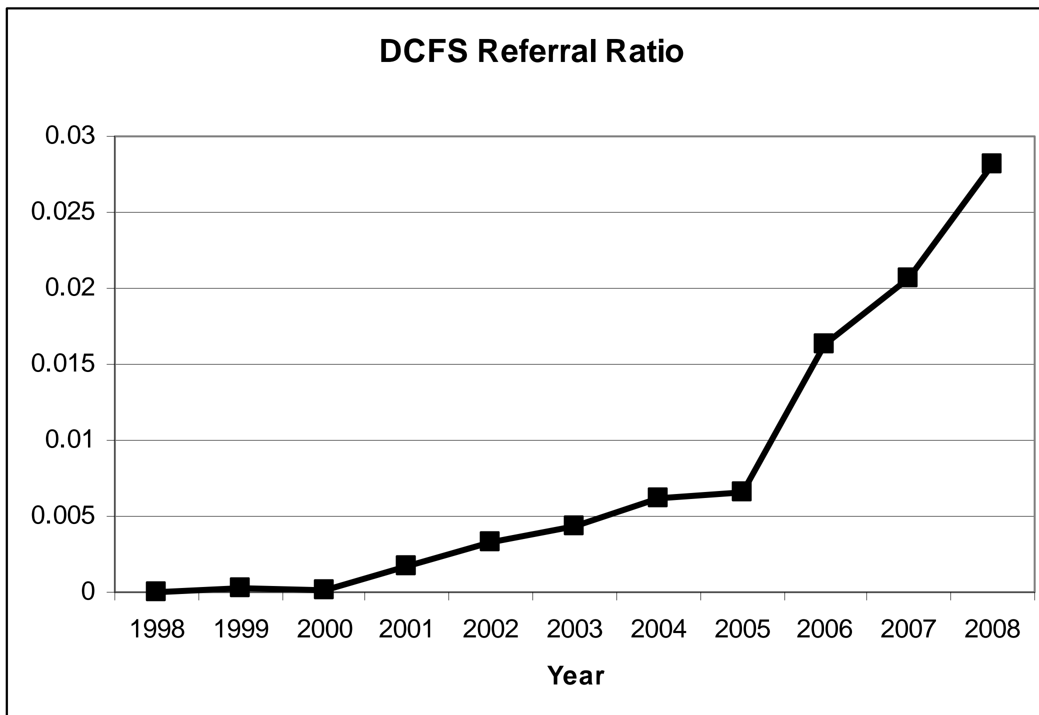

Figure 28 Shelter Referral: DCFS Ratio per Year per Circuit

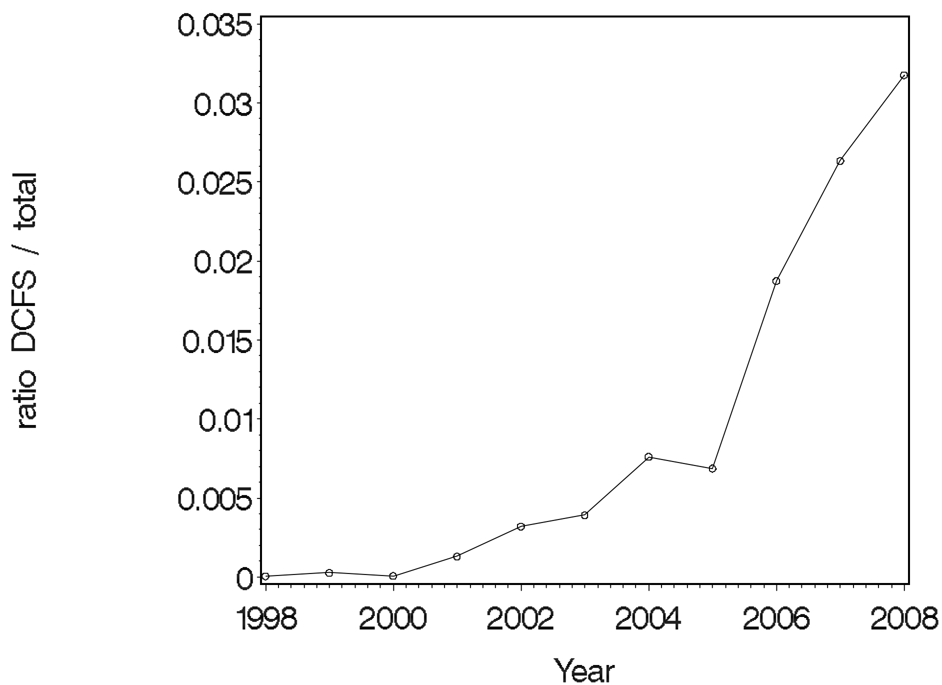

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Figure 29 Shelter Referral: DCFS Referral Ratio per Circuit Over Time

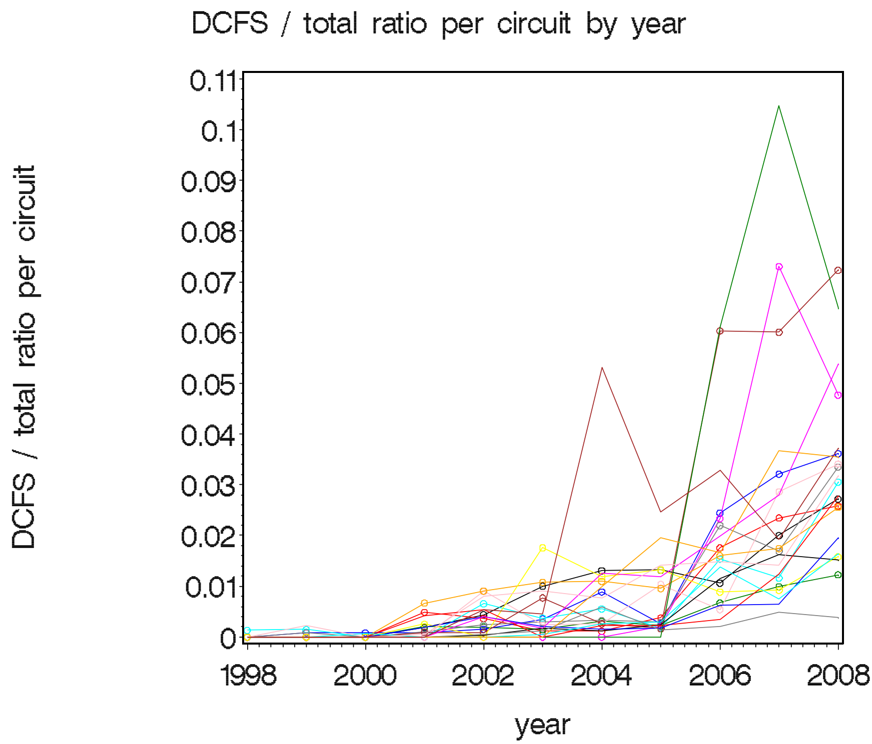

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Table 12 Shelter Referral: Modeling Criminal Justice Referral Ratios Across Historic Time

	Fixed Effects		Random Effects *Covariance Parameters*		Fit Statistics								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
1) Null													
*Intercept	-.093*	.004			17411.00	17413.00	17413.02	17416.48	17417.48	17414.40	15293.64	240	63.72
2) RI													
*Intercept	-.116	.132	.384	.121	4006.94	4010.94	4010.99	4017.90	4019.90	4013.74	4663.61	240	19.43
3) RI, Time linear													
*Intercept	-.158	.133	.388	.122	3982.77	3988.77	3988.87	3999.20	4002.20	3992.97	4627.90	239	19.39
*Time	.008*	.001											

*p<05.

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Table 13 Shelter Referral: Modeling DCFS Referral Ratios Across Historic Time

	Fixed Effects		Random Effects *Covariance Parameters*		Fit Statistics								
Model	**γ's**	**SE**	**Parameter**	**SE**	**2 Res PLoglike**	**P-AIC**	**P-AICC**	**P-BIC**	**P-CAIC**	**P-HQIC**	**Gen. Chi2**	**DF**	**Chi/DF**
A. DCFS Referrals													
1a) Null													
*Intercept	-4.789*	.021			4545.98	4547.98	4547.99	4551.46	4552.46	4549.38	5339.14	240	22.25
2a) RI													
*Intercept	-4.858*	.126	.329	.109	3593.11	3597.11	3597.16	3604.07	3606.07	3599.92	3505.23	240	14.61
3a) RI, Time linear													
*Intercept	-7.828*	.154	.337	.112	1061.65	1067.65	1067.75	1078.08	1081.08	1071.85	775.88	239	3.25
*Time	.434*	.011											
B. DCFS Referrals – With NO Councils Present													
1b) Null													
*Intercept	-6.448*	.128			210.24	212.24	212.34	214.00	215.00	212.89	255.39	240	6.08
2b) RI													
*Intercept	-7.646*	.619	2.600	1.698	230.03	234.03	234.33	237.50	239.50	235.30	94.07	240	2.24
3b) RI, Time linear													
*Intercept	-9.442*	.597	1.025	.771	208.37	214.37	215.01	219.51	222.51	216.24	46.02	239	1.12
*Time	.652*	.093											
C. DCFS Referrals – WITH Councils Present													
1c) Null													
*Intercept	-4.661*	.0218			4008.49	4010.49	1010.51	1013.83	1014.83	4011.84	4458.08	240	21.54
2c) RI													
*Intercept	-4.695*	.125	.319	.107	3068.76	3072.76	3072.82	3079.43	3081.43	3075.46	3012.16	240	14.55
3c)RI,Time linear													
*Intercept	-7.870*	.159	.340	.114	924.18	930.18	930.30	940.16	943.16	934.22	712.99	239	3.46
*Time	.439*	.011											

*$p<.05$

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VIII.5 – Brief Discussion

VIII.5.a – Orders of Protection

These descriptive graphs and modeling analyses indicate that the presence of a coordinating council has an influence on the ratio of emergency orders that move to plenary orders of protection. First, examining the descriptive graphs show that, for many councils, there is a discrete change or elevation in the p/e ratio around the time of council formation, with a continued increase as the council ages. This analysis is similar to a regression discontinuity, where at a discrete point in time there is a disruption (discontinuity) in the pre-existing pattern of change, or as may be more apt in this case, a pattern of changes begins at a certain point in time related to the formation of the councils (Shadish, Cook, & Campbell, 2002).

Second, examining the change of p/e over historic time in the absence of councils showed a rather flat, or non-changing pattern. This was further confirmed as the best fitting model to these data showed no significant effect for time. In contrast, examining the change of p/e over historic time in the presence of councils showed a linear trend. The modeling confirmed this trend as the best fitting model to these data showed a significant effect for time, indicating that in the presence of councils, the p/e rate increased over time. When no councils were present, this p/e rate stayed ostensibly the same over time as indicated by the non significant effect for time when no councils were present.

Finally, an integrated model was built to examine both council age and the pattern of p/e ratio before councils were formed. This model fit the data fairly well, indicating that council age was positively associated with the p/e rate, indicating that as the council ages the p/e rate increased. The viability of this model suggests that council age is related in a systematic way to an increase in the p/e ratio, and that the variation in p/e rates before council formation does not demonstrate a consistent positive linear trend.

Taken together, these findings suggest that indeed councils may be positioned to promote systems change in the judicial response to intimate partner violence. In particular, council formation and development was positively related to the movement of emergency orders of protection to plenary orders. Councils may be well-positioned to promote changes within the judiciary given that councils are organized by judicial circuits. Involvement of the Chief Judge (or their appointee) of each circuit as the formal council chair may create a unique opportunity for influence within the court system. The fact that there is some centralized authority within the courts (although there is also considerable autonomy for each judge) may allow for the dissemination of reforms within the Courts. That is, policy changes regarding the issuance of plenary orders can be diffused throughout courtrooms within counties across a given circuit.

Further, advocates working within domestic violence programs may experience greater entrée and cooperation with court officials as a result of council activities. Indeed, council members frequently cited shifts in individual and organizational relationships as a critical achievement of councils. In fact, some advocates noted that circuit clerks and judges will routinely send victims to them for assistance with their orders.

Finally, the movement of emergency orders to plenary orders may also reflect greater coordination among the relevant stakeholders. This coordination may create a more supportive process for survivors as they contemplate pursuing a plenary order. Greater coordination might result in their not only having contact with the criminal justice system, but also with advocates who can scaffold their next steps as they weigh the pros and cons of seeking a plenary order.

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VIII.5.b – Arrest Rates

Unlike order of protection "return rates," arrest rates consistently decreased over time and change was not attributable to council formation and/or development. The general downward trend was not unique to or driven by a single county, but the variability in arrest rates and trends across counties was considerable. Given the emphasis that some councils (61%) have placed on training and encouraging compliance with pro-arrest policies, one might have expected arrest rates to rise following council formation. This pattern is not evident and, indeed, councils are not implicated in the general decline observed. This is consistent with council coordinators own assessment that goals related to arrest were not appreciably achieved (see Table 5 in Section IV).

The lack of a discernable impact of council formation and development on arrest rates suggests that councils may be less well positioned to affect institutionalized practices among law enforcement agencies than they are orders of protection. Councils are organized by judicial circuit, which may provide a very direct pathway to reform within the court system. The opportunity to influence reform may not be as obvious with regard to systems change in the law enforcement response.

These analyses also highlight wide variability from one county to another. This was also consistent with key informant observations in all three case study sites that there is variability from agency to agency in their local response even within a single county. Examining one county in one of our case study sites demonstrates this pattern well. See Figure 30 for a single county within Circuit B. There is considerable variability across municipalities with some reporting almost no arrests/incidents and others reported relatively high arrests/incidents. Discussions with key informants within the legal system in this site suggests that this variability is indeed indicative of true variation across agencies. Key informants in this site frequently discussed their frustrations with this variation as a significant challenge in their efforts to reform their local systems response to domestic violence. As a result, this council had focused considerable efforts on training law enforcement in the area to encourage a more uniform response across jurisdictions. In addition, they engaged multiple law enforcement agencies and other key stakeholders (e.g., domestic violence advocates) in a subcommittee that developed a common law enforcement protocol. The council is currently working implement this protocol to create a uniform and more consistent response across the circuit. Still, the majority of their training efforts occurred from 2004 forward. Thus, follow-up in this Circuit, in particular, may provide the opportunity for a more focused examination of change over time.

Attempting to look across sites to examine the extent to which councils have had an impact on arrest as a distal systems change marker may include too much "noise" given that sites vary considerably from one another and councils vary considerably in their ability to affect institutionalized change (see Section VI). Future research may benefit from focusing on single circuits where councils had a concerted effort to affect change in the implementation of arrest practices. Finally, it is important to note that the lack of a council effect statewide may also reflect that establishing a true baseline or "pre" council condition is difficult given that STOP grants to encourage arrest began in 1996 and many communities might have engaged in collaborative efforts prior to the formal beginnings of the circuit-wide.

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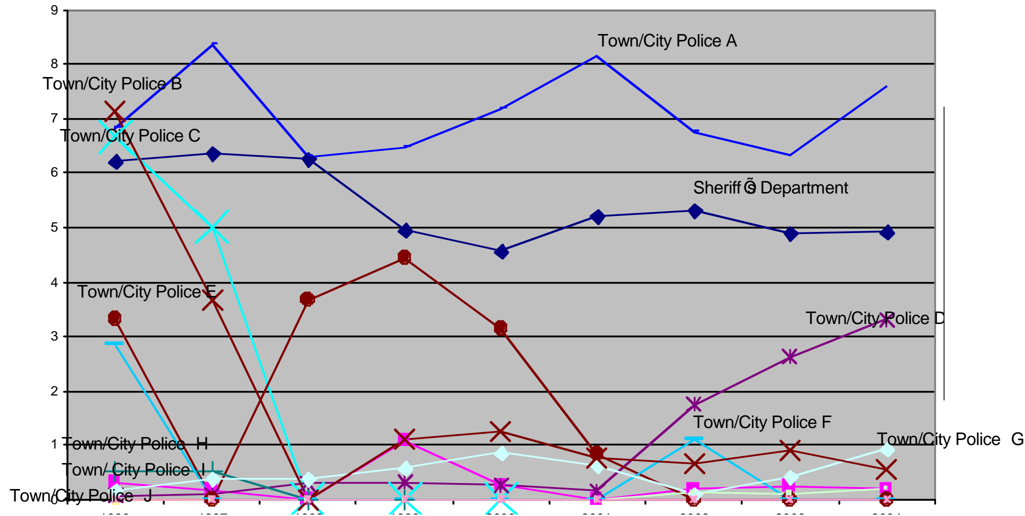
Figure 30 Arrest: Single County Variability (1996 to 2004)



VIII.5.c – Shelter Referral Rates

Unlike order of protection return rates and arrest rates, referral rates from criminal justice to domestic violence service providers did not change appreciably over time. Impressively, referrals from the criminal justice system accounted for nearly 50% of referrals to shelter programs from 1998 to the present. Because the starting year in these analyses is 1998, we likely "missed the baseline" of criminal justice referral ratios. That is, it is possible that criminal justice referral ratios indeed saw a significant increase over time (and councils may have affected this increase). However, these data would not index this pattern if criminal justice referrals began to increase prior to 1998. That said, our analyses provides evidence that criminal justice referral ratios have not increased over the course of the last decade, but that they indeed make up a considerable portion of the overall referrals made to domestic violence shelter programs.

Given the co-occurrence of domestic violence and child abuse, one might expect a greater rate of referral from DCFS to victim services. Even after a sharp rise in referral rates beginning in 2005, referrals from DCFS accounted for only 3.5% on average. This is consistent with the network analysis finding that councils were not perceived as influencing policy or practice within DCFS (see Section VII) and that DCFS was a relatively lower rates of representation on councils (about 50% of councils reported that DCFS was a member; see Section IV). It is interesting that referral rates varied across circuits. Future research might discern what characterizes circuits with higher referral rates overall. Given the significant challenges that survivors often face with DCFS (see Section X) encouraging DCFS to refer to domestic violence service providers may provide a critical additional resource for survivors navigating abusive relationships.

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SECTION IX

FACTORS AND PROCESSES EXPLAINING DIFFERENCES IN INSTITTUTIONALIZED CHANGE CAPACITY

IX.1 Purpose

To examine those factors and processes that affect the extent to which councils achieve systems change, with attention to a) councils' collaborative capacity and b) local community context (e.g., geographic location, community support; see Section IX)

IX.2 Overview

Examination of the intermediary processes by which councils produce change demonstrates an overall process by which the promotion of social capital facilitates institutionalized change, which in turn influences the promotion of distal community change. However, this analysis also demonstrates that there is significant variability in the extent to which institutionalized change is produced and that councils are rated on average as having less institutionalized change capacity relative to other perceived outcomes (e.g., improved relationships among stakeholders). Because the promotion of institutionalized changes are closely linked with the effectiveness of councils in promoting distal community change, and that such changes in policies and practice closely represent the goals of FVCC, we explore a) the factors accounting for this variability through quantitative multilevel modeling and, b) the processes and mechanisms through which these factors can be elaborated and understood.

IX.3 Quantitative Approach to Examination of Factors

IX.3.a – Data Sources and Analytic Approach

Hierarchical Linear Modeling (HLM; Bryk & Raudenbush, 1992) was utilized to examine the factors related to the promotion of institutionalized change and social capital, allowing for disaggregation of council- and individual-level variance. Level II (i.e., council) aggregate score were created for each independent and dependent variable, and in each model presented below, Level I (i.e., individual perceptions) and Level II (i.e., council-level aggregated perceptions) effects are simultaneously entered for each variable of interest, which allows for examination of trends *across* councils and accounts for non-independence of errors. In addition, Level I variables were centered on respective council means (i.e., group-mean centered) in order to account for within council variation (i.e., variation in members' perceptions within councils).

IX.3.b Results

IX.3.b.i Multilevel Modeling of the Factors Predicting Institutionalized Change

The unconditional model (no predictors) indicated that a significant amount of between-council variance exists in perceived institutionalized change (see Section IV.4.c for intraclass correlations (ICC)). To begin investigating the factors that account for this variance, multiple potential factors were modeled as predictors of institutionalized change (see Table 1). As shown

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in Table 1, the first model included the factors of council leadership (L), council climate (CC), council structure (S) and the breadth of active council membership (B)[1], as all represent characteristics of councils and council work. All of these factors were significant predictors of institutionalized change at level I, and all but council climate were significant predictors at level II.

In the next model, social capital was included among these factors. For the purposes of this study, social capital reflected the combination of the subscales assessing perceived council influence on improved stakeholders relationships and knowledge base. Interestingly, though social capital was a significant predictor at both levels I and II, all other factors dropped from the model as predictors in the expected direction[2]. As such, these factors related to council functioning (L, CC, S, B) were not included in the third model. These results provide partial evidence for mediation, whereby social capital mediates the relationship between features of the council setting and institutionalized change.

Consistent with this framework, we included two other factors with social capital in the third model. The first factor, individual empowerment of members (IE), may also result from council work, and the second factor, community context, is an indicator of the context in which institutionalized changes may be advanced. Results indicate that all three factors – IE, C, and SC – are significant predictors of institutionalized change at levels I and II, and information criteria demonstrate it as the best fitting model. Thus, variability in institutionalized change is related to the extent to which individual members report experiencing empowerment as a result of working with the council, the level of support that exists in the community context, and the amount of social capital members may have acquired by virtue of their exposure to knowledge and relationships.

IX.3.b.ii Multilevel Modeling of the Factors Predicting Social Capital

As alluded to in the previous models of institutionalized change, we hypothesized that council leadership, climate, structure, and breadth of active membership did not serve as factors predicting institutionalized change, when in the context of social capital because these factors may be related to institutionalized change only by virtue of their effects on more proximal outcomes. That is, because these factors are closer to the work of the council (i.e., they may create the conditions under which new relationships and knowledge can emerge) and may serve to foster outcomes that "come before" the achievement of institutionalized change, we explored their potential as predictors of social capital.

To assess this question, we modeled each of these four factors both separately and together as predictors of social capital (see Table 2). The first four models in Table 2 (models a through d) indicate that each factor is a significant predictor of social capital at levels I and II. In the final model (model 4), all four factors were included as predictors simultaneously. Results indicate that all were significant predictors at both levels, except for council climate at level II, and that this model is the best fitting. It is highly likely that climate is no longer a significant predictor of social capital at the council level because there is lack of sufficient power to adequately assess this model (notice, however, that climate is a significant predictor when entered by itself; see model b in Table 2). That is, there is relatively less variability across councils in social capital to explain and there is not enough power to model four predictors simultaneously with a level II N of 21. In addition, members of these councils are often part of

[1] Council structure and breadth are level II predictors only.

[2] Though leadership at level 1, and council climate at level II are significant, their effect is in the opposite direction as that expected (likely reflecting a restricted range).

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multiple subcommittees, which each are characterized by different climates, such that the level II climate variable may be confounded by the existence of multiple council level climates. Nonetheless, the first four models, with each factor entered separately as predictors demonstrate that each is a strong and significant predictor of social capital. Thus, there is evidence to suggest that the support and organization of council leadership, the quality and "health" of the council in terms of its climate influences, the structural capacity of the council, and the breadth of its active membership are all positively associated with the extent to which social capital is fostered among council members.

IX.3.b.iii Summary of Quantitative Results

In sum, the seven factors explored as possible predictors of variability in institutionalized change included council leadership, council climate, council structure, breadth of active membership, individual member empowerment, community context for change, and social capital. Of these factors, the latter three were significant predictors of institutionalized change. Because the first four factors related particularly to aspects closely describing the characteristics and dynamics of the actual council, we hypothesized that they may predict proximal outcomes that develop prior to the promotion of institutionalized changes. As a result, we modeled them as predictors of social capital, and results suggested that they did indeed, individually and together, predict a significant amount of variance in the promotion of social capital. Taken together, a process is suggested whereby the quality of council leadership, the strength of its climate, the integrity of its structure, and its breadth of active membership work to promote the achievement of social capital among council members. In turn, the degree of social capital, together with the degree of empowerment experienced by members and the support of the community context for achieving council efforts may influence the degree to which the council can influence changes in institutional policies and practices in their local community (see Figure 1).

Table 1 Institutionalized Change Regressed onto Council Factors.

Predictors	Fixed Effects γ *(SE)*	Random Effects	-2 Loglike	AIC	AICC	BIC
1. Leadership, Council Climate, Council Structure, Breadth of Active Membership	I= .56 *(1.23)* L1= .12* *(.06)* L2= .92* *(.26)* CC1= .66**(.07)* CC2= -.55*(.38)* S2= .03* *(.01)* B2= .04* *(.02)*	τ^2=.02 σ^2=.93*	1625	1643	1643	1653
2. Leadership, Council Climate, Council Structure, Breadth of Active Membership, Social Capital	I= .06 *(.92)* L1= -.10* *(.06)* L2= .08 *(.28)* CC1=.08*(.07)* CC2= -.08**(.07)* S2= .01 *(.01)* B2= .00 *(.02)* SC1= .74* (.05) SC2= 1.48* (.32)	τ^2=.01 σ^2=.64*	1396	1418	1419	1430

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Predictors	Fixed Effects γ *(SE)*	Random Effects	-2 Loglike	AIC	AICC	BIC
3. Individual Empowerment, Community Context, Social Capital	I=-1.82 *(.59)* IE1=.41* *(.03)* IE2=.33**(.17)* C1= .14* (.03) C2= .38* (.15) SC1= .40* (.04) SC2= .66* (.21)	τ^2=.01m σ^2=.46*	1234	1252	1253	1262

Note: * indicates significance at p<.05.

Table 2 Social Capital Regressed onto Council Factors.

Predictors	Fixed Effects γ *(SE)*	Random Effects	-2 Loglike	AIC	AICC	BIC
No predictors (unconditional model)	4.38* *(.06)*	τ^2=.04* σ^2=1.17*	1832	1838	1838	1842
a. Leadership (L)	I=.11 (.67) L1= .76**(.04)* L2= .84* *(.13)*	τ^2=.00 σ^2=.76*	1532	1540	1540	1544
b. Council Climate (CC)	I=.27 *(1.05)* CC1=.97**(.04)* CC2=.95**(.24)*	τ^2=0.02* σ^2=.57*	1344	1354	1354	1359
c. Council Structure	I= 3.94* *(.16)* S2= .04* *(.01)*	τ^2=0.01 σ^2=.1.17*	1825	1833	1834	1838
d. Breadth of Active Membership	I= 3.67* *(.19)* B2= .07* *(.02)*	τ^2=0.00 σ^2=.1.18 *	1822	1830	1830	1834
4. Leadership, Council Climate, Structure, Breadth of Active Membership[3]	I= .52 (.76) L1= .30* (.05) L2= .58* *(.17)* CC1= .79* *(.05)* CC2= .10 *(.24)* S2= .01* *(.01)* B2= .03* *(.01)*	τ^2=.00 σ^2=.52*	1274	1290	1291	1299

Note: * indicates significance at p<.05.

[3] Note: the estimated G matrix for this model is not positive definite. However, according to Littell et al. (2006), SAS for Mixed Models (2nd Edition), fixed effects can still be interpreted in this context.

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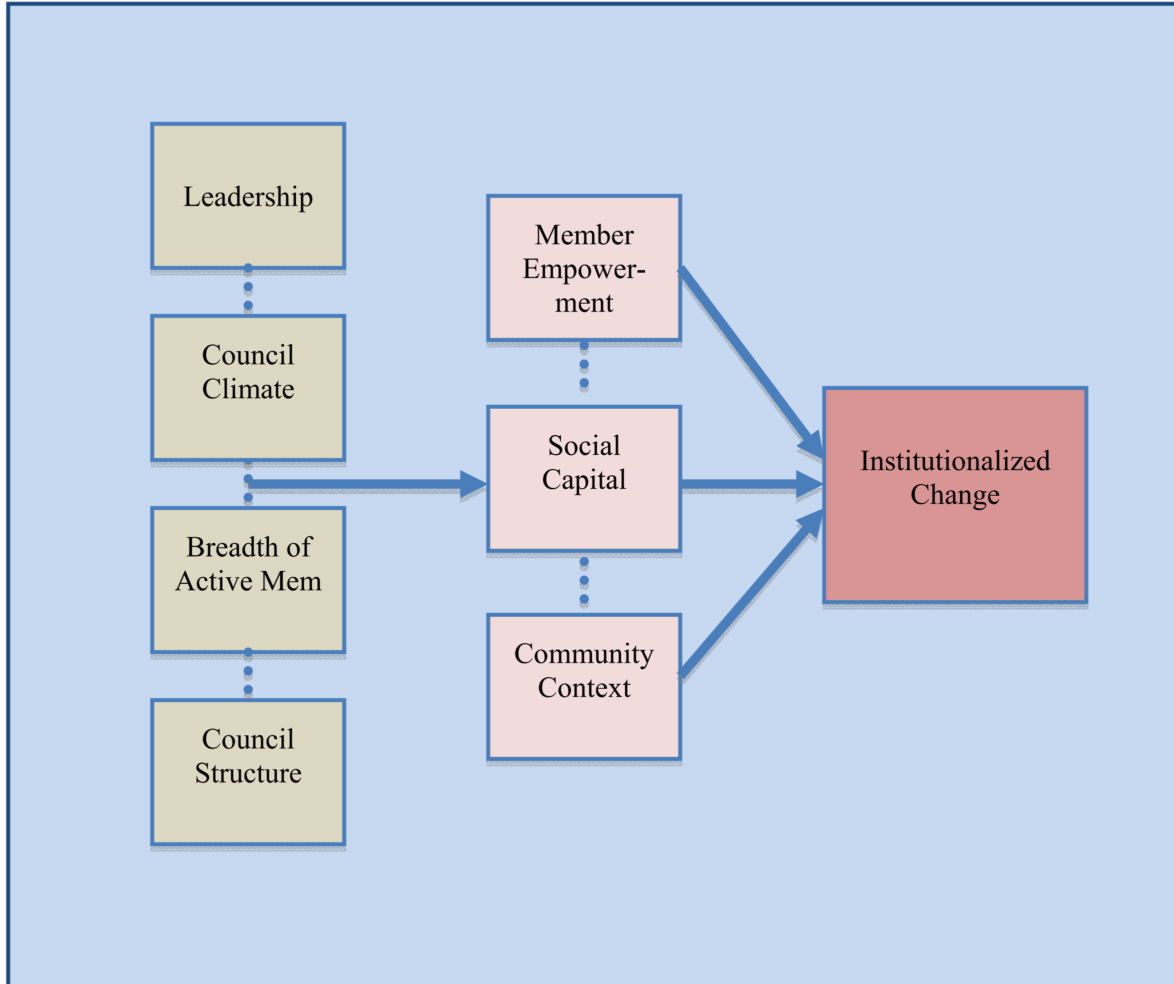
Figure 1 Factors Related to Institutionalized Change



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IX.4 Qualitative Approach to Examination of Factors

IX.4.a Data Sources and Analytic Approach

In addition to examining the factors associated with institutionalized change capacity, we examined the qualitative data gathered from our case study sites to understand the specific factors and processes by which council might influence such change. The primary analytic approach employed in the current study was content analysis (Berg, 1995; 2004). Berg (1995) describes content analysis as "any technique for making inferences by systematically and objectively identifying special characteristics of messages" (p. 175). The analysis of "messages" from a variety of sources (e.g., interview transcripts, observation of meetings, meeting minutes and agendas) involves creating a set of codes or "themes" that best characterize the data (Berg, 1995). Content analysis was employed to identify common themes that illustrated the processes by which councils facilitate institutionalized change. This was done primarily by the principal investigator who also conducted the majority of interviews. This allowed for continuity between the data gathering and analytic process. However, the findings presented here were "finalized" through a collective effort including ongoing consultation with research team members and community collaborators. To ensure the credibility of qualitative analysis Guba and Lincoln's (1994) criteria were imposed. For example, "member checks" were utilized to discuss the interpretation of findings with study participants to examine accuracy (i.e., following analysis of the original interviews with 30 key informants, an additional 10 key informant interviews were conducted that specifically "tested" emerging themes and ideas); throughout the analytic process negative case analysis was employed to actively search for evidence that disconfirmed emerging hypotheses; emergent themes and theories were discussed with members of the research team and community collaborators in regular meetings; finally, a second analyst was engaged to conduct an "audit" of the emergent themes and to examine the extent to which themes were indeed supported by multiple data sources *and* whether important themes were left out.

IX.4.a.i Human and Social Capital: Synergistic Processes

Current study findings suggest that councils may indeed foster institutionalized, or systems, change. This is reflected in both members' assessments of councils (see Section VI), annual reports regarding council activities (see Section IV) and objective systems change markers (e.g., return rates for orders of protection; see Section VIII). However, it is also clear that councils vary in their relative success in achieving systems change. The quantitative results reported in this section suggest that factors both internal to the council and external to the council may be instrumental in explaining variation across councils. Internal factors included the degree to which councils a) were characterized by an inclusive climate, broad and active membership, effective leadership, and effective organizational structures, b) fostered enhanced social capital (relationships and knowledge among critical stakeholders), and c) empowerment (ability to affect change) among members. Factors more external to the council (i.e., not within their direct control) were also important. Specifically, the degree to which councils operated within a supportive community context was an important predictor of the degree to which they achieved institutionalized change (as reported by members).

Further, this analysis revealed that features of the council including the quality of the leadership and the inclusiveness of the council climate were indirectly related to systems change via their relationship to the degree to which councils fostered enhanced knowledge and relationships (together termed "social capital"). This suggests a dynamic process in which the degree to which councils foster an inclusive climate and have effective leaders is related to the

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extent to which they improve stakeholders' knowledge and relationships which, in turn, affects the extent to which they achieve institutionalized change.

The primary aim in our study of three case study sites was to examine the processes and contextual factors that facilitate and constrain councils' role in facilitating a systems change process. Our emergent findings reveal synergistic processes that hinge on the confluence of *human* capital (e.g., member effort, knowledge and status) through *social* capital processes in each Circuit. Our qualitative analysis aimed to a) understand the various transactions that seemed to facilitate or constrain council efforts and to b) elaborate our quantitative findings by describing relationships in terms of a confluence of events rather than a set of factors that independently contribute to desired changes. In this way, we are attempting to move away from "static" factors (e.g., inclusive climate) and toward an explanation of *how* social capital processes operate to facilitate institutionalized change, or changes in policy and practice. Thus, our use of mixed methodology in this way is considered complementary and aims to elaborate our quantitative findings with the aim of illuminating complex social processes (Greene, 2007).

IX.4.b Results

Based on our analysis we developed a conceptual model that reflects a) prominent social capital processes and how they explain the councils' potential to effect institutionalized change, b) requisite council features that may facilitate the expression of these practices, and c) critical "contextual" factors in the community that have implications for council functioning and the extent to which desired institutionalized changes emerge: strong, local, vocal, and knowledgeable domestic violence advocates and engaged or willing local leaders key agencies in the community response to IPV. Each of these model components is discussed and elaborated on to create a more complete picture regarding the institutionalized change potential of councils and the factors and processes that may facilitate and/or constrain their efforts. See Figure 2 for an illustration of our emergent model.

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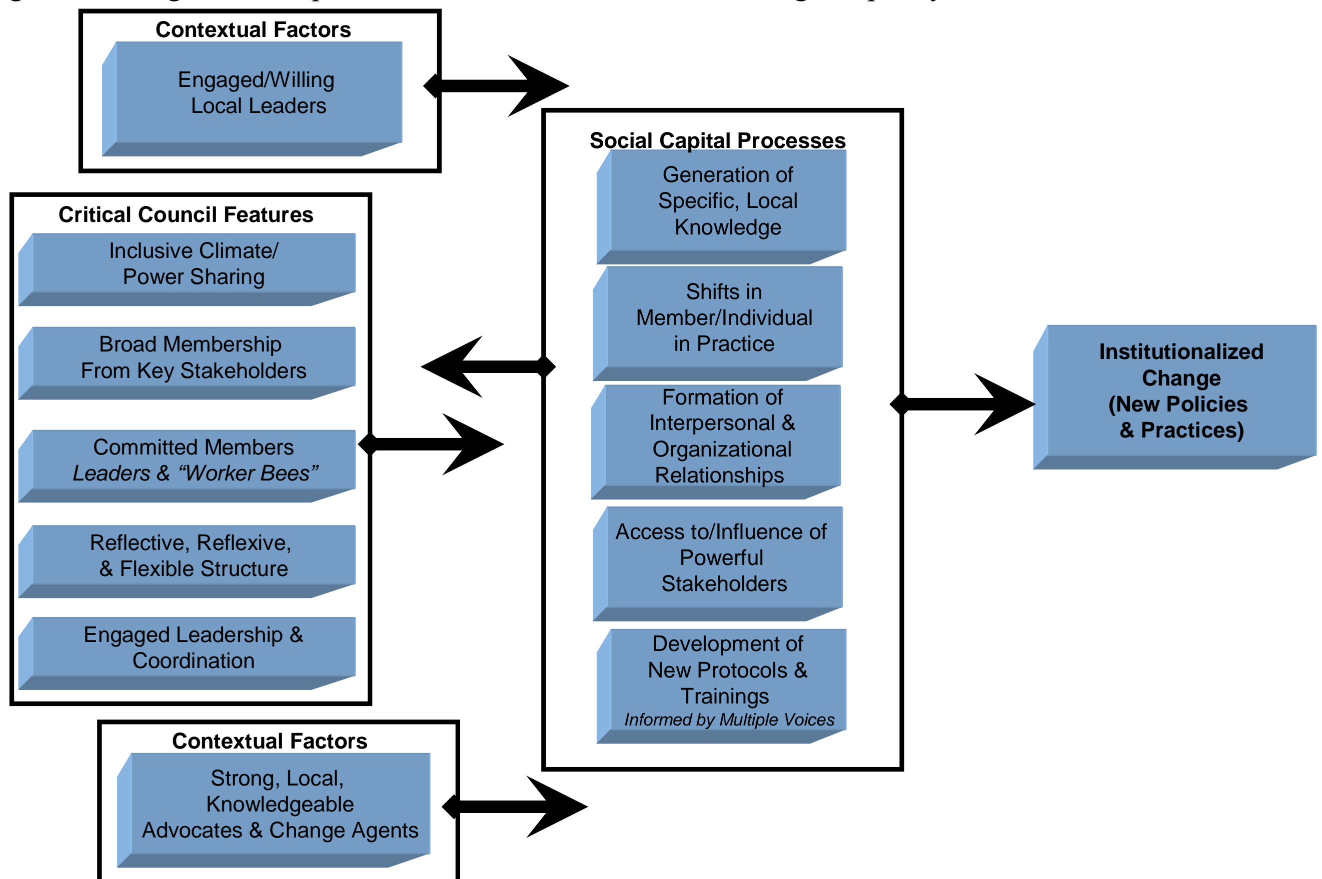
Figure 2 Emergent Conceptual Model of Institutionalized Change Capacity



IX.4.b.i Social Capital Processes

Again, echoing our quantitative findings the generation of social capital figured prominently when key informants described the value of councils. First, it was common for key informants to point to the potential of councils to generate new knowledge among council members and in the community at large. Second, improved relationships – both personal and organizational – were frequently mentioned as a direct benefit of council efforts. Echoing their robust quantitative relationships, these outcomes were often tightly coupled and discussed in tandem. Illuminating the intermediary process in our quantitative findings improved relationships and knowledge went "hand in hand."

The resulting social capital that occurred spurred change in the community response to intimate partner violence via a few prominent pathways: a) generating local knowledge informed by multiple perspectives enabled committed council members to plan and engage in specific action, b) stimulating shifts in individual members' practices as responders, c) cultivating interpersonal and organizational ties that allowed for more coordinated efforts among front line providers, d) informing powerful stakeholders about needed changes in the response to IPV (those in positions to affect policy change or influence others), and e) developing new protocols and trainings that are informed by multiple voices. See Figure 2 for an illustration of these processes.

Local Knowledge Informed by Multiple Perspectives Stimulates Action. It was common for council members to view education as a core part of their mission. This included general

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education on domestic violence among stakeholders in the systems response and for the general population via sometimes extensive training and prevention education efforts. As one key informant said, "*I think ignorance about domestic violence is one of our key pitfalls"*. It was clear that many council members viewed education as a critical part of getting responders and community members "on board" regarding domestic violence as a social problem that requires a multi-faceted response – both within and beyond the criminal justice system.

Education I would think would be one of the key goals [of the council] not only for the public, but for the agencies as well.

Getting information out. We're supposed to get information to public groups that don't know about domestic violence, that it's a problem and that we have services and to get information and education to groups dealing with domestic violence, perpetrators and victims.

Interviewer: What do you view as the purpose of the council?

Participant: To educate and train the public in domestic violence issues.

Interviewer: And when you say the public you mean the general public or do you mean the public of responders as well, you mentioned police?

Participant: Everybody who lives within our council area. Now that's professionals as well as the general public.

Knowledge of domestic violence is indeed important, and clearly reflected in council activities (see Section IV for a review of council training activities), but perhaps even more vital to councils' institutionalized change capacity is the specific knowledge of the local realities in the community response to intimate partner violence that emerge through councils' work.

In each case study site without exception, key informants could pinpoint specific areas of weakness in their response. Efforts to create a "coordinated response" must move from this general aim to the identification of specific system weaknesses that invite specific written remedies (Allen, Watt & Hess, 2008). Indeed, the Duluth Safety and Accountability Model provides a potent method for identifying specific issues that can be articulated as recommendations for change. While none of our case study sites engaged in such a formal audit (including, for example, interviews and observations), they did engage in a form of mutual inquiry that interrogated what was going right and *wrong* in the current response.

I'm on the law enforcement committee, at that meeting I have face to face contact with the state's attorney, the sheriff, usually representatives from both of the shelters in the area, victims' assistance advocate, people from legal services, people that I normally, outside of the states' attorney and the sheriff, people I normally wouldn't have access to and to get everybody at the table at the same time to discuss issues of importance to law enforcement either from the standpoint of shortcomings and things that need to be fixed or what we're doing right. It's great to have the input from, you know, people from so many different disciplines.

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Each stakeholder group can offer its unique vantage point and insight. Importantly, the council provides a forum for exchange of information that might not otherwise happen. As one advocate explained:

I think, personally, with the Law Enforcement and Courts Committee, this is gonna sound weird. We are not people who would have normally come together in a nice way. And what I mean by that is I have cops, who I don't necessarily like what they do on a daily basis, who are sitting next to me, who don't like what I do on a daily basis, and we come together and talk about how we can do better on a daily basis. I would never have that interfacing time with them and probably such a free exchange of information and support. So I mean I have access to the people or their perspectives that I wouldn't normally have.

In case study councils, stakeholders consistently exchanged information with one another about current strengths and liabilities in the systems response. This was often evident in our observations of council meetings. For example, during a single steering committee meeting, we observed that subcommittee members had identified gaps in translating FOID law language into practice. In response to this confusion, two members with some knowledge in the area were linked by the chair and asked to clarify the link between this policy and its implementation. During this same meeting, the coordinator of the Faith Committee reported the gaps that his committee had identified around an underserved population (Spanish-speaking families), an untapped stakeholder group (parish nurses), and a resource poor community that could be involved in the council (a local village). This committee was in the process of creating a public awareness event that would target each of these gaps. Along similar lines, the council discussed the initiatives of the law enforcement committee in response to disseminating knowledge and affecting practice around State firearms laws, including creation of an information document to have ready at bond call. During this discussion, it was made explicit that the council aimed to disseminate this information to both front end (i.e., bond call) and back end (i.e., law enforcement) providers.

From this local analysis of the community response to family violence, specific *actions* could follow, including, for example, training or protocol development. In one site, an advocate summarized her council's assessment as follows and went on to describe the council's heavy emphasis on reforming law enforcement practices:

For the most part, probation, the court systems are really a lot on the same page. Even between you know, state's attorney, probation, service providers the judges. It seems likes what kind of contained in the judicial center is pretty much moving in the same direction. And the one piece that we've not been able to I think, bring fully into the system has been probably the law enforcement stuff, which has been harder.

Key informants frequently described the ways in which the diversity of perspective among stakeholders matters for the generation of knowledge and the formation of ideas about how to proceed with council activities. It was not uncommon for changes within one system to be generated by input from someone working from an entirely different standpoint. For example, in one of the case study sites, digital cameras were purchased for all of the law enforcement agencies within a single county. Prior to that point only some agencies had cameras and the presence of photographs seemed to be a particularly powerful tool in the prosecution of cases.

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The idea to purchase cameras came from a council member outside of the criminal justice system. In response to her observation, a local leader within the county was able to identify funding making cameras an evidence gathering tool in family violence cases for all agencies.

Along these lines, key informants pointed to a variety of examples of how ideas were "born" in council committee meetings that could be enacted by council members. For example, in one case study site the Chief Judge suggested a new way to enhance communication regarding orders of protection using electronic communication based on the concerns raised in the council. In another example, efforts to form a visitation exchange center were developed out of issues raised within the context of the council. To generate funds, council members worked independently from the council (because of judicial ethics) to effect changes in legislation that would allow for fees to be assessed differently in towns with populations smaller than 100,000. Thus, the knowledge of local needs generated within councils can stimulate action.

In fact, it seems that the beauty and challenge of council-based approaches to change seems to be that they are inherently local. The beauty is that councils are positioned to effect change that is explicitly locally informed. This cannot be accomplished by people outside of the system because while outsiders may craft the best policy in the world, it is enacted through its local instantiation and that requires an explicitly local process. Councils are positioned to read the "lay of the land" and to act accordingly. The challenge is that councils must then operate locally with the specific resources – including human and material resources – that may shape what they are positioned to accomplish. This requires a locally informed approach – both with regard to what changes are required and what specific strategies are appropriate for a given setting at a given point in time.

In one case study site, the council was consistently aware of needed changes in their criminal justice response. Specific concerns had to do with encouraging a consistent response across law enforcement agencies and across officers within agencies and encouraging a consistent response from state's attorneys and judges. Yet, many key criminal justice stakeholders (i.e., agency representatives and leaders) were not directly involved in the council. In fact, only two criminal justice stakeholders were consistently represented. To further complicate local realities, this circuit included 6 counties and a total of 43 law enforcement agencies, and six state's attorneys. Thus, this local council had to think about how to address the response across multiple municipalities and counties. To do so, they began to organize roundtable discussions in each county. In partnership with local leaders within those counties, they organized groups including the state's attorney, law enforcement leaders, probation, batterers intervention, local advocates, etc. and began a dialog about the current strengths and weaknesses in the response in that County. From these meetings, they hope to generate a specific agenda for each County regarding what issues need to be addressed and how to foster such changes.

We had a pretty good one in round table discussion in [County A]…We had state's attorney, several different, either police officers, chiefs of police, and the sheriff in that county, and we talked about things, like, we had someone from DCFS…And that's one thing that we're trying to do in every county and I think if we can, it's just hard to get everybody together…We're trying to get…law enforcement to recognize certain things. [Then] we arrange trainings through that law enforcement, or through that round table.

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[With] the roundtable discussions …they're trying to bring everybody to the table, specifically targeting prosecution. So from the arrest on, I think is very important. …But they gotta bring it to the local level before you get, I'm mean you gotta have our local guys invested. You can't just say oh we did these round table discussions, we've decided this is how you should do it. So if they can it into our community, because what I understand is, the communities they've done it in, the counties that they have completed the session with, it's going very well.

Knowledge Leads to Changes in Personal Practice. It was also clear that exchange of information had the potential to translate into individual changes in practice among those directly involved in council activities and sitting in council meetings (i.e., members). Stakeholders sometimes described learning new things from other council members that they could bring directly to their work. The following exchange demonstrates this process:

Participant 1: That's the key right there. If there are individuals, at least from what I'm observing, the individuals that are around that table, are all very committed to the cause…

Participant 2: And they've been around for a long time, at that cause.

Participant 1: Right. And so that adds to a lot of powerful, powerful stuff and you know, like I say, I'm not just, I am in the [criminal justice system] and I really don't have the knowledge base like everyone else around me, so I try and absorb, that's all I can do is just absorb.

Interviewer: But you can bring your perspective from [that part of the system]?

Participant 1: Yeah, I do that.

Participant 2: Well and you guys are just an important piece of the puzzle, 'cause so many of our clients are the same. And working a lot together….

Participant 1: But I also take the perspective of the committee to my job. And I try and educate whenever I can.

Interviewer:…What do you bring back?

Participant 1: Well let's expand just the concept of domestic abuse…. by having the little knowledge that I do have of it, I'm better able to assist the staff that come to me and say, I got this guy, he's stalking me, doing this and doing that. So I'm better prepared to have answers for the person and it appears that the person was pretty comfortable with what I had to say with, to her, and that was good.

Participant 2: I think yeah, things definitely go in and out. I'm sure. Information we get goes out to all the different places that we work and all the different things that we do, and then everyone brings their stuff in.

One stakeholder in a position of authority mirrored this perspective when he offered that participating in the council disrupted his practice as usual. He suggested that the knowledge he

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gained participating in the council caused him to approach his work in new ways and this challenged him to move beyond his typical response and consider new approaches. This was echoed in our observations of council meetings. In one council, we noted that the coordinator disseminates information on local events, changes in legal statutes and policy, and updates on relevant technology (e.g., global positioning devices). During one meeting, an update was given on State firearms laws, including a handout summarizing effective practice based on these laws. Notably, the same council's law enforcement committee informed the handout. All members at this meeting indicated that knowledge of these laws was important for their work, indicating ways in which this knowledge would potentially help shift their personal practice (e.g., one member worked with perpetrators in substance use programs and compliance with firearms laws could be leverage for their treatment). Members also planned (verbally committed) to disseminate information about these laws to their respective agencies.

It seemed evident that direct involvement in council efforts yielded a certain benefit – one that might not be equally realized by those not attending council meetings where the heart of the exchange process takes place. One law enforcement officer expressed the wish that others were also involved "at the table."

I don't believe that there's enough police departments represented there and it would be good to have more of the chiefs on board with this because it does alter your perspective of the problem…to get more of the chiefs into direct contact with the other people that are at the table… Maybe we ought to be rotating people every two or three years to get more in.

Being "at the table" may indeed be quite important considering that network analysis findings indicate that council influence on understanding, relationships, policy and practice were consistently perceived for member agencies, but to a lesser extent for nonmember agencies (see Section VII).

Formation of Interpersonal and Organizational Ties. Key informants also frequently discussed how the interpersonal ties formed in the council translate into more effective networking in response to individual cases of intimate partner violence. The formation of such relationships was frequently invoked as a benefit of council formation and might be one of the most readily achievable outcomes. One key informant summarized this benefit as follow:

I think a big part of it really is just the fact that you've got different people that you wouldn't normally be able to talk to maybe as closely as you do, when you're kind of working with them in that capacity. So you know, cold calling, the state's attorney's office is a lot you know, less effective than, you know, knowing specific people who are involved in the case. But you're able to then call and work with and they know they can work with you…The personal relationship stuff has been enormous. And I know even just with [a local shelter program] and our [local shelter program] director having that connection with the chief judge, with this, I mean, it just, information goes smoother.

Yet, personal ties can become dependent on the particular stakeholders who are connected remaining involved in the systems response and there was also evidence that interagency connections were also formalized at an organizational level. When queried about what happens when there is turn over key informants noted that as long as agency directors

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remained involved and committed to collaboration, those working on the front lines would remain involved by virtue of their job descriptions. Having such executive support would create continuity even when the individual representatives (e.g., particular officers, advocates) changed.

And there kind of is an institutional connection as well, and I know just on our committee we've had different you know, especially in the DV units or the DV Probation Office specifically, there's been a lot of turnover. And we've worked with a lot of different people but, each next person steps in and kind of fills that spot and is sort of connected so, and I think it goes back to having the people at the top be connected because…[then] you know, this is part of your job, you're involved in the council. So anybody else who comes in, if somebody leaves, it's like part of your position is your being involved in this.

Access to and Influence of Powerful (and Informed) Stakeholders Can Lead Directly to Changes in Policy and Practice. A prominent theme in key informant interviews is that the key to the success of councils was the presence of powerful stakeholders in positions of leadership and involved in the membership. The role of powerful stakeholders in council success seemed to operate in a variety of ways, including: a) creating a venue for those on the front line to inform leaders in positions to alter policies and implement protocols, and b) wielding influence over others both within and beyond the council (i.e., stakeholders not currently involved). Each is illuminated here.

Front Line Access to those in Decision-Making Roles. The ability to form new relationships, gain greater access to powerful stakeholders and attract a diverse array of members may result in creating a foundation on which institutionalized change can ensue. Challenging the popular adage, "it is not what you know, but who you know," councils seem to foster success as a result of both of these components: knowledge and relationships. The councils also fostered access to powerful players that might not have otherwise been in place. An executive director of a domestic violence agency notes that her council "creates a venue. I don't believe that I had access to any judge before this started." Importantly, new relationships were formed between those working on the front lines and those in positions to effect policy change. Those on the front lines brought unique perspectives about the current response to family violence from a variety of standpoints.

One of the really beneficial things about this steering committee is that you've got the people that are out there, you know, slogging in the mud, doing the heavy lifting, doing the work, doing the face to face, and then you've got the people who you know, have some policy influence and who know people …in the political end of it.

Those working on the front lines would bring local stories regarding the strengths and weaknesses in the current response. Some key informants felt this created positive pressure for those in positions of influence to act. Those with the power to create changes within their own agencies become aware of issues that might have otherwise been unseen. This influence could come through council meetings where issues arise and are discussed and also through formal training. As one key informant described council efforts created access to judges who could be trained on domestic violence issues:

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[The council] makes a huge difference I think… just in terms of even training judges that are in the Domestic Violence Court, about the domestic violence issues. And I mean, just everyone having a better understanding, seems to sort of fuel everything else, in terms of the way they respond and the way that kinda things go, on the operational level. I think a big thing is just getting judges trained. That was very, very helpful I know to, well especially me because I'm in domestic battery court with the abusers and just having judges really understand, you know, what's going on with the victims, what's going on with the perpetrators and you know, they have an investment in sort of holding them accountable. But also, I know that it's helped with victims in terms of them getting orders of protection and really having the judges kind of understand what those issues are.

Powerful Stakeholders can Influence Others. Yet, it was also clear that not all Councils had equal access to and rapport with their judges or other powerful players within their system's response. In fact, this is a critical contextual factor that may serve to constrain council success in certain areas (e.g., implementation of proarrest policies; access to orders of protection; more stringent sentencing practices). One key informant commented:

I get very frustrated, you know, sitting and listening to a professional in the courthouse who says, well, it was the first time he was arrested, you know. How bad can it be? She's still with him. And I'm like, excuse me: " Let me educate you,"… but yet there's, we know that the people within the system, be they state's attorneys or judges, only like to be educated by their peers. They don't like to be educated by advocates. They don't like to be educated by people outside of the system. There's a lack of respect there.

This raises important issues about how councils can marshal influence with key stakeholders who are not currently engaged or willing to participate in a council's change agenda.

Certainly, when thinking about council capacity to produce institutionalized change, the question of the councils' ability to influence organizations' policies and practice becomes central. Organizations typically operate with considerable autonomy. Some of the social capital processes described provide this influence. For example, councils may serve to disrupt relative isolation of stakeholders by bringing organizations and their members into direct contact with one another (as described). However, councils do not have an inherent mandate to require desired changes if an organization leader is unwilling or uninterested to participate in council activities.

It was clear in the case study sites that a critical opportunity for council influence came through the powerful (or influential) member stakeholders who were active in the council (via meetings, trainings, events). As one key informant reflected on the ingredients that have facilitated their council efforts he focused on the influence that came from the council membership.

I would say it would be the members of the steering committee are such influential in the community regarding this subject, that they wield a lot of power in my eyes. To be able to get, you know, I can get so and so to do this…And I think that has been a binding thing, plus the fact that you got the big hammer, saying that I like what you guys are doing and I'm going to support you, and that's the chief judge.

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Having a "big hammer" may be critical given that councils can not necessarily mandate changes within their communities, but when those in positions of authority endorse council efforts and apply pressure to comply with council recommendations or requests for participation this facilitates council efforts. As one key informant put it, the council "does not have the authority" to require changes. Thus, when the council creates a new protocol, resource or program it is likely via the influence of its members that implementation may ensue.

Development of New Protocols and Trainings. Councils managed a wide variety of "outputs" or products that emerged from their collective effort. This often involved sharing in-kind resources and pooling human capital in the form of know-how and devoted time. Recall that annual reports between only 2000 and 2006 revealed 276 council "products" including protocols, pamphlets, training materials, educational materials, and tools to facilitate the local response (e.g., law enforcement checklists; see Section VI). It was also clear that training events were a regular part of council activities. In fact, between 2000 and 2006 council trainings had over 33,000 attendees (this does not include training provided by the State IFVCC).

Importantly, locally developed training can draw on information regarding best practices in the systems response to intimate partner violence (available from external sources), but then engage in a locally informed process to identify specific training needs. This results in a tailored training and approach to maximizing the potential impact of the training and one that is informed by multiple perspectives. This was particularly well exemplified in one Local FVCC where a law enforcement training was developed. Recognizing the need to encourage "buy-in" from all levels within law enforcement, the subcommittee employed an inclusive strategy. First, they involved a wide variety of stakeholders from multiple standpoints to develop the training curriculum. Then, they developed three training modules: one for Chiefs, one for mid-level supervisors and one for front-line officers. They began the training with Chiefs. They followed the training with Chiefs with the mid-level supervisors. Then after broad engagement from the leadership structure they trained front line officers. They then identified a core of individuals and conducted a train the trainer program so that they had a full panel of possible trainers they could draw on as interest in training arose. One key informant described this process:

And they not only go place to place but when they do their concerted training, they start with who's even above the chiefs? They start with the top layer and they train them. And then they went to the next layer and trained them. And then they went to the line officers, and trained them. And then they're going to go to the dispatchers and train them. Because you can, in anything you can come in and train the line people. And if these people aren't buying it, then it doesn't matter what you teach them.

They assessed the local realities of their response, based on specific concerns about the law enforcement response informed by those working within and outside of the system they crafted a training that could be offered free of charge to agencies. Council activities frequently involve these types of efforts created and executed by stakeholders across systems. Thus, councils have the potential to have a local impact on systems change by virtue of a broad base of actively participating members who pool their resources to engage comprehensive efforts. It is the confluence of stakeholders' knowledge of the system, their respective expertise, and their access to policy makers that affords them the opportunity to effect change.

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IX.4.b.ii Critical Council Features

Just as our quantitative findings highlighted the relationship of a variety of council features to the degree to which social capital emerged from council efforts, our qualitative inquiry illuminates the features of the council that may be critical to their ability to effect community change. In fact, absent these features it is not clear that council environments would be conducive to stimulating the social capital processes implicated in achieving institutionalized change. Specifically, councils must a) foster an inclusive climate that encourages all voices, b) establish broad membership from the array of key stakeholders implicated in a comprehensive community response to intimate partner violence, c) have a "working core" of committed members and, ideally, influential leaders, d) have sufficient leadership to guide and coordinate the effort , and e) maintain a reflective, reflexive, and flexible structure (with regard to organization, goals and activities).

Inclusive Council Climate. It was clear in all of the case study sites that councils had highly inclusive climates. Key informants frequently spoke of the ability to incorporate multiple voices and the value of encouraging multiple perspectives. An internal process that did not encourage honest exchange would be unlikely to realize the transactional process described above in which those with greater power become informed by those with relatively less power.

[In this region] you're gonna see people again. So you probably just don't want to blow away all your bridges right off the bat because the next time you need to help somebody, it's gonna be somebody's sister-in-law or…somebody that you worked with before…[And] not just because it's [this region], but the more we understand what each other's piece of the process is, the more respectful we are of that. I mean, we can conflict right… we can do whatever as long as we bring that around full circle before we leave the room, and say I understand why you got heated about that, I hope you understand why I got heated about that, and what is it that we're going to do about it together as opposed to just leaving the room…And from the judges… from the top to the bottom I think we…encourage everybody [to have input], not just the state's attorney's office but also the public defender's office. Not just the advocates but perpetrator services. So, you know, because we see that it's gonna take everybody to resolve this.

In fact, in the absence of such exchange the work of councils could potentially be characterized by cooptation rather than cooperation. One advocate expresses this concern emphasizing the importance of genuine respect for the domestic violence advocates, in particular, and suggests that in the absence of such respect collaborative approaches to change may be less desirable.

No I think for some [advocates] there is too great a risk. I really believe that. They're not positioned and I believe everything comes down to politics and the broader sense. And the fact of the matter is, they're not positioned well enough in their community. If the judge…or the state's attorney did not respect…[the domestic violence service provider agencies], I can go back and marshal our communities into responding.

To avoid that risk, one advocate described her perspective as follows: "you catch more flies with honey than you do with vinegar. You know that old cliché but it's very true."

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Gray (1985) suggests that collaborative efforts can only ensue when roughly equal power has been established. It was clear in all of the case study settings that in the context of the council all perspectives were encouraged and incorporated.

Broad Membership from Key Stakeholders. Clearly, the nature of council membership can be both a facilitating and constraining factor (as described above). In one site, council membership included a solid and active group of stakeholders, but as one member described them they were all "in the choir."

A lot of times at out meetings you're preaching to the choir. There are those of us who are very dedicated to, you know, working on the issue of domestic violence and it's, those are the ones that we need to be preaching to. We need the other ones in here that are helping us to do that.

Another participant echoed this concern saying:

We need to get the civil attorneys in there that are getting restraining orders for people instead and telling them that, the same thing, or jotting on the back of some sheet of paper an order that's supposed to be an order of protection and the sheriff's office complains and the judge signs it because they're an attorney and lots of little issues like that.

Councils actively sought membership from key stakeholders, but this was met with varied success at varied points in time. Sometimes new interest and buy-in was cultivated in the council by virtue of a new person taking on a key role within an organization.

All councils actively cultivated interest from relevant stakeholders through training throughout their circuits. In fact, every council was formed with a "kick off" symposium. Subcommittees were formed directly from this initial event. Training is thus not only an educational event, but also serves as a catalyst for direct engagement in council efforts.

Local FVCC are chaired by a member of the judiciary (the Chief Judge or an appointee). Key informants frequently discussed the influence of the judge in inviting and attracting new members. They reported that the judge's involvement enhanced the credibility of the council. They also indicated that personal invitations from the judge encouraged participation from other agency leaders that might not otherwise have become involved.

Some key informants felt that sustaining membership was dependent on who the Chief Judge was and how influential he/she was in maintaining membership.

[Our first chief judge] had a lot of authority and was an active participant and really helped a lot and when we lost [this judge] we started to slide back a little bit on getting participation from various entities, which is unfortunate.

This may make councils highly dependent on the power of their Chair to extend their authority to council matters. While it does seem that councils can develop their own credibility and visibility having a powerful judge, encouraging participation from other powerful players is likely to matter more in settings where those players are less invested in getting involved.

A council's ability to effect change may be limited by its membership, but that does not have to be a foregone conclusion. Councils across case study sites tried to engage critical stakeholders in an ongoing fashion by remaining aware of who was missing and continually

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looking for the right person to step into the council. Indeed, recruitment is best described as an ongoing, rather than one-time, process:

One of our goals . . . has been trying to recruit more members. And that, it's just, and I don't know why it's difficult to do that, but that's kind of been a goal that we've, an on, like a running goal you know? That we always want to try to recruit more members. And I know we do, but we probably, we would like to have more.

Not surprisingly, councils addressed a variety of issues related to the criminal justice response. However, the FVCC did not confine their activities to criminal justice issues and this was reflected in their membership. A diverse array of stakeholders was invited to participate in councils. This is reflected in council's subcommittee structures which included faith, health care, elder, community education, children/youth (see Section IV committees) and in their membership. Some key informants credited the broad engagement of stakeholders to council efforts.

The council has drawn in other groups (inaudible) getting the churches involved, the schools involved, different entities that I don't think had really dealt with domestic violence before and now they are being informed as to what the situation is, how to identify domestic violence issues that arise and we now have more resources... I mean my office and domestic violence agencies in the circuit, we always knew how to contact each other, but now these other entities know what the resources are out there and I think that has a lot to do with the council acting as a coordinator and bringing in all these other entities that are gonna eventually deal with domestic violence whether it be the churches, the schools.

Committed Membership: Leaders and Worker Bees. The importance of committed, engaged members was repeatedly emphasized across case study sites. Meaningful participation took a number of forms. In some cases, leadership was provided by powerful stakeholders who communicated their investment in the council to their staff and to agency and community members. For example, the role of judicial leadership in lending credibility to the councils, in recruiting participation from other key players in the community response to domestic violence, and in implementing policy and practice changes was evident across sites.

It's a great benefit to be able to talk to people . . . and be able to say you know, your county State's Attorney is firmly behind this, this committee and the chief judge of the . . . circuit supports us completely, you know? And that carries some weight.

I think that chief judge's name opens doors. So if someone in the school system got a call from the chief judge, to sit on a council that he in fact chairs, it's like oh, I'd like to be there.

Leadership was also demonstrated at the committee-level by chairs or members who were able to inspire and motivate others. Council members observed the "contagious" influence of passionate participants, who provided inspiration and motivation to others. For example, "*And it's . . . catching or whatever, you know. When you have somebody who's that enthused and you're at a meeting and that person's enthused and then you got, okay, these people are enthused and then we get enthused.*" Yet another form of leadership was provided by strong advocates who functioned to ensure that council efforts did not stray from a larger focus on victim safety and

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victim's experiences. For example:

I think it's the fact that the [domestic violence agency] programs, in our area, are established programs. And we don't, we did not attend the steering committee with our hat in our hand. We definitely attended from a point of view that we are the most experienced sitting there. And if you make any decisions, you know, we're going to have something to say about it. We're not shy and there is no risk to us.

Finally, successful efforts reflected the contribution of "worker bees," those members who pushed to create concrete tasks, worked hard to implement projects, and who mobilized others. For example:

When we said we're gonna do it we develop it and we get her moving. So I think our outlining of a plan of action and our facilitating it is a positive thing for the committee and for the large council. We're getting something done and we're just not there to have lunch and talk about it but we're doing it . . . the key ingredients is the people. You get positive people, people who want to contribute, people who want to see the end product, not just talk about it.

It was also clear that councils acknowledged and recognized their members' contributions – some sites even did this through formal ceremonies. It seemed that many of the council "champions" for change were not just born, but made. That is, the process of engaging interested stakeholders, encouraging their active involvement, and recognizing their contributions their participation can be maintained and leadership possibilities enhanced.

Reflective, Flexible and Reflexive Structure. A feature of council settings not reflected in our quantitative analysis is the importance of a reflective and reflexive structure. Specifically, a strength of councils may be their ability to be flexible – changing their structure and focus as needed.

[Creating a county committee] was new and we're sort of like… I wonder why we didn't think about this, years ago, you know…But you know that's one of the things you just over time you're like well you know what: We're not doing very well and that's really it. You're always looking at for what we're not doing very well and seeing what we can do to improve that.

By organizing locally they can attend to local realities and adjust accordingly. Councils, by their nature, are organizations without walls; they are not bound by rigid organizational structures, but rather can flex and bend as they figure out what their pressing needs are and what their current resource array provides. Thus, if a council does not have representation from critical stakeholder groups they need not remain stuck on a single issue. Councils appear to work with what they have at the same time they attempt to effect change in their local reality.

Given the centrality of council membership in achieving desired ends, maintaining participation is critical. One critical strategy may be to focus on "small wins," or achievable goals to build momentum and to excite participation and engagement. Creating systems change in the response to intimate partner violence inevitably involves a complex systems change task. Focusing only on the "big issues" – particularly if there are important barriers to achieving those issues – may be overly discouraging and result in disengaged members. However, councils seem to break this task down into smaller, specific goals. For example, the larger goal may to reform

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arrest practices, but a tangible first step in that process may be to create an information resource card for victims that law enforcement can distribute. For at least some this was a deliberate strategy to maintain involvement, build relationships, and continually work toward larger, more complicated efforts.

Well you want to maximize the number of groups in the community that you can get involved. But to do that, partly, you have to convince those groups that there's a problem, and then, that they can help resolve it because people will recognize that there are problems but they have to feel as if there's something that they can accomplish… to some extent a committee completing even something as simple as a resource packet…[has] accomplished something. And then they see that in writing and then they take it places and they pass it out and they realize they're getting information out. So you really have to, as you start the stuff, break your goals down. Because you're not gonna find your council's goal is to end domestic violence… you can't have that as the ultimate goal of your subcommittees or they'll go away. You have to have something that everybody can work for and a short-term goal that they can see the end of within two weeks, three weeks, a month, whatever and it complete and then feel good about that and then set another short goal... We're a bureaucracy. We're like a huge ocean liner and you want to end up over there but you're heading this way. …it's a slow turn.

This key informant went on to describe how from these small wins, more complicated change opportunities arise and then there is a committed group ready to act when the more complex change opportunities emerge (e.g., beginning a visitation exchange center, creating new processes for accessing orders of protection).

Leadership. Some stakeholders viewed the model of having a designated, paid coordinator as a critical part of facilitate FVCC success. One key informant coupled the presence of a breadth of stakeholders, powerful chairs and paid coordinators as particularly important.

I think, you know, people that have good…big ideas, that can think big and think outside the box and then you have someone like [the] Judge that says let's move it along and let's do something with it and then you have someone like [our coordinator] that says okay then these are the tasks that have to get done.

Having paid coordinators reduces the diffusion of responsibility that can sometimes occur in collaborative work. To be clear, a single, part-time coordinator cannot execute everything that is done by a council, but they can provide the "glue" that binds the council's efforts across subcommittees. Multiple observations of council meetings revealed that coordinators can be critical in finding and disseminating knowledge (e.g., regarding local and state laws), fostering inter-committee communication (e.g., updating each committee on the council's broader accomplishments, taking ideas from one committee to another), as well as providing encouragement and support for member participation (e.g., through verbal praise, formal nominations for recognition).

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IX.4.b.iii Contextual Factors

Similar to our quantitative analysis factors "external" to the council emerged as powerful shaper of council institutionalized change capacity. Two issues were particularly salient: a) engaged or willing local leaders in critical responding agencies, and b) strong, local, vocal, and knowledgeable domestic violence advocates.

Engaged/Willing Organizational Leaders. Punctuating the importance of a supportive external environment, it is not always the case that those in positions of authority within respective agencies responding to intimate partner violence are directly involved in council efforts. For example, in one case study site, during a two year process a new law enforcement protocol was developed that could be used across the Circuit. This would create a uniform process for all law enforcement agencies and would incorporate current best practices. The subcommittee responsible for the creation of this protocol described the effort as a dynamic process with disagreement and compromise and representation from many of the respective law enforcement agencies in the Circuit. One stakeholder suggested that the law enforcement agencies themselves would not necessarily have relationships with one another.

Not only [is it that the law enforcement response] varies but there…[are] agencies where they have their difficulties in communicating with each other…just take [Town 1] and [Town 2] as examples. I'm not so sure they even want to acknowledge that either one exists.

Perhaps not surprisingly, when the protocol was complete, it was not adopted by the Chiefs of respective agencies. Councils may be positioned to provide expertise and guidance regarding best practices in the response to intimate partner violence, but lack a mandate to encourage respective agencies to adopt and implement those practices. For example, in the absence of involvement from health care agencies, councils are less likely to directly influence the health care response. This is true for other facets of the response as well (e.g., faith communities, law enforcement, etc.). Current council efforts aim to engage the respective Chiefs and to resurrect the effort to have the model protocol implemented throughout the Circuit. This requires another process that councils appear positioned to facilitate sometimes by virtue of their current membership base. Those with influence within respective systems begin to use their respective social capital to engage other powerful players.

In the absence of engagement from willing leaders and/or support for council activities councils' may have limited capacity to affect institutionalized change. In this case they may choose to focus their efforts in areas over which they have influence, including, for example, organizing training events. Such events may also play a role in engaging new critical stakeholders. However, in the meantime, councils institutionalized change capacity may be truncated by a lack of key organizational support.

Local Stakeholders (Advocates and Change Agents) Must be "In the Know" to Guide Local Efforts. Political savvy was also evident in councils' approach to change. In the example where the training of law enforcement attended to agency leaders first followed by mid-level supervisors they demonstrated their understanding of the need to package the training in a way that made sense from the perspective of their end users. As one member from law enforcement suggested, council ideas and initiatives must be marketed in a way that is attractive to those in a position to make changes.

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I think the idea of showing that number one you're going to be providing a better service to the citizens that you're sworn to protect. But also if we can show how we can streamline the process to get the officers in and out of this case, you know, in a reasonable amount of time and do a good enough case that we don't get called back to court on numerous occasions on these where we give the states' attorney really, really good ammunition to take this thing to trial and get a conviction you know, without a lot of monkey business. That's gonna be to the chiefs' benefit…. And I think the issues of bringing the advocates in it's gonna be a whole lot easier. I mean if we have to take a victim to the hospital wouldn't it be nice for the chiefs to be able to turn that victim over to one of the advocates as opposed to having an officer down there for the next several hours. I mean that's just one aspect.

Figuring out this "hook" may be a critical part of motivating broader participation. One key informant working within the criminal justice system bemoaned the lack of involvement from his agency, indicating that he was the only one to his knowledge that had taken advantage of training because it was entirely voluntary.

And there's no mandate to go and … they don't think that they're gonna get anything from going. So just somehow get them that education or motivated to get themselves the education so that they can deal with [domestic violence]…There are many different perspectives and many different reasons why certain cases are prosecuted and not prosecuted and specific to domestic violence. And depending on what a particular assistant sees or, and their perspective on it will determine whether or not it's prosecuted or not…I would agree that it's idiosyncratic… On the other hand, if you know a little bit about the cycle of violence and the (power) and control and everything, you'll realize…[the] whole cycle. Look, you've got that one dropped there. You've got that one dropped there. You've got that one dropped there. It's not an isolated incident. You have to prosecute this. You've got the information… I think ignorance about domestic violence is one of our key pitfalls.

Another participant reflected on the sensitivity required to approach agencies that may think you are telling them how to do their job or accusing them of doing a poor job.

And we do see some of that resistance at times from a smaller agency. They're like, well, I know how to do my job. You don't need to tell me. But yet their investigations are so pathetic the prosecutor can't win that case. They haven't given them anything to win it with. It just makes that, the victim then even more victimized cause now they've got to go back home and this guy didn't get the proper punishment or, you know, and next time you're not gonna want to call the police again.

Along with political savvy, it is also essential that local stakeholders – and domestic violence advocates and program directors, in particular – know what constitutes effective practice in the systems response to domestic violence. This echoes Adler's (2002) findings regarding the importance of strong local advocacy organizations. Indeed, a critical role of coordinated efforts is systems accountability, and part of holding systems accountable is being aware of what the desired end goals are and where the local community is along those dimensions. Yet holding systems (and the people in them) accountable raises a set of delicate issues regarding how to effectively engage or leverage engagement. This illustrates a primary

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tension in the need for a supportive community context. Once a given stakeholder group is "on board" and "at the table" in collaborative approaches to change, the work of creating changes to the text of protocols and policies can begin and likely proceeds via many of the social capital processes described. However, when there is not sufficient willingness to engage in partnership, those invested in change (other law enforcement agencies, prosecutors, judges, etc.) may want to engage in other tactics to encourage systems accountability (e.g., organizing a court watch to encourage consistent practices in the courts, or using the local media to bring the public's attention to local deficits).

The challenge is that some of these tactics may appear at odds with a collaborative approach. Still, not to act may inadvertently maintain the status quo. For example, some communities have successfully utilized court watch programs to encourage systems accountability in the courts. The goal is to pay close attention to what is occurring in the courts by sitting and observing on a regular basis. This systematic observation can be reported to appropriate outlets including the media and other court officials. If the goal is reform in the judicial response, court watch is another venue for encouraging systems change and could lead to "changes in the text" when key stakeholders are unwilling to participate in a collaborative approach to change. Operating in a collaborative environment (i.e., using councils to encourage change) can sometimes make taking actions that could be viewed as "adversarial" difficult. However, if the goal is institutionalized change, collaboration should be viewed as one means to an end, not an end unto itself (Pence, 1999). Participants in councils must be vigilant to be clear about their goals even in situations that invite compromise. Participants must also regularly assess the degree to which desired outcomes are occurring so that they do not inadvertently "settle" for better relationships, but more of the same in the systems response. The absence of clarity regarding desired ends may increase the risk of cooptation of a systems change agenda. Indeed, there is some evidence that collaboration is particularly effective when co-empowerment occurs; in this approach all stakeholders retain their agenda and unique priorities even as they engage and compromise with others (Bond, & Keys, 1993).

IX.5 Brief Discussion

The current study suggests that councils vary with regard to the extent to which they are positioned to produce institutionalized change and that various factors and processes are related to this variability. This is not surprising given consistent findings that collaborative approaches to change pose significant challenges and do not routinely result in desired outcomes (e.g., Roussos & Fawcett, 2000). Importantly, those factors facilitating institutionalized change could be found "within" (internal) and "outside" (external) of councils. Recall that internal factors included the degree to which councils a) were characterized by an inclusive climate, broad and active membership, effective leadership and effective organizational structures, b) fostered enhanced social capital (relationships and knowledge among critical stakeholders) and b) empowerment (ability to affect change) among members. Factors more external to the council (i.e., not within their direct control), or the degree to which councils operated within a supportive community context was an important predictor of the degree to which they achieved institutionalized change (as reported by members).

This analysis also suggested that the degree to which social capital emerged from councils' work mediated the relationship between features of the council itself (e.g., the quality of the leadership and the inclusiveness of the council climate) and achieving institutionalized

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change. This suggests a dynamic process in which the degree to which councils foster an inclusive climate and have effective leaders is related to the extent to which they generate social capital which, in turn, affects the extent to which they achieve institutionalized change.

There are many studies that have established various facilitators and barriers to collaboration. However, the current study advances research on the facilitators of collaboration by looking not only at features of the council as a body, but at other factors including member empowerment and community support. This firmly locates the efforts of councils in a broader context and subject to forces outside of their immediate control. Yin and Kaftarian (1997) have called for such attention in the evaluation of collaborative efforts, but this study is among the first to establish the relevance of such external factors.

Further, the current study aimed to move beyond a focus on factors – which may be conceived of as isolated forces – but on processes. This is consistent with recent calls to advance theories of change regarding not only whether or not collaboration is effective and what council features facilitate or pose barriers to effectiveness, but *how* councils affect change (Allen, Watt, & Hess, 2008; Lasker & Weiss, 2003). Our qualitative findings mirror those that emerged in the quantitative analysis, but added texture and illustrated the dynamic processes inherent in collaborative work. Specifically a set of social capital processes emerged that illustrated how relationships and knowledge may operate to effect councils' potential to effect institutionalized change. Further, this analysis added to our understanding of the requisite council features that may facilitate the expression of these practices (e.g., leadership and membership emerged, but our qualitative analysis illustrated how they matter). Finally, our qualitative analysis elaborated on the importance of "community support" by highlighting two key features that emerged repeatedly in our ethnographic inquiry: strong, local, vocal, and knowledgeable domestic violence advocates and engaged or willing local leaders in critical responding agencies.

Illuminating the specific processes by which councils can affect change expands potential points of intervention regarding how council operations can be more effective. For example, the lack of involvement of key stakeholders is a profound complication in collaborative work. However, the current study suggests that outreach and recognition from powerful leaders (e.g., judges, prosecutors) can serve as a motivating force for new members.

Some agencies are viewed as resistant (and perhaps impervious) to change, but the current study demonstrates how specific, local knowledge can result in find-tuned and locally sensitive approaches that may be primed for success. It seems councils frequently struggled with improving the law enforcement response (see more on this from the analysis of archives, Section VIII, and the perspective of survivors in Section X). This reflects a relatively decentralized structure across jurisdictions and agencies. One site seemed to engage a potentially successfully strategy by tailoring training to each group and taking training "on the road." Another site used county-specific roundtables to stimulate a relevant discussion about what kinds of change were needed and how they could be facilitated.

Still, councils may lack a mandate to facilitate desired local change. In this way specific supports may be necessary. This is where the "third party" structure of the Illinois FVCC (statewide) and State IFVCC staff may be particularly powerful. The steering committee may be positioned to enhance local influence, supply technical knowledge regarding the mechanics of fostering an inclusive climate, conducting an effective meeting, informing legislators, engaging local leaders who are reticent, preparing members not only to attend meetings, but to become agents of change, informing local FVCC about cutting edge policies and practices, bringing key state-level figures influence to bear on reticent local stakeholders, etc. (see Section IV for a

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thorough review of the nature of state support). These are all potential "external" supports that function to facilitate local action. In other states, councils may operate in relative isolation from one another, but in Illinois there is the opportunity to connect the councils to a broader knowledge base, power base and action base. In all of these ways, the interconnected structure and technical support may foster what is ultimately locally informed action.

The collaborative model advanced by the Illinois Family Violence Coordinating Councils – which hinge on "bringing stakeholders together" and forming new relationships – appear to have a generative effect. That is, social capital may indeed spur other desirable outcomes in the institutional response to intimate partner violence. The conceptualization of social capital in the current study is in keeping with its more traditional use in the field of sociology. Coleman (1990) suggests that social capital exists by virtue of relationships, and in this way, is not an attribute of any particular individual. As such, social capital is defined by its function, is granted through relationships, and confers capacity for action. In his review of the origins and use of social capital, Portes (1998) suggests that social capital speaks to the ability to attain social resources and can be distinguished from the resources themselves. This functional definition of social capital lends itself to conceptualization as an intermediary process. Further, Portes (1998) posits that social capital emerges through membership in social structures and networks, and may develop through mechanisms such as reciprocity expectations and group norms. Results from the current study suggest that councils may operate as one such social structure that facilitates social networking, and that it is in turn by virtue of the formation of these relationships, within which knowledge is acquired, that councils may promote distal changes in the community response to IPV. In essence, social capital is acquired by virtue of relationships and represents a critical component of the collaborative process because it can characterize coordination that facilitates a process of change versus coordination to its own end.

This is critical as Ellen Pence (1999) and others have warned that the formation of stakeholder relationships should not be an end unto themselves. Still, it is clear that institutionalized change is not an automatic outcome for councils – this variability was evident in the wide variation across communities in the extent to which arrests were made and plenary orders of protection were granted and in council members perceptions (as examined here). Importantly, the current study illuminates the conditions under which council capacity to achieve such ends are maximized and what may prove to be "fatal flaws" in efforts to improve the systems response.

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SECTION X

SURVIVORS' VOICES: A CRITICAL WINDOW INTO THE STRENGTHS AND WEAKNESSES OF THE COMMUNITY RESPONSE

X.1 – Purpose

To engage survivors' perspectives regarding what is currently working well in the community response to IPV and what needs improvement.

X.2 – Overview

A final and critical source of information about the community response to intimate partner violence in each site was survivors. While it was not an aim of the current study to evaluate the impact council efforts have on survivors' lives (indeed, this study was designed to examine councils' systems change capacity as a precursor to the systematic examination of such efforts on survivors' lives), we wanted to gauge council members' assessments of their councils and the current strengths and weaknesses in the community response in light of survivors' reported experiences. This seemed particularly important given a) the role that councils appear to play in developing a local understanding of such strengths and weaknesses, and b) our argument that such assessment is a fundamental component of the local instantiation of policy (e.g., pro-arrest laws) and locally informed action (e.g., training, protocol development).

X.3 – Data Sources and Analytic Approach

Thus, our focus groups and the analysis that follows were guided by three primary questions: a) how do women describe their experiences of the community response to violence in their lives?; b) to what extent do council efforts and priorities aim to address the challenges survivors face?; and c) to what extent do survivors perceive coordinated efforts among responding agencies?

Following the analytic strategy described in Section IX.4.a, we engaged in a content analysis to establish emergent themes in response to each of our guiding questions. These themes were discussed and reviewed with research team members including those who assisted in conducting the focus groups. A final set of emergent themes are presented that speak to our guiding questions. Finally, each of our major questions is addressed, in turn, in our discussion.

In order to frame our findings, it is important to recall that we spoke with women who were largely low income and all of whom had come into contact with a domestic violence program (for a combination of non-residential and residential services). Also, many of the women had come into contact with various facets of the criminal justice system and a few had experiences with other elements of the formal systems response (e.g., human service agencies, public health, DCFS).

X.4 – Results

Our findings suggest that a) survivors report a wide variety of needs, some of which can be met by mobilizing an improved systems response, and some of which reflect broad social

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inequities (e.g., persistent poverty), b) survivors describe domestic violence programs and advocacy as indispensable, c) survivors have varied experiences with the criminal justice response – even within the same community, d) DCFS poses significant challenges for women in abusive relationships, and e) women perceive coordinated efforts across human service agencies, but not across systems. Each of these themes will be described in turn following a summary of survivors' closed ended responses regarding their experiences with various systems.

X.4.a – Description of Focus Group Survey Data

Participants were recruited through domestic violence programs, so it is not surprising that all participants had contact with domestic violence shelters or programs. The vast majority of participants found these programs helpful or very helpful (96%), as well as helpful or very helpful for promoting safety (96%). Additionally, 88% participants reported that these programs or shelters made things better. Tables 1, 2, and 3 present these data. Only participants who had contact with the listed community resources are included in the frequencies reported in these tables.

With regard to orders of protection, a slight majority of women (53%) found them helpful or very helpful and reported that these orders promoted safety (53%) and made things better (40%). However, a considerable minority - over one third of participants - found orders of protection not helpful at all, and over 40% reported that they did not help with safety. In fact, 24% of participants reported that protective orders made things worse for them. While protective orders assist many women in maintaining their safety, a significant number of women still do not experience the intended benefits of orders of protection. Similarly, the majority of participants found the police and state's attorney to be helpful and to have helped with safety, yet close to one third of participants did not find the police or state's attorney to be helpful or to help with safety. These findings illustrate the variation in survivors' experiences with the criminal justice system. Such experiences are echoed in our qualitative findings. Finally, on average, survivors reported generally positive experiences with the human services, health care and faith based settings. Still, survivors experiences are not uniformly positive even within the same service delivery settings suggesting that there may be important individual differences in women's experiences as they navigate the systems response.

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Table 1 Perceived Helpfulness

Helpful (%) **Scale 1-4**	**Never Had Contact**	**Mean (SD)**	**Not at all helpful**	**Somewhat Helpful**	**Helpful**	**Very Helpful**
Shelter or Domestic Violence Programs	0	3.64 (0.57)	0	4	28	**68**
Health Care Organizations	16	2.85 (0.88)	5	30	**40**	25
Human or Social Services Agencies	16	2.80 (0.95)	10	25	**40**	25
Orders of Protection	32	2.47 (1.28)	**35.3**	11.8	23.5	29.4
Police Response	8	2.27 (1.12)	27.3	**40.9**	9.1	22.7
State's Attorney	52	2.55 (1.37)	**36.4**	9.1	18.2	36.4
Court Response (e.g., prosecution of abuser)	28	2.60 (0.99)	13.3	**33.3**	**33.3**	20
Faith-based Settings (e.g., churches, mosques or synagogues)	16	3.05 (0.97)	10.5	10.5	**42.1**	36.8
Other: ______________	4	2.20 (1.30)	**40**	20	20	20

Table 2 Perceived Helpfulness with Safety

Helped Safety (%) **Scale 1-4**	**Never Had Contact**	**Mean (SD)**	**Not at all helpful**	**Somewhat Helpful**	**Helpful**	**Very Helpful**
Shelter or Domestic Violence Programs	0	3.64 (0.57)	0	4	28	**68**
Health Care Organizations	24	2.74 (1.05)	15.8	21.1	**36.8**	26.3
Human or Social Services Agencies	20	2.90 (0.85)	5	25	**45**	25
Orders of Protection	28	2.47 (1.37)	**41.2**	5.9	17.6	35.3
Police Response	20	2.25 (1.12)	30	**35**	15	20
State's Attorney	40	2.36 (1.28)	**35.7**	21.4	14.3	28.6
Court Response (e.g., prosecution of abuser)	28	2.44 (1.09)	18.8	**43.8**	12.5	25
Faith-based Settings (e.g., churches, mosques or synagogues)	24	3.00 (1.05)	15.8	5.3	**42.1**	36.8
Other: ______________	16	2.00 (1.73)	**66.7**	0	0	33.3

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Table 3 Perceived Effect of Help (Better, No Change, Worse)

Made Better or Worse or No Change (%) Scale 1-3	**Never Had Contact**	**Mean (SD)**	**Made Things Worse**	**Made No Change**	**Made Things Better**
Shelter or Domestic Violence Programs	0	2.88 (0.33)	0	12	**88**
Health Care Organizations	16	2.52 (0.60)	4.8	38.1	**57.1**
Human or Social Services Agencies	20	2.60 (0.50)	0	40	**60**
Orders of Protection	32	2.24 (0.83)	23.5	29.4	**47.1**
Police Response	16	2.05 (0.76)	25	**45**	30
State's Attorney	44	2.17 (0.83)	25	33.3	**41.7**
Court Response (e.g., prosecution of abuser)	24	2.22 (0.81)	22.2	33.3	**44.4**
Faith-based Settings (e.g., churches, mosques or synagogues)	28	2.53 (0.72)	11.8	23.5	**64.7**
Other: _____________	12	1.80 (0.84)	**40**	**40**	20

Table 4 First Contact with Resource

Indicate when you first started contacting community resources for help with abuse:	**%**
Within the past month	16
Within the past six months	8
About a year ago	32
2 to 4 years ago	20
4 to 6 years ago	0
7 to 10 years ago	8
More than 10 years ago	16

X.4.b – Survivors' Wide Variety of Needs

Survivors reported a wide variety of needs. Some of these needs clearly reflected those that the formal helping system should be prepared to levy in an ideal world. For example, some survivors discussed needing shelter, and wanting police to follow through with arrests for protection order violations. However, while such priorities varied across women, almost all discussed needing financial assistance to meet basic needs (e.g., child care, housing, transportation). After a full discussion of many facets of the systems' response, when asked about what changes they would like to see, one survivor followed with the need for material assistance above all.

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If there was a group that had help, like financial help with people that need it because that was like my situation I was kicked out on the street with a ten month old baby, no clothes, no nothing and got accepted into an apartment and had a job and paid first month's rent and then couldn't pay the next month's rent and no one could help me. And I thought that was kind of shitty.

Her recommendation was supported by others with broad agreement and followed by concerns about recent budget cuts to social services in Illinois. This was also related to housing needs. One survivor discussed how abusive situations did not create any priority within the housing system.

Well it's like first come, first serve, kind of place, but if you're in a crisis situation wouldn't that take priority you know over someone that has a home and is not in any danger? That's what I would think. But they said that it doesn't matter…They said that even though you're in a crisis situation and you are in the predicament that you're in it doesn't matter. You still have to wait just like everybody else.

Another woman echoed housing concerns noting that if she did not have a history of abuse, her only option would be a homeless shelter which she felt was populated by drug addicts and provided an inherently unsafe environment. Women frequently discussed how difficult it was to find housing within the allotted time for emergency shelters (e.g., 30 to 45 days).

Another salient unmet need was legal assistance for civil actions, including for example, divorce and child protection proceedings. For example, at least two women struggled with the policy that for legal assistance with divorce, the divorce had to be uncontested. One woman said:

The told me they couldn't help me with a divorce unless it was uncontested, which that don't make any sense because most of the time… how are we supposed to know? If you're not really getting along with somebody how are you supposed to know if it's gonna be uncontested?

Another participant added:

See, I'm going through that same thing trying to get a divorce. It just so happen my husband want to bullshit me around and now he wants to contest and now my attorney's mad at me because you came in here and told me he wasn't gonna contest.

Another survivor was concerned that she had no help as she contested the loss of her children through child protective action.

It's just like this DCFS thing there was nobody to help and like the Family Defense Center I told her about, that's all the way in Chicago. All I can do is talk my lawyer over the phone but I'm going to be going to court all by myself. I don't know what questions to ask…I'm gonna get together like, everything that I want to prove and then just have the lady go over it with me but I'm scared to death.

Another survivor discussed the challenges of getting assistance with a will and final testament that would assure that custody of her daughter would never be granted to her abusive husband or his family.

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I just want to draw up a will and the paralegal won't help me with that. I mean there's no way I can let my daughter get back up into his family's hands because they're sick. That's why I took off and I'm here. And she's doing so…she's flourishing. And I need just a simple will done in case something happens to me that she goes to her dad's [family].

Finally, many women described complex physical health care needs. This is not surprising given increasing knowledge of the links between physical health and domestic violence. Yet, health care may be inadequate to meet women's needs and women's health insurance was often lacking. Some women described their conditions not being adequately diagnosed.

And one thing that I have learned is that as a result of everything I've been through I have all the disabilities that I have and people don't understand my healthcare situation because there's no such thing as a doctor that works on the entire body. They simply see it as a bit or a piece And not only that but that's just complicated regular health care stuff but then when you get into the psychiatric end of it and you have a diagnosis, I found out, post traumatic stress syndrome. And the things that is so very much keeping me from seeking that is the trauma. And when you are so afraid and put yourself over that cliff backwards into the unknown.

Women also discussed wanting to have access to computers, but facing challenges getting access to public library resources as nonresidents. There were also the chronic needs of transportation and daycare – two resources which become intimately linked to finding and maintaining employment or educational opportunities. One woman compared her own circumstances (where she had some familial support for child care for her children) to other women's predicament.

Because you know, due to not having any type of childcare, within the shelter that can help you to move up the ladder, you know? To advance, to go find work, or to fill out applications or to apply for public assistance?...I actually seen people have to walk to get to where they need to get to, because they didn't have money for a cab or a bus, they didn't have transportation. So if you think about these women that are fearing for their lives? To have to get out and walk in the public, with some with little babies. Some of this I'm referring to is not here in (this shelter), it's my total experience, with little babies in the cold, it's like, the shelter didn't you know, it didn't hold up to it's purpose.

X.4.c – Domestic Violence Programs and Advocacy

Many women talked about the indispensable support of domestic violence programs and the advocacy they provide. One woman fled her abusive relationship and arrived in a new town with the clothes on her back (literally). With the support of a local domestic violence program she has been able to rebuild her life. The organization assisted her with connecting with a variety of health agencies to address her complex health needs and was able to connect her with transitional housing. Her experiences were uniformly positive as she met her physical health needs, and established employment. Importantly, she also described the process as empowering – meeting her needs and doing so while preserving her sense of choice and self-direction.

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As they give you a direction in which to pursue they're not telling you what to do. You do this all on your own but they're there for support and if you come to a roadblock, let's say I've got many mountains to climb. And between the therapy and my daughter having a little help…It's a long journey and I'm still in the middle of it. … I did all the work on my own with them shadowing me because it's extremely frustrating when you don't have a social security card and birth certificate and things like that. … I came here with nothing and I hooked up with the [domestic violence program] immediately.

Another woman noted how much emotional support she received from the domestic violence shelter program and contrasted it to other homeless shelter programs from which she had sought assistance.

[This shelter] I'd give A+ to. They're very helpful. They're very friendly people. You can talk to anyone at anytime and they always have their doors open to anybody. And they try to pamper you. They try to make you, even though you're in this crisis, they try to make you feel like…like you need girl time, or your own time. Like the other day [they] gave us little spa bags with, you know, lotions and scrubs and perfume, you know, stuff that we weren't able to bring with us, you know, and it was really nice for someone to care about you like that.

Another participant echoed praise for the same shelter setting saying:

Well when I came in I was so scared. I had never been in a shelter before in my life. I mean I was married for twenty-two years and I mean I was just used to the whole family thing… They were just so comforting and made you feel like it's okay, there's…that you weren't the only one going through it, that there was other people…And we have like one meeting out of the week that we all go to, like, they come from outside and that… And then you have your own counselor, too, that you talk to and they try to help you get your goals set like they want you to name three goals when you first come in. Mine: get a car, get a job, get an apartment and they try to help you do those kinds of things.

Women also discussed the safety features in domestic violence shelter programs as particularly important. They described the physical setting, and "buzzing in" residents and visitors as helpful for maintaining a safe space. Other participants noted how advocates through the domestic violence programs could help them with material needs and assist them as they accessed resources from other systems. For example, some participants expressed gratitude for the role of legal advocates in seeking and obtaining orders of protection.

Yeah they'll actually go to court with you and get the order of…it's like a short order of protection and he (the abuser) doesn't have to be there but you get it so he can't come near you. And then like in two weeks or something they go back and they do like a long one where he would have to be in court. But they have people that totally help you with that.

Another expressed appreciation for the range of resources with which advocates could help.
I like the fact that the advocates go with you like wherever you need them to go. Like if you need someone to advocate for you they'll go with you regardless of where it is whether it's to court, to the hospital to wherever it may be like.

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Another survivor added that the advocates in her domestic violence program kept in touch with the state's attorney to keep her up to date on her case as it moved through the criminal justice system.

They keep in touch with state's attorneys and the state's attorneys will update them because they know from, well, I'm here. So they know I'm here and they will tell me, you know, how the court date went or whatever. And sometimes they'll go and observe themselves.

Two women specifically discussed the value of the victims advocate within law enforcement being exceptionally helpful and "a relief."

X.4.d – Other Human Service Agencies

It is important to note that some survivors mentioned supportive responses from human service agencies including, for example, public aid. In one case a caseworker actively advocated for a woman to be rehired after being fired for missing work due to abuse. Yet, many survivors mentioned the difficulties of meeting eligibility requirements to get assistance with basic needs or having to tell their stories again and again ("I was wondering if you could put that on tape…and give it to them and say…I don't want to repeat it anymore"). One woman described being ineligible for rent assistance because she was currently unemployed (a job she lost because of abuse). Other women chronicled the challenges they faced just figuring out where to go, and navigating eligibility requirements to get help.

What was frustrating, was that I was given so much information, so many phone numbers, you know, so many pieces of paper, you know, pages and pages of things and then I'd get appointments and I just had a pay as you go phone that someone had given me. So every second on that phone was, you know, another minute I didn't have money to spend and I would have to call many of these places every single day to get an appointment. I just didn't have the money to keep calling. And then I felt like I wasn't acting fast enough or getting fast enough responses. And a lot of places that I did get a hold of people they'd give me a hard time, especially about housing. And all that did was seriously, seriously compact and add more and more trauma to what I already knew was that there was nothing for me.

And each time you do contact a [homeless] shelter or at least when I did and you get turned down by (inaudible), you know, there's something you don't qualify for, I mean something, it just demean you. I mean you don't want to do it anymore because each time you're getting kicked in the face.

Some women complained of the bureaucracies they had to deal with to get and maintain assistance. In fact, at multiple points in the small group interviews women exchanged information with another in an attempt to clarify the resources offered from particular agencies and how they could be accessed. Interacting with such systems seemed impersonal and acontextual (not concerned with abuse history). One woman described her frustration having to deal with having her case moved to another county when she was certain her stay in the other county would only be temporary.

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I think DHS they don't really care to hear anything you're going through. You either qualify or not qualify. I mean like, you know, saying I'm only gonna be at this shelter of forty-five days, you know, I'm at a shelter and that I'm gonna be going back to [my home]. They don't care, they…I mean that doesn't matter to them because really once you get it all transferred over it would pretty much take forty-five days.

Another woman expressed dismay at the difficulty of reaching people who could help: "If they'd just put people in resources behind these telephone numbers." It is not surprising that advocacy is highly valued considering the challenges women face when they are seeking assistance.

X.4.e – Criminal Justice Response

Women's needs were clearly much further reaching than those confined to the criminal justice response, but all of the survivors who participated in interviews had experience with the police. While women shared many positive impressions of their experiences of the human service response, the criminal justice responses were quite variable. Some women described feeling supported by local law enforcement while others described a non-response; still others reported having both positive and negative responses depending on who the responding officer was. Similarly, some survivors described a States Attorney who actively and assertively pursued their cases while others described a lack of action.

These implementation issues are not new, but talking with survivors' highlights the immense frustration and compromised safety such inconsistency can engender. Positive experiences were characterized by: a) enhanced immediate safety by responding with arrest, and b) law enforcement that provided referral information, and validation. Negative experiences were characterized by: a) no response from law enforcement, lack of validation and support b) lack of follow through when arrests were made, and c) orders of protection as an insufficient tool to encourage safety. Each of these major themes will be discussed in turn.

X.4.e.i Enhanced Immediate Safety

Some survivors pointed to positive experiences with police. One woman described five consecutive police responses in her community. The survivor's experience was positive.

They've [the police] been real helpful. Actually every time the cops have shown up at my house, it's been life five times in the last month…they happen to be the same cops. And this last time the cop showed up and asked if I wanted to press charges and I said no and he ended up taking the guy to jail anyways because he's like I've been here so many times …I don't want to see it happen again. He's gonna have to learn his lesson and he ended up taking him to jail even though I didn't press charges. And he's been really helpful through everything.

However, it was also the case that the survivor's impression was that it was up to her to press charges. This is inconsistent with the pro-arrest law in the State which is not dependent on women's indication (or not) that they will press charges. Still, for some participants the police response played an important role in addressing their immediate safety needs.

X.4.e.ii Provided Information and Referrals, Validation and Emotional Support

For some women, coming into contact with the police was also viewed as a source of referral and information, as well as validation and emotional support. This is reflected in our analysis of referral sources to domestic violence programs in Illinois – roughly half of which come from criminal justice agencies.

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Well, yeah, the police are the ones who gave me information about [the domestic violence program]. That's how I came in contact with them so that was helpful.

Another woman echoed this sentiment, noting that some police have special domestic violence units. She said:

They have …a special department for handling cases for domestic violence…It was helpful because, you know, they were very understanding and they wrote everything down and you didn't have to wait a long time.

Another woman reflected on how different the police response was compared to her own childhood where she witnessed her mother's abuse:

It's nice to see that the police are actually…they're a lot better on domestic violence and what, you know, it used to be. Like my mom used to get abused and back then it was, you know, they just kind of ignored it. But now they…like she said, they do, you know, they're very understanding and, you know, they do take note that, you know, that you're scared and they're there to help you not to feel so scared.

One woman attributed her seeking shelter to the police. In particular, she described how a detective followed up with her even one month later and reminded her about the domestic violence shelter program as an option if she felt unsafe.

The detective called me [one month later] which I though was really good, and left a message on my phone, just wanted to know how I was doing and if I still wanted to press charges I could definitely do that or if I needed someone to talk to, you know I could call him and that don't forget there's always [the domestic violence shelter program] that you could go to, which to me I thought was really cool. I mean I did. It was over a month afterwards and they were calling to see how I was doing, which I appreciated that. And that was one of the ways I found out about this place.

X.4.e.iii No Response, Invalidation and Lack of Support

Not surprisingly, women's experiences with the criminal justice system were not uniformly positive. Some of these experiences were invalidating and others did not result in desired action. One survivor described continued efforts to get the police to respond to stalking without result.

But like the police stopped taking my calls, like they wouldn't come to my house when the person would be driving around. They'd be like well there's nothing we can do. Anyone can drive on a public street. It's not physical harassment, you know. You're not being beaten or whatever. Oh, so, psychological terrorism is okay. Okay, that's great.

Interestingly, though, this survivor said that one officer would consistently respond to her calls and that at times she would wait for his shift to make a report.

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I ended up working with one officer who was really awesome. And I would wait until he came on his shift and go see him and he would take the report.

Other women in the same group related to this inconsistency. In one exchange, they discussed their frustration with being told that arrests were up to the officer's discretion.

Participant 1: Yeah and then a lot of people tell me, you know, I said why won't they do such and such like, you know, they only made a report. They don't press charges and he said well it's up to the officer's discretion. What does that mean?

Participant 2: It means every officer's different and they can…

Participant 1: Yeah that's just…I don't remember exactly. I think I was inside the office and they were just telling me that it was the officer's discretion…I've heard people tell me well maybe you should have got a different officer who maybe has some…

Participant 2: Different discretion?

Participant 1: … And it's well like, you know, they kind of…it's just it shouldn't be like, oh, I hope I get a good one.

Participant 3: You can't just pick and choose.

Later in this interview, the women discussed wishing the law required police to arrest, to give women the benefit of the doubt, and take action to make women and children safer regardless of the officers' own personal opinion. In essence, they described pro-arrest policies. In their collective experience, the arrest process seemed entirely dependent on who the officer was. Yet, in another illustration of inconsistency, one woman in this same group had very different experiences in the neighboring county were her abuser of nine years was consistently arrested, where his violations of the order of protection were consistently reinforced and where officers chided her to keep her order and get away from him (something she appeared to find supportive in that they were not condoning or dismissing his abuse).

In other instances women described that arrests were made, but there was a sense that it was done begrudgingly or was a bother to the police.

The police department here, they make you feel like…they make you feel like you're powerless, you know, that you don't have the right half the time…or they have this nonchalant attitude like if you're a person that don't know your rights which a lot of citizens really, really don't know their technical rights, then they just… they made me feel like they just trample all over your rights. Because I mean I know that certain things are not right but they…they didn't want to do anything.

Still another described an incident where she had visible physical injuries and still felt she was chastised by the officers making the arrest.

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And I'm like no, I don't want to go back up there... I'm done with him. I want to press charges. They're like, "ok, you press charges. Don't go running back to him." And he's [the officer] like "don't waste our time." I'm like, "ok." [They are] not supposed to be talking to me like that. I damn near got killed…and y'all telling me don't run back to him and everything.

Another women described a long history of contact with the police in her community where she was arrested multiple times because her abuser "knew how to…talk" to the police. Her experiences were uniformly negative where her concerns for her safety were dismissed, where she was kept from her home and not provided with assistance to retrieve her belongings (until she found a sympathetic officer), and where she was forced to allow her abuser back into her home. While some survivors clearly conveyed positive experiences with the police, these were often juxtaposed with experiences that conveyed the response one might expect to be occurring only in the past. Even within the same jurisdictions, women conveyed varied experiences.

Other women discussed how hard it was to seek a plenary order of protection knowing that they would have to face the abuser. At least one woman chose not to pursue the order even though she wanted it because she did not want to see him.

Participant 1: I think that in order to go to court you shouldn't have the person that violated you or in the order of protection in the same room so you won't feel threatened again.

Participant 2: That's a good...yeah, and that...I mean have them right in a different area or something so you don't have to...

Participant 1: And I mean it might not be physical but it's just a mental state that that person is in the room with you that abused you and you're there seeing that person again so I think that should change.

X.4.e.iv Lack of Follow Through

Survivors sometimes expressed dismay regarding the perceived lack of follow-through in the criminal justice response. She continued saying:

Yeah the police had gotten a lot better but it took a lot of fighting with them and saying no, you guys need to do something, but the state's attorney…the guy that did it to me ended up with thirty weekends sitting in jail which only amounts to the sixty days and one year probation. And he was on probation when it happened, which my understanding of that was that if you were on probation and you screwed up your probation you went straight back to prison, but apparently that doesn't happen.

This survivor elaborated saying that the police will not bother responding anymore because the prosecutor will not do anything and the police know this. In her words:

Like my problem is, is that my state's attorney doesn't do anything so the police don't want to waste their time going out and arresting him when they know that the state's attorney is just gonna drop it. Like he had six different, six or seven different violations so the order of protection only got charged with one. And they dropped all the rest of them... [the police] said I'm not gonna waste my time going out and arresting him when it's just gonna get dropped.

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Still, this survivor thought the police had gotten better. Specifically, she felt that over time they were taking what she was saying, "into consideration as to where before they just kind of ignored it all." Specifically, she reflected that intervention from a male family member who spoke to the police on her behalf seemed to encourage a more serious response including one arrest that resulted in a 72 hour jail stay. Finally, she indicated that the quality of the response depended on which officer arrived.

And it also I think depends on the police officer you get, especially where I'm from. Some of them don't want to deal with it.

Despite evidence of a serious assault and full cooperation with the states attorney, the case resulted in a plea bargain and a minimal sentence (30 weekends and 1 year of probation). Further, the survivor endured good natured "banter" between the judge and the batterer during the sentencing hearing.

X.4.e.v Orders of Protection as an Insufficient Tool

Across sites, women confirmed that getting an order of protection was viable (e.g., "oh, it's easy to get it"), but also expressed concern that the order is a "piece of paper and it doesn't do anything."

And actually to tell the truth I know an order of protection sounds all good and dandy but it's really nothing I mean until the cops get there. And again, like I said, if he wants you he's gonna get you, you know. That piece of paper is not gonna stop it.

This sentiment was broadly shared in one site where women consistently discussed an almost total lack of follow-through from prosecutors and law enforcement.

X.4.e.vi Criminal Justice and the Complex Realities of Women's Lives

While some women were very grateful that the police responded with arrest and others wanted to see police arrest when they did not, still others did not want the police to make arrests. Sometimes women's preferences changed as their circumstances changed. One woman who ultimately agreed to participate in the prosecution of her abuser recounted times when she did not want the police to arrest.

I was involved with the police quite a few times like other people would call, the neighbors…but well I just never would press the charges, you know. I think you get to a point to where, or at least I did, where you [don't want to] press the charges. You know you're thinking okay it's just gonna get worse if you do. But the police were always good about, you know, they would try to get me to and…or he'd take off before the police got there is what it mostly was. And the last time they were gonna issue a warrant out for him but I begged them not to. I know, how stupid. But I mean they wanted to but I asked them please. I mean they were like no, we have to, we have to and I just begged them, please, don't. I just wanted to be done with him. I didn't want to go to court and have to face him. I didn't want to have to go through all that. I just wanted it done so.

In one instance, a survivor indicated she wished there was some opportunity for mediation. She wanted the police to arrest her abuser to teach him a lesson, which she thinks he has learned.

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However, while she wants him to get help she does not want him to be "locked up." And while she plans to testify against him in court she hopes they will remain together.

X.4.f – DCFS

Some survivors consistently reported challenges with DCFS. Many participants had active cases and some had recently lost custody of their children. Without exception, women reported feeling they were treated unfairly by DCFS and that the abuse they experienced was not understood or considered in their cases. In one case, the survivor's proactive effort to pursue an order of protection against her husband seemed to create an opportunity for her ex-husband (also abusive) to bring action against her and have her children removed. The active order of protection became the sole source of evidence that her current husband had been abusive to her. In her case, seeking support from the system increased her vulnerability. Her DCFS was founded and her children were removed from her care and awarded to her ex-husband. As a result of the substantiated case, she also lost her job.

In another instance, despite substantial documented evidence (e.g., police reports) that a partner was abusive, the survivor was concerned that her the children's father would be awarded custody of her children who were recently removed to foster care. The plight of women with abusive partners and child protective services is well-documented (e.g., see the the National Council of Juvenile and Family Court Judges Greenbook for a thorough discussion of the intersections of child abuse and domestic violence and implications for a coordinated response).

X.4.g – Survivors Perceived Some Coordination

Survivors did report some instances of perceived coordination to assist them. The examples they could provide were primarily within the human service system. For example, one women needed to reestablish her identification cards, social security information, etc. and found that a local human service agency and the local domestic violence program were able to work together to assist her in getting what she needed.

While her observations about potential connections among agencies were the exception to the rule, one woman noted that the resource sheet she was provided was the same across agencies and was aware of many agencies who had started to address domestic violence.

They're (agencies) all connected. They, I don't know any other way to say it, than they're, they're all connected. They work together you know? They come up with a lot of their referrals, it's like the paper that I seen it for, the referrals, is like it's the same for everybody else. You know like around here in the general area? They all give the same one, they all, you know communicate with the school, you know the school board, the transportation, they all you know, communicate with the YWCA, oh, a lot of the other different child care agencies you know? And plus you know they got laws now that reflect on the homeless in the school system, you know? …it's a lot of little rules up under their laws, that refer to you know, for people like us. So I guess, I think they've come together more, you know? As a community. It's not like a shelter problem anymore. It's a, or shelter agenda anymore, it's not something the shelter is doing but the whole community, is coming together as one, to pull together to try to pull something, you know? Each one is doing something to try to help, you know domestic violence as a whole. Even the Cancer Society, you know? You know they're talking women's health oh, Mary Kay is another one that has pulled in there, you know? Is focusing on domestic violence so, I don't

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think one thing is left out that another one you know, doesn't know about. Maybe one agency might have ran across something else but I see it now as a unity.

Interestingly, women discussed a desire for more community-based education on domestic violence, prevention/education in schools, training for law enforcement, and changes in laws. While many of these efforts were ongoing in their communities, they were not necessarily aware of what was happening. This suggests that councils are not highly visible to survivors. In some ways this might be by design; councils work behind the scenes. However, a more visible presence might send a stronger message that there is a large group of concerned citizens in town that are addressing this issue.

X.5 – Brief Discussion

Our interviews with survivors aimed to address the following overarching questions to inform our study of coordinating councils and systems change: a) how do women describe their experiences of the community response to violence in their lives and how does this compare to councils' assessments of the local response?, b) to what extent is do council efforts and priorities aim to address the challenges survivors face?, and c) to what extent do survivors perceive coordinated efforts among responding agencies?

Clearly, women describe widely variable experiences of the community response to violence in their lives. In some ways, women's experiences of the systems response were as variable as their unique stories and life circumstances. Women reported both positive and negative experiences with police – sometimes the same women could speak to both ends of this continuum. Women reported equally varied experiences with other facets of the "community" response including human and social services agencies. Survivors had uniformly negative experiences with DCFS and, generally speaking, uniformly positive experiences of domestic violence programs and advocacy.

Fortunately, the challenges women described were largely reflected in the issues council key informants raised as they reflected on the goals and efforts of their FVCC. Importantly, this pattern of strengths and liabilities in the systems response corresponded with those described by council members. For example, council member key informants in one site discussed the strength of at least two of their state's attorneys' offices response while another site described consistent challenges with their state's attorneys across counties. In both sites, council members reported struggles with achieving a consistent response across law enforcement agencies, and sometimes across officers within single agencies. These sentiments were reflected in survivors' experiences and it is promising that councils were actively addressing these issues (albeit with varied success).

There were some issues, though, that seemed less salient for councils, but quite salient for women. Chief among these were concerns raised about DCFS and the lack of a response that considered their abusive experiences. From survivors' vantage point (at least those who participated in these groups), the response was not just. This was, in fact, consistent with council members' assessments of the adequacy of DCFS as a network member. Interestingly, in our social network analysis of council members contact and perceptions of other agencies in the community response, DCFS was consistently perceived as having a less adequate response, was more peripherally connected to other agencies, and was not perceived as having shifted policy or practice in response to council efforts (see Section VII.4.b). In contrast, concerns about DCFS did not spontaneously arise when we spoke with council key informants about council priorities

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and goals. Thus, while council members' perceptions echoed survivors' stories, DCFS did not figure prominently in councils' priorities (as far as we could discern). In one of our formal observations a committee chair raised the issue – framed as possibly unpopular – of inviting DCFS to future meetings. Despite his concern, this suggestion was met with enthusiasm and in the spirit of including all perspectives. On a different occasion, one council key informant mentioned the difficulty of getting anyone involved in the councils from DCFS. Considering that council impact may be largely dependent on agencies' direct engagement with councils and that generating local interest from reticent key stakeholders can be a significant barrier to council efforts engaging a third party to encourage DCFS engagement and using existing well-thought out protocols (e.g., as offered by the Greenbook Initiative) may be an important agenda for councils if they aim to reduce women's revictimization as they navigate the complex bureaucracies of the systems response.

Paying close attention to women's experiences can serve to "ground" our assessment of councils and reinvigorate an orientation to the "big picture" regarding women's lives and the complex pathways to safety and freedom from abuse. The mission of the FVCC is clearly stated as one of improvement in the systems response to family violence. This reflects a long-standing priority of the movement to foster changes in institutions with whom survivors interact. The work of Illinois FVCC clearly reflects a broad conceptualization of systems including, for example, criminal justice and human services, but also health care, business, education, and faith. Thus, council efforts focus, by design, on encouraging a more effective response in the institutions with which survivors interact as a result of abuse.

Women's expressed needs transcend and interact with their abuse experiences and occur within the full complexities of their lives. For example, women discussed the challenges they face in getting their physical and mental health needs met. Councils do address issues related to health care, but are more focused on instituting universal screening practices, for example, and not necessarily on addressing issues of access to basic health care. It is likely beyond the scope of councils, conceived as interagency partnerships to address family violence in particular, to address the broader social inequities that may exacerbate women's risk (e.g., to focus on women's economic and educational opportunities). However, survivors' needs and the issues that may foster women's risk are not confined to an institutional response and require fundamental social change regarding complex issues including, for example, persistent poverty, gender discrimination, and lack of educational and employment opportunities. This reminds us of the broader battered women's movement goals to address fundamental social inequalities and calls our attention to the need for alliances (of domestic violence programs, for example) with coalitions that address broad social justice aims, including for example, but not limited to: a) livable wage campaigns, b) women's leadership and empowerment programs, c) the availability of high quality low-income housing, and d) health care reform initiatives (e.g., increasing access and quality of care). The need to address such efforts can not be confined to the work of councils and would undoubtedly involve partnerships with, and the formation of coalitions with, broader social justice missions. Yet, the efforts of such coalitions would undoubtedly impact women's options as they navigate their safety and well-being.

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SECTION XI

CONCLUSIONS AND IMPLICATIONS

XI.1 – Overview

The current study examined a statewide network of Family Violence Coordinating Councils (FVCC) – one established in each of the 22 Judicial Circuits in the State of Illinois. Specifically, the current study examined the effectiveness of Illinois FVCC and their statewide structure by a) describing their structure, goals and activities, as well as their collaborative capacity b) investigating the extent to which FVCC have an impact on distal goals (e.g., objective systems change markers in the CCJ response to IPV) and proximal goals (e.g., perceived improved knowledge and relationships among key stakeholders), and c) examining those factors and processes that facilitate FVCC success. Finally, the current study included survivors' perspectives as a way to illuminate the "current realities" of the systems response to intimate partner violence and to examine the extent to which councils addressed the issues survivors' raised. Sections IV through X detail our findings and associated discussion regarding each of our major research objectives. The current Section aims to provide a broader overview of some of the general conclusions we draw and the specific implications we believe emerge from this work.

XI.2 Conclusions

Creating a coordinated response to intimate partner violence is a remarkably complex systems change task. While we sometimes talk about systems change as a singular process (e.g., we need to "change the system") in reality it is one that involves multiple systems, hundred of agencies, and thousands of actors within such agencies. Systems change also involves changing the linkages between relevant agencies so that they do not operate in isolation, but in concert with one another. In the current study, just over 1000 agencies were included in the network rosters across 21 Circuits (not including the most metropolitan county in the state). These agencies reflected only domestic violence service provider agencies and criminal justice agencies (law enforcement, prosecutors, courts, probation, circuit clerk). Adding other systems including, for example, health care, human service, faith, educational, and local business, the systems change task becomes exponentially more complex. When pursuing a coordinated response, one must consider affecting changes in the practices of individual actors, the policies of agencies, and the infrastructure of interagency linkages.

Given this complexity, it is not surprising that many researchers have noted implementation challenges (e.g., Klevens, Baker, Shelley, & Ingram, 2008; Klevens & Cox, 2008) and called for careful consideration of whether coordination is actually in place (e.g., Garner & Maxwell, 2008). The current study was concerned with exploring the potential of councils to affect local change in proximal (perceived improvements in stakeholder knowledge, relationships, and institutionalized change) and more distal systems change outcomes (e.g., arrest rates, order of protection rates). Specifically, the

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current study explored the role of councils in the implementation of change in the response to intimate partner violence.

Indeed, it seems that Illinois Family Violence Coordinating Councils (FVCC) may play an important role in the local instantiation of currently known "best practices" in the community response to intimate partner violence.[1] FVCC have mobilized thousands of individual actors and hundreds of agencies in their efforts. There are over 100 active subcommittees across 21 judicial circuits in any given year. Membership in these settings consistently includes diverse stakeholders from multiple systems. Local FVCC bring such stakeholders "to the table" to discuss local realities and capitalize on local human and material resources to affect change.

Councils' potential for influence may be most obvious when considering the training capacity of councils; taken together, councils offered training to over 33,000 attendees covering a broad swath of topics and often bringing premiere speakers from around the country. It seems clear that councils can play a critical educational function bringing "Domestic Violence 101" and advanced topics to their communities. This was almost uniformly true of councils – all had sponsored and organized training events. Many worked across regional boundaries to offer their training events to neighboring FVCC. Councils also mobilized their own local experts and resources to create sustainable training processes for local groups including schools, faith settings and law enforcement. In this way, FVCC have a clear focus on enhancing the knowledge base of responders; for example, many operated as event planning committees, reaching hundreds of stakeholders in their local communities (see Section IV for a more detailed review of training activity).

Importantly, councils were also consistently viewed as transforming stakeholders' relationships with and knowledge of one another (see Section VI and IX). These proximal outcomes – enhanced relationships and knowledge - may be the most natural "by-products" of council efforts and are bolstered by the generally positive and inclusive council climate and effective local leadership broadly perceived by members across councils (see Section V). Taken together our findings suggest that bringing stakeholders "to the table" has the desired influence on the nature of their relationships with and knowledge of one another and, further, their knowledge of their local systems response. Drawing on classic intergroup theory provides some insight into the salience of new relationships and knowledge as outcomes readily emerging from council efforts. In one sense, councils form new groups in which previous "outgroups" may become more intimate with one another and less likely to view each other in uniform or simplistic ways (Tajfel, 1982). One might imagine that only stakeholders already "on board" regarding the issue of family violence are present in councils. This may be true to some extent, but our key informant interviews make clear that stakeholders who previously had limited contact with one another are coming together in new ways.

[1] The author recognizes and appreciates current controversies in whether coordinated efforts and even the component parts of a coordinated response are truly effective for survivors. This study does not address or add to this controversy, but instead interrogates the extent to which councils – as a form of social intervention – facilitate locally desired changes that generally reflect the implementation of existing laws (e.g., pro arrest) and commonly thought of "best practices" (e.g., that civil orders of protection should be accessible to survivors who want them).

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Our network analysis further highlighted the possible role of councils in enhancing information exchange and referrals among agencies involved in council activities, and demonstrated the potential for greater understanding of and relationships with local victim service programs by criminal justice entities. This supports previous research that established the value of human service coordinating councils in creating more tightly coupled partnerships among member agencies relative to nonmember agencies (Foster-Fishman, Salem, Allen, Fahrbach, 2001). Still, this finding may reflect that agencies that are more linked are more likely to join councils. This many punctuate the concern that agencies that are on the periphery (with regard to exchange of information, referral or council membership) may be relatively "untouched" by council efforts.

This study also advances previous research employing network analysis by providing preliminary evidence that the degree to which such information exchange linkages are achieved – that is, how densely connected the network of agencies is – is positively related to the extent to which members report that councils have encouraged shifts in policy and practice within organizations involved in the response to intimate partner violence. This may also reflect a synergistic (non-recursive) process where more tightly coupled networks may encourage greater institutionalized change which may encouraged more tightly couple networks, etc. Indeed, dense interagency networks (indicating greater interagency contact) may be important in light of the organizational change theory. Shinn and Perkins (2000) review of organizational change processes cite Pfeffer (1998) who found that organizations "model their structures and practices on others…with which they interact" (p. 627). Thus, bringing organizations involved in the community response to intimate partner violence into closer contact with one another may indeed facilitate the diffusion of desired practices.

Our case studies revealed some of the salient pathways by which the human and social capital encourage a synergistic process that facilitates institutionalized change, including: a) generating local knowledge informed by multiple perspectives enabled committed council members to plan and engage in specific action, b) stimulating shifts in individual members' practices as responders, c) cultivating interpersonal and organizational ties that allowed for more coordinated efforts among front line providers, d) informing powerful stakeholders about needed changes in the response to IPV (those in positions to affect policy change or influence others), and e) developing new protocols and trainings that are informed by multiple voices. Thus, councils may encourage institutionalized change at least in part via the knowledge and relationships generated by virtue of council involvement. These processes orient us to some of the specific mechanisms by which councils can facilitate the local implementation of desired outcomes – including training activities (e.g., educating responders, conducting prevention education campaigns in schools) and new policies and practices (see Section IX for a thorough review of these processes).

It was also clear that councils generated hundreds of "products" to enhance the community response to domestic violence (e.g., educational pamphlets, intervention checklists) and to harness the involvement of local stakeholders in the development and dissemination of such products (see Section IV for a review of these "products" and also reported changes in policy). Councils developed products collaboratively in response to a perceived local need. For example, for many councils there was concern that seeking

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orders of protection was an intimidating and confusing process. Thus, council committees focused on how to make the process of seeking an order smoother and created educational pamphlets to offer survivors as they sought orders. This seemingly simple act invites participation and cooperation from many stakeholders and may serve to galvanize committee efforts by identifying and focusing on specific and achievable goals. The end "product" may not just be the pamphlet itself, but the collaborative action across agencies, the increased awareness of various stakeholders regarding issues of access to orders in the local community, and the possibility of uncovering other local barriers to orders that must be locally addressed.

Indeed, access to orders of protection was an issue many councils addressed and that coordinators indicated were among the most successful efforts. Importantly, councils' ability to affect change was also evident in distal systems change markers related to orders of protection. Specifically, there is evidence that council formation and development is implicated in the extent to which emergency orders of protection become plenary orders (i.e., "return rates") reflecting perhaps greater accessibility and also coordination. This provides at least preliminary evidence of the systems change potential of councils. Change in this arena might also reflect that councils are organized by judicial circuits and may have a sphere of influence in this aspect of the criminal justice response that they lack in other areas. Indeed, while there was a significant decline in arrest, it was not associated with council formation and development.

The current study also demonstrates considerable variability across councils in the accessibility of orders and of return rates for plenary orders. This variability across communities was also reflected in arrest and criminal justice referral rates to domestic violence programs. It was also clear that survivors had widely variable experiences with the systems response – even within the same community. Consistent with this view, council members consistently rated council effectiveness in producing institutionalized change more modestly relative to their ability to affect changes in knowledge and relationships. Specifically, councils were rated, on average, as only moderately effective at promoting institutionalized change (see Section VI). Further, examination of the network pictures generated for the case study sites suggests that council members are able to make distinctions regarding the specific agencies for which council efforts are more or less influential regarding shifts in policy and practice. This variable view of council influence is not surprising given the consistent finding that collaboration does not always lead to desired outcomes (e.g., Allen, 2005; Butterfoss & Kegler, 2002; Roussos & Fawcett, 2000). Given the centrality of improving the systems response, the current study aimed to understand what differentiated councils' capacity to promote institutionalized changes.

While institutionalized change capacity was positively related to features of the council setting (e.g., climate, leadership and membership) and the capacity of councils to facilitate social capital processes, factors outside of councils (e.g., support from their broader community environment; vocal local advocates for change) were also implicated. Councils are not equally positioned to affect institutionalized change and some may lack a mandate to influence change depending on their local realities. This raises important issues about how to best support local councils in translating the human and social capital they harness into the systems improvement central to their mission. A general lack of support from the broader community of responders (i.e., those not directly engaged in

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council activities) or a lack of local expertise regarding what systems changes are desirable and the savvy to pursue those changes my impede council efforts to facilitate institutionalized changes.

The sometimes harsh reality of local contexts (e.g., not being able to engage critical stakeholders) make the multi-level (local and state) and regional structure (organized by judicial circuits) particularly valuable in Illinois. The Illinois FVCC balances the need for local informed processes with the provision of external support well. By having both a centralized (a single state FVCC Steering Committee and Office) and decentralized (local FVCC with considerable autonomy) they capitalize on the "best of both worlds" including locally-driven action and externally-supported efforts. The former may be particularly important when a local council lacks some of the requisite human resources (e.g., local leadership knowledgeable about current best practices and issues in the systems response to intimate partner violence) to move toward institutionalized change. Further, by mobilizing stakeholders across a full judicial circuit, council leaders have a broader set of stakeholders across systems who they can engage. For example, an assistant states attorney from one county can inform council efforts (e.g., the development of a new protocol) even if they are not all from the same community (i.e., county).

Finally, by engaging both state-level and local-level structures, councils may provide a critical venue for the local instantiation of policy and the statewide network facilitates this. For example, this was directly observed in the current study as information about firearms laws being discussed at the state-level began to be discussed and grappled with at the local level. The issue was brought to the State IFVCC by those struggling with these laws locally, they interrogated the laws, developed a comprehensive training to train local stakeholders to educate within their communities, etc. Local councils then engaged in the implementation of local training efforts. In this way, the network of councils provides a conduit for the dissemination of information – from local councils to the State, the State to local councils and between local councils. This may be a critical way to encourage more consistent implementation in the local response to intimate partner violence.

XI.3 – Implications for Policy and Practice

There are a number of implications that flow from the current study. Perhaps the most obvious is that coordinating councils are a worthy investment, perhaps particularly when they are connected through a statewide infrastructure that enhances their local capacity to produce change. Councils value was reflected not only in the collective perceptions of their members and the documented output of their efforts (e.g., products, trainings), but also in a distal system change marker – changes in the accessibility to plenary orders of protection over time. This said, study findings suggest that those who organize councils and those who participate must consider a variety of issues to ensure their success. These include: a) appropriate resources, b) articulated infrastructure, c) assessment of local realities, d) clearly articulated principles and an inclusive process, e) recognition of the complexity of systems change processes and f) enhanced evaluation capacity.

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Appropriate Resources

Illinois FVCC receive funding for one part-time staff person in each of the 21 Judicial Circuits. This person plays a critical role in convening and organizing local activities. Thus, while councils rely heavily on volunteers and in-kind resources from member agencies, at the very least they have a single, paid coordinator who can support their efforts. This said, it was clear that managing councils over the expanse of judicial circuits was challenging. As funds allow, creating full-time positions and/or adding additional part-time coordinators would likely enhance council efforts. The latter model (more part-time coordinators) might be particularly appropriate when councils – by virtue of their geographic realities – use county-specific versus circuit-wide structures to organize their efforts. Using such a model would require yet another level of communication – among coordinators within a circuit – but would likely increase councils capacity to achieve their multi-faceted mission.

Articulated Infrastructure

One of the great strengths of the Illinois FVCC is that they have a clearly articulated infrastructure – one that was created deliberately and with change in mind. In some states, councils "crop-up" locally, sometimes in response to funding requirements. There is nothing inherently wrong with locally formed councils. Yet, isolated councils may reproduce each other's work dealing only with local realities and drawing only on local resources. Connected councils can use each other's materials, build on each other's efforts, and learn from each other's challenges and successes.

The Illinois FVCC (state-level) has a ready network of councils throughout the state through which training opportunities can be organized, and knowledge and information can be disseminated. This has important implications regarding concerns about bridging the research and practice gap often observed in prevention and intervention efforts (Klevens & Cox, 2008; Wandserman, et al., 2008). There is substantial evidence that information regarding desired innovations be accessible, and easy to consume (see Wandserman, et al., 2008 for a review). The State IFVCC can provide a relevant intermediary and provide needed support for coordinators and other stakeholders to enhance their knowledge of current best practices and current research controversies.

The State IFVCC staff can also play a critical role in directly building the capacity of their coordinators and of council leaders and members. Wandersman and colleagues (2008) refer to this as "general capacity building" which can accompany the implementation of a specific intervention. In the current scenario, collaboration is a remarkably difficult task and involves multiple skills sets including leadership skills (e.g., running an effective meeting), interpersonal skills (e.g., engaging new stakeholders, talking with local legislators), and organizational skills (e.g., mobilizing multiple stakeholders, garnering resources). State IFVCC staff are positioned not only to offer substantive guidance through their Projects and Initiatives (e.g., elder abuse, visitation exchange centers, firearms law), but also through their training and technical assistance on the mechanics of collaborative processes.

An area of growth in the realm of technical assistance at the state and local level may be to focus more on the empowerment of individual members to act as change agents within their respective organizations. Some case study key informants discussed how their own practices were transformed in response to council participation, but it was

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less common for them to discuss how they actively pursued broader transformations in practice in their respective organizations. Along the same lines, council members did not report being empowered by council participation to a great degree. The potential for councils to have a radiating impact likely hinges on members being the rays of light that emanate from what is generated in the council core. Yet, council members may need to build specific skills to think about when and how they can bring what they are learning and experiencing in councils to their work environments, and even into their personal lives.

Further, organizing councils through the courts – while not without challenges (e.g., locates efforts firmly within the criminal justice system which could limit problem definition, priorities, and ability to lobby) – may also be a powerful infrastructure to consider reproducing in other states. It is not unusual for local councils to often struggle to engage judges in their efforts (e.g., Allen, 2005). In Illinois, judges' participation – at least organizationally in the role of chair – is "built in." Clearly, there is variability across sites regarding how invested a given Chief Judge is in their local FVCC or how seriously an appointed judge engages their role, but it seems clear that having this powerful stakeholder involved is essential (recruiting and maintaining members, gaining influence to enforce change) – particularly when criminal justice reform is a primary aim. This organizational structure may be central to why we see distal systems change in the ratio of emergency orders becoming plenary orders. The council infrastructure itself actively engages the judiciary. Judicial organization might not be possible in other states, but achieving a connected structure and one that has "authority" beyond what is generated locally seems to powerfully enhance local efforts.

Assessment of Local Realities

It was clear that not all councils were created equal or were enjoying the same success. Operating within a collaborative milieu places an emphasis on building relationships as the primary venue by which change can (and perhaps should) be achieved. However, councils must actively and consciously assess local realities as they pursue their work. This was clearly evident in the case study sites each of which had considerable strengths. In the absence of a core set of preconditions, collaborative approaches to change may not be appropriate or ideal. While this must be addressed locally, other change strategies may be equally viable and even more effective. For example, a number of communities in Illinois have organized court watch initiatives. These efforts need not be in lieu of collaborative approaches, but could be a critical enhancement in communities where such public accountability may invite reticent criminal justice stakeholders to revisit their policies and practices.

Pence (1999) warns not to engage in coordination for coordination's sake. Collaborating and forming new relationships is not meant to be an end unto itself. Thus, a constant orientation to self-assessment and engaging new strategies (something clearly evident in our case study sites) is essential and may be the key ingredient to avoid perpetuating the status quo (implicitly or explicitly).

Conscious Principles and Inclusive Process

Illinois FVCC were consistently viewed as inclusive and driven by their collective mission to pursue systems change in the community response to IPV. Yet, a cautionary tale is always in order when operating within a collaborative milieu. There is a danger in any collaborative approach to become co-opted by the needs and priorities of one's

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partners. In this way, the press to form and sustain positive relationships may outweigh the assertion of one's agenda. Indeed, this is challenging given that cooperation and perspective-taking are critical features of any collaborative endeavor. That said, Bond and Keys (1993) advanced the idea of co-empowerment. In this way, every stakeholder is clear about his/her own agenda and priorities. This does not suggest that compromise will not occur, but it does suggest that every stakeholder has touchstones that they actively and consciously engage as they pursue collaborative work.

Again, Ellen Pence (1999) offers guidance through a checklist of key principles in the pursuit of policy change. For example, this list includes: a) "focus on changing the institutions, not the victim;" b) "balance between the need to standardize and the need to be attentive to the particulars of a case;" c) "focus on building cooperative relationships;" d) "focus on practices, not people;" and e) "build in methods for ensuring compliance" (see p. 62 in Coordinating Community Responses to Domestic Violence for the full thoughtful list). The implication here is not that councils adopt this list per se, but that they visit their own priorities and articulate them as a constant guide as they make choices about what changes to pursue and how to allocate precious resources.

Recognize the Complexity of Systems Change Processes

Organizational change theorists bring our attention to the complexity of systems change processes. Systems change is an inherently dynamic process (Foster-Fishman et al., 2008) and one that is unlikely to follow a simple linear path. Thus, councils may play a variety of roles within a given system to foster change. This is important because it is not likely that training – or knowledge enhancements alone – will have the desired influence on responders' ultimate practices. As previously noted, Pence (1999) emphasizes "changing the text" rather than changing hearts and minds (hence her directive to "focus on practices, not people"). Thus, it is likely the institutional shifts in policy and practice are most important and most sustainable particularly when they are accompanied by accountability structures that will encourage regular implementation (Klein & Sorra, 1996). In a study of health care providers routine screening for domestic violence, multi-level modeling revealed that the most important predictor of the extent to which providers engaged in screening – above and beyond perceived capacity and beliefs – was *expressed institutional support for screening* (e.g., leaders made it a priority, policies were in place, screening tools were available, accountability structures were enforced; Allen et al., 2007).

In fact, it is the combination of those expected to engage in new behaviors having the necessary knowledge and skills, clear communication of support from organizational leaders, organizational norms and routines that encourage the desired change (e.g., new protocols and tools to encourage implementation; Klein & Knight, 2005) that in tandem are likely to encourage organizational change. To the extent to which councils address their local change priorities in a dynamic way, via training, engagement of critical stakeholders, creation of new products to support the response (e.g., checklists, protocols) and development of new protocols and policies, they may indeed be positioned to achieve desired ends. Thus, it is critical to revisit institutionalized change priorities and to interrogate how those are addressed.

Councils Are Just One Venue

It is important to recognize that councils are just one venue for the pursuit of change. Not only can councils co-exist with other efforts (e.g., court watch), but they

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must. If whole communities are meant to be engaged in the response to domestic violence, there are ripe opportunities for other groups – particularly those comprised of concerned citizens to be “taking on” this issue. Further, our interviews with survivors illustrate clearly that many of the most challenging issues they face are related to persistent poverty, poor housing, lack of employment and limited educational opportunities.

Efforts to reform the criminal justice response are laudable, but not sufficient to support women’s safety in the broadest sense of the term (see Section X for a more complete discussion of these issues). Indeed, Garner and Maxwell (2008) suggest that addressing intimate partner violence outside of the criminal justice system is not a new idea and reflects a historical tension. We face an interesting historical moment where our next steps regarding what constitutes an effective *community* response are not entirely clear. Councils may be called upon and supported to extend their focus. Fortunately, casting a “broad net” already characterizes many Illinois councils who have engaged faith leaders, local businesses, schools, and health care organizations among others to encourage a broad response.

Further, many councils have explicitly engaged in prevention education, particularly in schools and the Choose Respect campaign; which is being piloted in five locations in Illinois. Peterson (2008) and Klevens and Cox (2008) note the importance of building local capacity to engage in prevention of intimate partner violence. Peterson (2008) offers recent efforts to encourage informal social control (e.g., men stopping violence efforts) and Klevens and Cox (2008) detail an array of approaches including early intervention with youth who demonstrate anti-social behavior and parent training. Thus, councils focusing their efforts on multiple systems and reinvigorating a focus not only on the quality of the systems response, but on the prevention capacity of their local communities may yield even greater long-term gains.

Enhanced Evaluation Capacity

The implications section would not be complete without a call for more systematic self-evaluation efforts among councils (Allen & Hagen, 2003). While many engaged in pre/post measures at training (or at least post measures), there is relatively little information regarding the extent to which councils have a wholesale effect on their communities. Efforts to examine all facets of the criminal justice process from arrest to sentencing to probation are limited by inconsistent local data gathering or the complete absence of systematic tracking.

XI.4 – Implications for Research

The current study made some important advances in the study of the council processes and outcomes. First, this study utilized longitudinal archival data to explore change over time in distal systems change markers and found that, indeed, councils appeared to influence the trajectory of the ratio of emergency orders becoming plenary orders. This punctuates the value of future research seeking and utilizing existing data sources to understand outcomes associated with collaborative processes. However, using existing archives is not without challenges. For example, council influence was not evident with regard to arrest rates when looking statewide. This may be a substantively accurate finding but considerable variability across communities in arrest rates and varied

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degrees of council effort to address arrest rates likely create "noise" that make discerning council influence difficult. Future research could focus on single circuits examining change over time in a more bounded space and more tightly linked to when councils have actually engaged in training efforts, for example. This would provide a more focused use longitudinal archives and might be particularly prudent when the variability appears to exist to a greater extent within single Circuits (or communities) than it does across Circuits.

Second, the current study advances research on councils by conducting a statewide study using both quantitative and qualitative approaches. This allowed for stronger conclusions given the ability to look for convergence (and divergence) across sources of data. This also allowed for the comparison of councils and the exploration of variability between councils – particularly with regard to their institutionalized change capacity. Future research can build on the findings of the current study to track particular efforts to alter local practices or instantiate state policy. Our case studies were an important first step in this process, but additional work is required to track such efforts over time and establish systems impact. Importantly, coordination should not be assumed because councils or other coordinated *efforts* are in place. The simple presence of a council does not imply the presence of a truly coordinated response. To better assess local implementation, communities could be engaged in creating and sustaining more sophisticated tracking process (e.g., Domestic Abuse Information Network or DAIN from Duluth; see Falk & Helgeson, 1999) so that there is a more ready way to examine councils' systems impact with regard to particular outcomes (e.g., arrest, sentencing, probation, parole, recidivism) and to establish the degree of coordination actually in place particularly as it relates to specific incidents of intimate partner violence.

Third, the qualitative components of the current study helped to elaborate on council processes; hopefully providing a more complete picture of how councils function and the processes by which they produce change. This is important because it may shift our attention away from simply identifying copious facilitators of collaboration and toward understanding the unique ways in which councils pursue change and the inherent limitations of these processes. Future research can expand on the current study particularly as it relates to how external forces affect council efforts.

Fourth, the current study brings in survivors' voices as a way to "check" on councils own self-assessment of their community response. The current study was not designed to examine outcomes for survivors, but future research must continue to examine how initiatives spawned within a desire to have a coordinated response actually affect survivors' lives. This poses significant methodological challenges given there are no true comparison communities (Illinois provides a case in point where all communities have *at least some* coordination occurring albeit to widely varying degrees and characterized by different strengths and weaknesses). Hierarchical linear modeling might provide a powerful tool for examining women's experiences over time and exploring how interactions with various systems affect their safety and well-being. This would require a well-coordinated, multi-site study in settings already "known" to investigators so there is a clear understanding of the nature of the response (e.g., what policies are in place, how they are implemented, what the nature of interagency relationships is like). Importantly, though, this approach might serve to move us away from intervention-focused evaluation to survivor-centered assessments. It may be that we often fail to find wholesale positive

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effects for survivors because the complexities of women's lives makes even well-implemented and well-conceived interventions effective for some and not for others. Such an approach to evaluation would parallel recent calls to return to survivor-centered advocacy (e.g., Allen, Bybee & Sullivan, 2004; Goodman & Epstein, 2008).

XI.5 – Limitations

Like all research, the current study is not without limitations:

Self-report and self-selection biases. First, the current study relies in part on self-reported data largely gathered from council members. Indeed, this was by design given it is our assertion that council members are uniquely positioned to self assess. Yet, this also invites the possibility of both self-selection and self-report biases. Still, in both our survey data and our key informant interview data there was considerable variability and often frank assessments of what councils had accomplished and also were less effective (e.g., perceived improvements in relationships among stakeholders were viewed positively, but perceived institutionalized changes were only moderately endorsed overall). Further, we experienced excellent convergence across data sources. For example, we found considerable variability in the arrest and order of protection rates; this mirrored key informants assertions that they struggled to achieve a consistent law enforcement response across their judicial circuits. Finally, our measure of perceived institutionalized change was moderately and positively correlated to our assessment of the number of products produced and policy changes reported in annual reports over a six year period. That is, councils which had produced more and reported more specific policy shifts were also rated on average by their members as having achieved institutionalized change. Still, it is safe to assume that our findings over-represent those having a relatively positive experience with councils. Those who are not engaged in council efforts – because they were involved and stopped being involved or never became involved in the first place – might value the settings less than those directly involved. Those who completed the survey represent roughly half of those indicated as members. While we suspect that the membership lists contained many non-active members, this response rate likely reflects input from the most engaged and committed members and likely privileges their perspective.

Cross-sectional data and causal assumptions. In our assessment of the degree to which councils have affected change based on members' reports and the factors associated with council capacity to facilitate institutionalized change we can not make firm causal statements. These data are cross-sectional. Thus, our assumptions regarding causality are based in theoretical assertions about the direction of these relationships, particularly when findings converged from multiple data sources. This is a common limitation in studies of collaborative settings given these efforts generally begin prior to the involvement of researchers.

It is promising that we found that the formation and development of councils was positively related to order of protection return rates, one source of longitudinal data in the current study. In this case, we capitalized on a natural, quasi-experimental design given that we had data for all councils, pre- and post- formation, and an analytic approach that helps to address historical effects. Still, the use of this longitudinal data is not exempt from potential historical effects. While no single year stands out as explaining shifts in

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orders of protection (e.g., 1994 with the passage of VAWA), some councils demonstrated a positive trajectory that continued and increased following council formation. While our analysis does reveal a wholesale effect of council formation and development on councils we cannot account for circuit to circuit variation in the degree to which councils were central to this process. Still, we view this as a finding worthy of continued development given we were able to link a distal systems marker to council formation and development.

Shared method variance. Shared method variance is also a concern when considering, in particular, our analysis of the factors predicting institutionalized change. While we clearly operationalized and measured each construct of interest, it could be that the survey measures capture a global sense of a "positive" or "mediocre" response as the case may be. Thus, it may not be the specific constructs that relate, but a methodological artifact. Still, we are emboldened by the extent to which similar factors emerged as themes in our qualitative inquiry and our observations of council settings. Thus, we have reason to believe that our assertions are triangulated and our conclusions warranted.

Contextual variation. While community-level indicators of the systems response allow for the examination of change over time, the nature of field research is such that all extraneous variables can never be adequately accounted for and controlled. Thus, we can not say with certainty that order of protection rates were influenced only by council formation and development; other factors unaccounted for in the current study may have influenced this association. That said, we accounted for historical time in our analysis and looked across multiple settings in which many the effect was evident. Further, we attempted to capture some of the salient contextual realities that affected local council efforts, but these are undoubtedly just a sample of a far more complex process. As we make "global" statements about councils (one of the benefits of a statewide analysis) we also risk mischaracterizing the efforts of particular councils and/or overstating (or understating as the case may be) their particular capacity to facilitate change.

XI.6 – Closing Remarks

FVCC are a common approach to improving the local response to intimate partner violence. The current study suggests that councils facilitate stronger relationships and enhanced knowledge among stakeholders. Further, there was evidence that at least some councils are positioned to facilitate local community change in the systems response to intimate partner violence. Councils were a training tour de fore, offering local and regional training that reached 33,000 participants between 2000 and 2006. In that same period, councils also generated numerous products (over 275 pamphlets, protocols, intervention checklists, etc.) to enhance the local response and reported over 20 specific instances shifts in local policy (e.g., domestic violence screening policy).

Councils also played a visible role in encouraging greater exchange of information among member agencies, and their formation and development was linked to the ratio of emergency orders of protection that became plenary orders. Still, councils were not uniformly effective at producing institutionalized change. Multiple factors were implicated in councils' success, including features of the council itself (as mediated by the degree to which social capital was fostered), social capital (the dynamic duo of enhanced knowledge and improved relationships), support from the broader community, savvy local leadership (by advocates and others) and members empowered to pursue

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change in their own organizations. Thus, councils must engage in an inherently local process and grapple with a set of inherently local challenges to encourage the implementation of best practices in the community response to intimate partner violence.

Finally, Illinois councils were characterized by a multi-level structure including local councils, a State-level steering committee, and a State level office with permanent staff. This facilitated cross-council communication, the provision of technical support, and the dissemination of knowledge (e.g., regarding new policies in the State, best practices in the response). In this way, local efforts were bolstered by state-level efforts and state-level initiatives were informed by local issues.

Importantly, Illinois FVCC have mobilized literally thousands of agencies in the community response to intimate partner violence. Councils maintain a flexible structure and work with their local realities to continually self-assess and identify their next goals and priorities. While council work is nowhere near "done" (this is part of their strength), they do not orient themselves to simple end goals, but to an ongoing process of enhancing survivor safety and batterer accountability. In this way, the presence of councils in communities throughout the state create an invaluable resource as we collectively struggle to determine how to best respond to intimate partner violence.

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SECTION XII

REFERENCES AND APPENDICES

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APPENDICES

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Appendix A

Illinois Family Violence Coordinating Councils Historical Statement

I. IFVCC Purpose Statement

The purpose of the IFVCC's local family violence coordinating councils and its state council is to establish a forum to share and discuss information in order to promote a coordinated response to family violence in our communities. The Councils work to improve the institutional and professional response to family violence issues. The Councils engage in prevention, education, and the coordination of intervention and services for victims and perpetrators of child abuse, domestic violence, and elder abuse. A goal of the Councils is to contribute to the improvement of the legal system and the administration of justice.

II. IFVCC Background

The Illinois Family Violence Coordinating Councils (IFVCC) was convened by the Chief Justice of the Supreme Court of Illinois in 1993 and transferred to the Illinois Violence Prevention Authority in 2000 to enhance the management of IFVCC's financial resources and operations. The IFVCC's funding comes through the IVPA from an annual appropriation of the State General Assembly. The IFVCC is a non-mandated, informal organization composed of a state-level Steering Committee; 26 local family violence coordinating councils, with jurisdictions covering the entire state; and statewide projects that address systems improvements through collaborations of partners, professional education, and integrated-systems protocols.

Since 1990, twenty-seven (27) local coordinating councils have been formed in 22 judicial circuits, covering 102 counties. Cook County has 6 councils formed on the basis of its judicial municipal districts. Each local council is typically staffed by a part-time coordinator, hired by the chief judge, and funded through IFVCC allocations, which are managed through IVPA's grant program.

Since 1997, the IFVCC has received funding from the Illinois state legislature initially through the Illinois Supreme Court, and since 2000 through the Illinois Violence Prevention Authority. This funding provides for the grants, staffing and operations of the IFVCC. The councils are funded equally through an allocation, of $19,500, which typically provides for a part-time local council coordinator and partially pays for the expenses of the local council.

Local family violence coordinating councils are formed using a judicial model. The judicial circuit's chief judge convenes and chairs the council, using that position's charge to develop programs that improve the court's ability to serve the community and dispose of cases. Local councils emphasize prevention through strengthened services, comprehensive systems, coordination, protocol development, public education, professional training, data analysis, and information exchange.

Local council membership is comprised of policy level and practitioner decision makers, representing the many systems that interact with family violence victims and perpetrators. Professions involved include judges, defense attorneys, prosecutors, law enforcement, probation, circuit clerks,

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victim advocates, nurses, doctors, social services professionals, coroners, animal control officers, clergy, school personnel, businesses, and housing authorities.

Each council is launched with a family violence symposium hosted by the chief judge, where typically over 700 professionals have attended the one-day program presented on two consecutive days. National and state experts address topics such as the dynamics of domestic violence, effects on children, elder abuse, and effective responses by the criminal justice system, schools, health systems, court system, and faith community.

IFVCC recognizes that each jurisdiction has unique resources and practices that must be honored for local leadership to be receptive to implementing a council. Because local jurisdictions are in different developmental stages based on the extent of previous local collaboration experience, technical support must recognize the need for individualized approaches and strategies. The IFVCC's continued and growing local acceptance over the last 13 years has been based on the principle of individualized technical support that is respectful, resourceful, and empowering.

III. IFVCC Organizational Development

The physical design of the IFVCC is an infrastructure that operates in all of Illinois' judicial circuits and at the state level to empower people to work with systems to better fashion, more useful approaches to domestic violence, child abuse, elder abuse and the nexus between these forms of violence. The strategy is to bring together the policy and practitioner levels, to create cooperation across systems with all the involved players.

The methods we use are reflective interviewing, dialogue, facilitated exploration–all of which provide experiences of remembering the values and meaning that drive the work; reflecting on what has worked and why; gaining an overview of a system; and envisioning and creating desired outcomes. Utilizing collaboration of small numbers of people–10 to 20, county by county, 100 to 200 circuit by circuit, many are mobilized through cooperating and coordinating their efforts to build relationships across boundaries, honoring both their uniqueness and their interdependence. Watching this happen, one realizes again the simple truth that quality relationships between even a few committed people has great possibility.

A comprehensive, coordinated approach to preventing family violence, since the 1970's, has been promoted as the most efficient and effective way to penetrate systems and mobilize them for the greatest change. Illinois is one of the few states that has systematically organized a statewide infrastructure based on a comprehensive approach.

We have shown through the IFVCC, this is a way that works to bring professionals together through time to work cooperatively and, then, collaboratively. It lays the groundwork for ultimately manifesting our best hopes and greatest possibilities to prevent further family violence, to prevent homicides, and to eliminate secondary damage caused by systems that operate in isolation and without access to the necessary training, relationships, data, ideas, and collaborative models.

The 13 years since our beginning finds us, now with over 30,000 professionals across the state participating in trainings and councils' projects from 97 Illinois counties. Judge Bruce Black, the IFVCC

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Chair during nearly all of those 13 years, speaking at the January, 2003, IFVCC Semi-Annual Meeting in Chicago, said: "The ability to pursue justice depends on the partnerships that we cultivate." It would seem that a similar perspective is shared by many and fires the energy of professionals statewide who have continued to pursue relationships with their partners from other disciplines through the IFVCC.

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Appendix B

IFVCC Council Coordinator Interview Instrument

Circuit:
Name of Coordinator:

DESCRIPTION OF STRUCTURE OF COUNCIL	
I'd like to know about how your council is structured. In particular, I'm interested in the degree to which it works at a circuit-wide or at a county-wide level.	
Tell me about your steering committee and any other committees of the council.	
	If not addressed, ask:
	How active are these committees? How often do they meet? Are they circuit-wide or county-wide (or another alternative?)
In your opinion, what are the strengths of a circuit-wide structure?	
What are the weaknesses?	

NATURE OF COUNCIL'S GOALS	
Does your council have a mission statement? If so, what is it? **If not, how would you describe the mission of the council?**	
How would you describe the goals of your council? What objectives is your council working toward?	
	If not addressed in primary question ask:
	How were these goals determined?

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	In what ways, if any, was there disagreement about the nature of your FVCCs goals?
	How do your goals relate to the overall goals/mission of the statewide IFVCC?

<u>HISTORICAL TRAJECTORY OF DEVELOPMENT OF COUNCIL</u>	
Community Context	
What are the most pressing or salient issues in the community response to domestic violence in your circuit and in the communities within the circuit? (By community response, I mean the way that law enforcement, human service, general public, etc. responds) (Are these similar or different across communities?	
Have there been other coordinating or collaborative efforts in the circuit?	
	If not addressed in primary question ask:
	Did they exist before the council was founded or come into being after?
	What is their relationship to the council?
	What are their mission and goals?
	Who are the key players in these efforts?

What was the relationship, if any, among the agencies currently involved in the council before it began?	
	If not addressed in primary question ask:
	Was there any tension or conflict historically between any agencies?
	What were the dynamics among these agencies?

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<table>
<tr><td colspan="2"><u>CRITICAL EVENTS</u> (FGU)</td></tr>
<tr><td colspan="2">We are interested in learning about critical events in your council’s lifetime. Critical events refer to first time events; changes in resources; changes in staff or leadership; changes in policy, practice or policy implementation; and major activities (e.g., training or a media campaign, public recognition).</td></tr>
<tr><td>What are the critical events that have happened in the history of the council? [DESCRIBE EACH EVENT BELOW.]</td><td>Have participants generate as many as possible, then have them identify the 3 most important events for follow up</td></tr>
<tr><td colspan="2">1.

2.

3.</td></tr>
</table>

[*After identifying the several particularly important events, state them back to participant for agreement. For each critical event, ask the following questions. Note these may overlap with goals, activities and accomplishments described above.]*

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CRITICAL EVENTS (FGU)
EVENT (completed for each critical event)
1. Why was this important? 2. When did the event occur? What was going on at the time of the event? What made the conditions right for this to happen? 3. Who were key actors? What key actions brought about the critical event? 4. Were the council's actions met with any barriers or resistance? What types of barriers? Who resisted? 5. What key resources (people, financial resources, political influence, etc.) were used to bring about the event? How were these resources used to overcome barriers and resistance? 6. What were the consequences or results of the event for the council? 7. What were the consequences for the community? [TAP INTO IMPACT/OUTCOMES]

CRITICAL EVENTS (FGU)
Closing Question
Thinking about the three critical events you just described, are there any important lessons learned that you want to share?

NATURE OF COUNCIL'S ACCOMPLISHMENTS	
You've mentioned a number of accomplishments of your council (such as….). Are there any other important accomplishments that you haven't mentioned yet?	*If covered in "critical events" section probe to see if there is anything else.*
	If not addressed in primary question ask:
	How did your council accomplish [SUCCESS]? For example, how was your council instrumental in [SUCCESS]?
What changes in the community or systems response to domestic violence do you attribute to the council? Why? Specifically related to IPV?	

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It is true across the country that coordinating councils are not able to address all the issues they wish they could in a given year (or even 5 years!). Are there any issues that you wish your council was addressing that it hasn't gotten to yet either because of barriers or time constraints?	In what ways has your council fallen short of expected goals?
What have been the council's setbacks or challenges?	
In what ways, if any, have changes in knowledge among council members or others resulted from the work of the council?	
In what ways, if any, have changes in relationships among council members or others resulted from the work of the council?	
In what ways, if any, have changes in policy or procedures in member or non-member organizations resulted from the work of the council?	

COUNCIL STRUCTURE AND FUNCTION	
Role of Coordinator	
How do you see your role as coordinator of the council?	
How do council members see your role as coordinator of the council?	
How long have you been the coordinator of the council?	
What is your professional background? Have you received any training on family violence?	
Has there been a coordinator since the beginning? 1. YES 2. NO	

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IFVCC STRUCTURE	
What is the role of the state IFVCC staff as it relates your council?	*Describe your relationship with the staff FVCC staff kinds of support do they provide?*
What kinds of challenges does a state relationship pose?	
What is most useful about the state-level staff? Least useful?	*[Try to get MOST meaningful thing]*
What types of support (technical support, training, etc) would be most helpful to your council now?	

PHILOSOPHY AND ANALYSIS OF DV	
Do you see any tensions or dilemmas for any of your members between efforts to collaborate on the one hand and some agency's goals of doing systems advocacy?	
Has your council identified issues of survivor safety as a goal? Batterer accountability?	*Has your council ever identified any tensions between these goals?*

CLOSING QUESTIONS	
1. From your position as a council coordinator, what advice would you give to another community that is interested in starting a council?	
2. Is there anything else you want to share about your council?	

Thank you so much for your time. You have provided a rich account of the [COUNCIL NAME] and we really appreciate your time and effort.

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Appendix C

IFVCC Council Coordinator Interview Coding Form

Variable	**Response Options**	**Line Number**	**Definitions and comments**
1. Council Structure (*circle one*):			
▪ Circuit-wide	1		*All cttes operate across entire circuit*
▪ One county circuit	2		*Circuit and county are same*
▪ Primarily focused on one county	3		*Most cttes county specific, some circuit-wide stuff*
▪ Exclusively organized by county	4		*All cttes at county level*
▪ Mix of circuit and county level organization	5		*About half of circuit and county specific activities*
▪ Other	6		
• Missing	7		
2. Any county-specific activities or committees?			
• Yes	1		
• No	0		
• Don’t know	7		
• Missing	9		
3. Any circuit-wide activities or committees?			
• Yes	1		
• No	0		
• Don’t know	7		
• Missing	9		

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Variable	Response Options	Line Number	Definitions and comments
4. Total number of active cttes:			
5. Does KI report any strengths of circuit-wide structure?			
• Yes	1		
• No	0		
• Don't know	7		
• Missing	9		
If yes, describe:			
6. Does KI report any weaknesses of circuit-wide structure?			
• Yes	1		
• No	0		
• Don't know	7		
• Missing	9		
If yes, describe:			
7. Does council have a mission statement?			
• Yes	1		
• No	0		
• Don't know	7		
• Missing	9		
8. Did KI describe clear council goals?			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Missing	9		

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
9. Was there disagreement about nature of goals? (*circle one*)			
• Yes	1		
• No	0		
• Don't know	7		
• Not applicable	8		
• Missing	9		
10. Are the goals primarily focused on (*circle all that apply*):	*1=yes* *2=no* *6=can'tjudge* *7=DK* *9=missing*		
a. Training	1 2 6 7 9		
b. Pubic education	1 2 6 7 9		
c. Change in systems' policies and procedures	1 2 6 7 9		
d. Change in systems' practice	1 2 6 7 9		
e. Other:	1 2 6 7 9		
f. Not applicable (re goals overall)	8		
g. Missing (re goals overall)	9		
11. Were there other coordinating or collaborative efforts in the circuit? (*circle one*)			
• Yes	1		
• No	0		
• Don't know	7		
• Not applicable	8		
• Missing	9		
12. Who is driving council activities?			
• Coordinator	1		
• Council chair	2		
• Committee chair(s)	3		
• Steering committee	4		
• Strong council member	5		
• can't judge	6		

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
13. Was there historical tension among ANY member agencies? *(circle one)*			
• Yes	1		
• No	0		
• Don't know	7		
• Not applicable	8		
• Missing	9		
14. How many critical events were noted?			
15. For **any** of the critical events, were the council's actions met with resistance (*circle one*)?			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Not applicable	8		
• Missing	9		
16. Did **any** of the critical events "result in" changes in knowledge (*circle one*)?			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Not applicable	8		
• Missing	9		
17. Did **any** of the critical events "result in" changes in relationships (*circle one*)?			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Not applicable	8		
• Missing	9		

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
18. Did **any** of the critical events "result in" changes in policy or procedures? (*circle one)*			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Not applicable	8		
• Missing	9		
19. Did **any** of the critical events "result in" changes in practice (*circle one*)?			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Not applicable	8		
• Missing	9		
20. Did **any** of the critical evens "result in" community impact (*circle one*)?			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Not applicable	8		
• Missing	9		
21. KI reported the following changes in community or systems response to domestic violence:	*1=yes* *2=no* *6=can't judge* *7=DK* *9=missing*		
a. Increase in public awareness	1 2 6 7 9		
b. Change in members; knowledge	1 2 6 7 9		
c. Change in relationships among members	1 2 6 7 9		
d. Change in organizational policy and procedures	1 2 6 7 9		
e. Change in organizational practice	1 2 6 7 9		
f. Survivor safety	1 2 6 7 9		
g. Batterer accountability	1 2 6 7 9		
h. Others	1 2 6 7 9		
i. if other, specify:			

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
22. Coordinator sees her role as PRIMARILY *(circle one):*			
• Administrative	1		
• Active Leader	2		
• "Bridge" or liaison between organizations	3		
• Source of knowledge or information	4		
• Other	5		
• If other, specify:			
• Don't know	7		
• Missing	9		
23. Coordinator *also* sees her role as being:	*1=yes* *2=no* *6=can't judge* *7=DK* *9=missing*		
a. Administrative	1 2 6 7 9		
b. Active/Leader	1 2 6 7 9		
c. "Bridge" or liaison between organizations	1 2 6 7 9		
d. Source of knowledge or information	1 2 6 7 9		
e. Other:	1 2 6 7 9		
f. If other, specify:			

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
24. Members see coordinator's role as PRIMARILY *(circle one)*:			
• Administrative	1		
• Active/Leader	2		
• "Bridge" or liaison between organizations	3		
• Source of knowledge or information	4		
• Other	5		
• If other, specify:			
• Don't know	7		
• Missing	9		
25. Members *also* see coordinators role as being:	*1=yes* *2=no* *6=can't judge* *7=DK* *9=missing*		
• Administrative	1 2 6 7 9		
• Active/Leader	1 2 6 7 9		
• "Bridge" or liaison between organizations	1 2 6 7 9		
• Source of knowledge or information	1 2 6 7 9		
• Other	1 2		
• If other, specify			
26. Is there disagreement between how coordinator and members see the coordinator role *(circle one)?*			
• Yes	1		
• No	0		
• Can't judge	6		
• Don't know	7		
• Missing	9		

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Variable	Response Options	Line Number	Definitions and comments
27. How long has current coordinator been the coordinator?	Months		
28. Does coordinator have previous training or experience in family violence?			
• Yes	1		*Any FV training*
• No	0		
• Can't judge	6		
• Missing	9		
29. KI has _______ previous training or experience in family violence *(circle one):*			
• A lot	1		*worked in the field*
• A little	2		*attended training(s)*
• None	3		
• Missing	9		
• Type of training or experience:			
30. Does coordinator have previous training or experience in IPV, in particular?			*Any training*
• Yes	1		
• No	0		
• Missing	9		
31. KI has _______ previous training or experience in IPV (circle one)			
• A lot	1		*worked in the field*
• A little	2		*attended training(s)*
• None	3		
• Missing	9		
• Type of training or experience:			
32. Professional background of KI:			

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
33. Has KI been the coordinator since the beginning *(circle one)*?			
• Yes	1		
• No	0		
• Missing	9		
34. Has the council had a coordinator since its formation *(circle one)?*			
• Yes	1		
• No	0		
• Don't know	7		
• Missing	9		
35. What types of support does the State provide?	*1=yes* *2=no* *6=can't judge* *7=DK* *9=missing*		
a. Technical support	1 2 6 7 9		
b. Knowledge/information	1 2 6 7 9		
c. Emotional support	1 2 6 7 9		
d. Training	1 2 6 7 9		
e. Guidance (i.e. "next steps)	1 2 6 7 9		
f. materials	1 2 6 7 9		
g. financial resources	1 2 6 7 9		
h. Other	1 2 6 7 9		
i. if other, specify:			
j. Missing (omnibus)	9		

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
36. What is useful about state relationship? (circle all that apply)	*1=yes* *2=no* *6=can't judge* *7=DK* *9=missing*		
a. Technical support	1 2 6 7 9		
b. Knowledge/information	1 2 6 7 9		
c. Emotional support	1 2 6 7 9		
d. Training	1 2 6 7 9		
e. Guidance (i.e. "next steps)	1 2 6 7 9		
f. materials	1 2 6 7 9		
g. financial resources	1 2 6 7 9		
h. Other:	1 2 6 7 9		
i. If other, specify:			
37. Any challenges or things NOT useful about state staff/relationship?			
• Yes	1		
• No	0		
• Missing	9		
38. If yes, specify:			
39. What types of support would be most useful to council now?	*1=yes* *2=no* *6=can't judge* *7=DK* *9=missing*		
a. Technical support	1 2 6 7 9		
b. Knowledge	1 2 6 7 9		
c. Emotional support	1 2 6 7 9		
d. Training	1 2 6 7 9		
e. Guidance (i.e. "next steps")	1 2 6 7 9		
f. Financial support	1 2 6 7 9		
g. Clear explication of coordinators role	1 2 6 7 9		
h. Other:	1 2 6 7 9		
i. If other, specify:			
j. Don't know	7		
k. Missing	9		

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Variable	**Response Options**	**Line Number**	**Definitions and comments**
40. Tensions indicated between collaboration and advocacy (*circle one*)?			
• Yes	1		
• No	0		
• Missing	9		
41. Has council identified survivor safety as a goal (*circle one*)?			
• Yes	1		
• No	0		
• Missing	9		
42. Has council identified batterer accountability as a goal (*circle one*)?			
• Yes	1		
• No	0		
• Missing	9		
43. KI makes suggestions for improvement of FVCC process or structure.			
• Yes	1		
• No	0		

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Appendix D

IFVCC Subcommittee Member Survey Instrument

Illinois Family Violence Coordinating Council (IFVCC) Subcommittee Member Survey

ID Number: ______________

Please respond to this survey regarding your perceptions and experiences with your council **as a whole** rather than only one subcommittee or work group. In this survey, the use of the term council refers to your Circuit Family Violence Coordinating Council.

Note that the term "intimate partner violence" is used specifically to refer to family violence perpetrated by one intimate partner (i.e., boyfriend, husband, etc.) against another. The term "family violence" is used to reference the broader umbrella that encompasses many forms of violence including, for example, intimate partner violence, child abuse, sibling abuse, etc. When responding to questions that discuss intimate partner violence, please respond thinking of this specific form of family violence in particular.

1. To which circuit does your council belong? ____

2. What agency or group do you represent at council meetings? Please specify.

____

3. To which count(ies) does the organization you represent provide services?

____

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Your Participation

4. Are you **currently** a member of a family violence coordinating council (FVCC)?

   Yes   No

   If NO:

   1a. How many months ago did you stop being a member?______

   1b. For what reason(s) did you stop being a member?

   ____

   ____

   ____

Please continue to the next question even if you answered NO.

5. When did you join this council? _______ Month ______ Year

6. Please indicate the total number of FVCC committee meetings you attended over the past 12 months. If you were not part of a particular committee, please circle N/A (N/A = Not Applicable).

6a. How many full council meetings did you attend?....................................______ N/A

6b. How many FVCC sponsored symposia or workshops did you attend? _____ N/A

6c. How many steering/planning committee meetings did you attend? ....______ N/A

6d. How many total subcommittee meetings did you attend? ....______ N/A

If you are/were a subcommittee member, to which subcommittee(s) do/did you belong? Please list.

(a)______________________ (f) ______________________
(b)______________________ (g)______________________
(c)______________________ (h)______________________
(d)______________________ (i) ______________________
(e)______________________ (j) ______________________

7. Is (or was) your participation in the council: (Please check **one**)
   - (a) _____ Voluntary and unpaid (not compensated by any source; not a representative of a particular agency)
   - (b) _____ Voluntary, but part of your job for an agency or organization
   - (c) _____ Mandated as part of your job for an agency or organization
   - (d) _____ As a direct employee of the council (e.g., paid staff or coordinator)

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8. In the past 12 months, to what extent did you engage in the following activities with or for the FVCC?

How often do (or did) you EVER: (please circle)				
a. Attend any FVCC meetings (e.g., steering, subcommittee, full)?	Never	Rarely	Sometimes	Often
b. Talk at meetings?	Never	Rarely	Sometimes	Often
c. Did work for the council outside of meetings?	Never	Rarely	Sometimes	Often
d. Help organize activities other than meetings?	Never	Rarely	Sometimes	Often
e. Work on the implementation of a program or policy recommended or designed by the FVCC?	Never	Rarely	Sometimes	Often
f. Make effort in your "home" organization to change policies, procedures or practices in the response to intimate partner violence?	Never	Rarely	Sometimes	Often
g. Attend FVCC educational events (workshops, symposia)?	Never	Rarely	Sometimes	Often
h. Chair the entire council?		YES	NO	N/A
i. Chair a subcommittee?		YES	NO	N/A
j. Chair a steering/planning committee?		YES	NO	N/A
k. Did you engage in any other kinds of activities not mentioned here? If YES, please describe your other activities: ____________________ ____________________ ____________________		YES	NO	N/A

9. Family Violence Councils often have members who come from many different community sectors, such as law enforcement, education, etc. What community sector do you come from or represent at council meetings? (Please check the sector you primarily represent at meetings).

(a) _____ Business
(b) _____ Batterers' Intervention Programs
(c) _____ Child Welfare Agencies
(d) _____ Civic/Volunteer Organizations
(e) _____ Community/Neighborhood Group
(f) _____ Cooperative Extension
(g) _____ Cultural/Ethnic Group
(h) _____ Domestic Violence Service/Providers/Advocates
(i) _____ Domestic Violence Survivors
(j) _____ Health Services
(k) _____ Higher Education
(l) _____ Human Services
(m) _____ Justice Systems/Courts
(n) _____ Law Enforcement
(o) _____ Local Government
(p) _____ Preschool/K-12 Education
(q) _____ Religious Organizations
(r) _____ Media
(s) _____ Youth Members
(t) _____ Other (please specify)

10. Do you have authority to make decisions on behalf of your organization or group at council meetings? Please check **one**:
(a)_____ Yes
(b)_____ Only with approval from others in my organization
(c)_____ Only with approval of my board or membership
(d)_____ No

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Council Partners

11. In the chart that follows on the next page, please provide responses to the set of questions in the top row for **each** member agency listed in the far left column. Write in the number that **best corresponds to your experience** with **each agency** in the appropriate row. You may skip the row for your own agency. Further, if you have **NO** knowledge of, contact with or opinions about a particular organization place a check mark in the first column of the appropriate row and go to the next organization.

A. Please use the following definitions to determine how frequently you have interacted with each agency.

Exchanging Information: Refers to any exchange of information, including, but not limited to information about intimate partner violence, community resources, eligibility for services, and specific cases/clients that you have had with each agency listed.

Referrals: Making a referral refers to any time you refer someone to the particular agency listed either directly by calling that agency or indirectly by providing an individual with that agency's contact information. Receiving a referral refers to any time you were contacted by an individual who was directed to your services by the particular agency listed.

B. We are also interested in how council membership has affected *your* knowledge of and relationships with each agency and policies and practices within each agency. For each agency, on a scale from 1 (not at all) to 4 (a lot) indicate the extent to which council membership – in your opinion - has affected a) your understanding of each agency listed, b) the quality of your relationship with each agency listed, c) policy and procedure in each agency listed, and d) practices in each agency listed. Practices refer to the actual behavior of organizational members which may or may not match stated or written policies and procedures. (You may indicate 7 if you "don't know")

C. Finally, we are interested in your general impressions of each agency. Please indicate your agreement from 1 (strongly disagree) to 6 (strongly agree) regarding the extent to which the agency listed can be relied upon to respond adequately to intimate partner violence and is a committed partner in the FVCC collaboration. (You may indicate 7 if you "don't know").

While FVCCs address many aspects of family violence, we are interested in the degree to which **issues surrounding the response to intimate partner violence** have been addressed. Thus, please respond to the following table thinking about intimate partner violence, in particular.

Sample Table (begin completing the table on the following page)

	If you have **NO** knowledge of, contact with or opinions about a particular organization place a check mark in the appropriate row and go to the next organization.	**A.On average, in the last year, how often have you…** *1 = Never* *2 = Once/year* *3 = Twice/year* *4 = Monthly* *5 = Weekly* *6 = Almost Daily*			**B. To what degree has membership in the Council …** *1 = Not at all* *2 = A little* *3 = Somewhat* *4 = A lot* *7 = Don't know*				**C. Overall, what is your perception of this organization?** *1 = Strongly disagree* *2 = Disagree* *3 = Somewhat disagree* *4 = Somewhat agree* *5 = Agree* *6 = Strongly agree* *7 = Don't know*	
		Exchanged information with...	Made a referral to...	Received a referral from...	Improved your understanding of...	Improved your relationship with...	Changed policy and procedure within...	Changed the practices of...	Can be relied upon to respond adequately to cases of intimate partner violence	Is a committed partner in the FVCC collaboration.
Sample Agency		3	4	6	1	2	1	1	4	2

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<table>
<tr><th></th><th>If you have NO knowledge of, contact with or opinions about a particular organization place a check mark in the appropriate row and go to the next organization.</th><th colspan="3">A. On average, in the last year, how often have you…
1 = Never
2 = Once/year
3 = Twice/year
4 = Monthly
5 = Weekly
6 = Almost Daily</th><th colspan="4">B. To what degree has membership in the Council …
1 = Not at all
2 = A little
3 = Somewhat
4 = A lot
7 = Don’t know</th><th colspan="2">C. Overall, what is your perception of this organization?
1 = Strongly disagree
2 = Disagree
3 = Somewhat disagree
4 = Somewhat agree
5 = Agree
6 = Strongly agree
7 = Don’t know</th></tr>
<tr><th></th><th></th><th>Exchanged information with...</th><th>Made a referral to...</th><th>Received a referral from...</th><th>Improved your understanding of...</th><th>Improved your relationship with...</th><th>Changed policy and procedure within...</th><th>Changed the practices of...</th><th>Can be relied upon to respond adequately to cases of intimate partner violence.</th><th>Is a committed partner in the FVCC collaboration</th></tr>
<tr><td>Domestic Violence Shelter</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Batterer’s intervention program</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Sheriff’s office</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>City police</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>County police</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>State police</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Office of the State’s Attorney</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Circuit court</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>District court</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Circuit Clerk</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td>Probation</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
</table>

Note: A unique network roster was created for each Circuit including all relevant agencies by county.

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Council Leadership

12. Below are several statements about leadership within councils. Circle the number to the right that indicates your agreement with each statement regarding council leadership. "**Council leadership**" refers to the official chair or co-chairs of your council. "**Committee leadership**" refers to the chair or co-chairs of subcommittees. **Council coordinator** refers to the paid staff of your FVCC.

	Strongly Disagree	Disagree	Somewhat Disagree	Somewhat Agree	Agree	Strongly Agree
a. **Council leadership** is committed to the council's mission.	1	2	3	4	5	6
b. **Council leader(s)** provide leadership and guidance in maintaining the council.	1	2	3	4	5	6
c. **Council leader(s)** have appropriate time to devote to the council.	1	2	3	4	5	6
d. **Council leader(s)** promote equality and collaboration among members.	1	2	3	4	5	6
e. **Committee leader(s)** plan meetings effectively and efficiently.	1	2	3	4	5	6
f. **Committee leader(s)** have knowledge in the area of intimate partner violence.	1	2	3	4	5	6
g. **Committee leader(s)** are flexible in accepting different viewpoints.	1	2	3	4	5	6
h. **Committee leader(s)** is/are adept in organizational and communication skills.	1	2	3	4	5	6
i. **Committee leader(s)** are competent in negotiating, solving problems and resolving conflict.	1	2	3	4	5	6
j. **Committee leader(s)** are adept in obtaining resources.	1	2	3	4	5	6
k. **Committee leader(s)** value members' input.	1	2	3	4	5	6
l. Our **council coordinator** plays a vital role in organizing the IFVCC in our circuit.	1	2	3	4	5	6
m. The **council coordinator** facilitates communication across FVCC participants.	1	2	3	4	5	6
n. The **council coordinator** supports the council's goals.	1	2	3	4	5	6

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Council Dynamics

13. Below are several statements about how your council functions. Circle the number to the right that indicates the extent to which this characterizes your council.

	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. The input of *all* active council members influences the decisions the council makes.	1	2	3	4	5	6
b. The council does not move forward with decisions or actions until all input is heard.	1	2	3	4	5	6
c. General membership has real decision-making control over the policies and action of the council.	1	2	3	4	5	6
d.. Council decisions are dominated by a few members.	1	2	3	4	5	6
e. My input influences the decisions the council makes.	1	2	3	4	5	6
f. My stance for or against an issue can sway the council in that direction.	1	2	3	4	5	6
g. There are differences in opinion among council members.	1	2	3	4	5	6
h. Disagreements among council members are often resolved by compromise.	1	2	3	4	5	6
i. Disagreements among council members have led to effective problem solving.	1	2	3	4	5	6
j. When disagreements arise the council ignores it.	1	2	3	4	5	6
k. Differing opinions among council members have created opportunities for open discussion among council members.	1	2	3	4	5	6
l. The council has avoided addressing diverse viewpoints represented on the council.	1	2	3	4	5	6
m. When faced with conflict or disagreements council members 'agree to disagree.'	1	2	3	4	5	6
n. My council's mission is shared and supported by all council members.	1	2	3	4	5	6
o. Council members have a shared vision regarding what changes are needed in the community response to intimate partner violence.	1	2	3	4	5	6
p. The council has experienced conflict.	1	2	3	4	5	6
q. When planning goals and activities, the council considers their ultimate impact on survivor safety.	1	2	3	4	5	6
r. Every decision the council makes is made in light of its impact on survivor safety.	1	2	3	4	5	6

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Council Impact

14. We are interested in your perceptions of the extent to which your IFVCC has contributed to change in a variety of areas. We recognize that not all councils address all areas. Below are statements describing the impact or outcomes that your FVCC may have had on your community. Rate the extent to which each statement characterizes the impact or outcomes that have resulted from the work of your FVCC. Keep in mind that no one will have access to the data about your FVCC in particular. Please be candid in your responses.

The Council's efforts have:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. Led to improved communication among FVCC partners.	1	2	3	4	5	6
b. Increased members' knowledge of options available for victims/survivors of intimate partner violence.	1	2	3	4	5	6
c. Led to increased safety for intimate partner violence victims.	1	2	3	4	5	6
d. Led to increased accountability for intimate partner violence abusers.	1	2	3	4	5	6
e. Resulted in changes in policy or practice that will improve the response to intimate partner violence in this community.	1	2	3	4	5	6
f. Led to increased knowledge among council members of various agencies' policies and procedures in cases of intimate partner violence.	1	2	3	4	5	6
g. Resulted in increased knowledge about intimate partner violence among council members.	1	2	3	4	5	6
h. Built trust among FVCC partners.	1	2	3	4	5	6
i. Increased coordination among member agencies.	1	2	3	4	5	6
j. Increased members' respect for each other's work.	1	2	3	4	5	6
k. Increased members' knowledge of other members' roles and limitations.	1	2	3	4	5	6
l. Increased survivors' access to needed community resources (e.g., housing, shelter, financial assistance, legal aid, etc.)	1	2	3	4	5	6
m. Addressed shortcomings in practices in community organizations regarding their response to intimate partner violence (e.g. police, probation, prosecution, domestic violence shelters).	1	2	3	4	5	6
n. Led to a better educated public regarding family violence	1	2	3	4	5	6

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14. Continued.

The Council's efforts have:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
o. Resulted in overcoming "turf wars" or territoriality between organizations that respond to intimate partner violence.	1	2	3	4	5	6
p. Led to council members gaining new perspectives on how to effectively address intimate partner violence.	1	2	3	4	5	6
q. Stimulated policy changes within my organization regarding our response to intimate partner violence.	1	2	3	4	5	6
r. Led to organizations responding to intimate partner violence accomplishing more than they could have on their own.	1	2	3	4	5	6
s. Resulted in organizations working together to generate creative solutions to ending intimate partner violence.	1	2	3	4	5	6
t. Improved the criminal justice system's ability to enforce meaningful sanctions for batterers.	1	2	3	4	5	6
u. Solutions to intimate partner violence have been generated that connect multiple services, programs, or systems.	1	2	3	4	5	6

15. Now, think about the impact of participating in the FVCC on **you** in particular. Indicate the degree to which each statement characterizes your experience.

As a result of participation in the FVCC:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. I have more control over policies and practices affecting intimate partner violence survivors in my community.	1	2	3	4	5	6
b. I have influenced decisions about policy and practice that will affect intimate partner violence survivor safety.	1	2	3	4	5	6
c. I have influenced decisions about policy and practice that will affect batterer accountability.	1	2	3	4	5	6
d. I have become more knowledgeable about intimate partner violence.	1	2	3	4	5	6
e. I am more aware of what issues need to be addressed to combat intimate partner violence in our community.	1	2	3	4	5	6

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16. Indicate the degree to which the following statements characterize the communities in which your FVCC works.

	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. Our Circuit has champions for change in the community response to intimate partner violence.	1	2	3	4	5	6
b. Powerful stakeholders (e.g., judges, government officials) have a commitment to holding batterers accountable.	1	2	3	4	5	6
c. Our Circuit has adequate resources to improve the systems response to intimate partner violence.	1	2	3	4	5	6
d. Local leaders are committed to increasing survivor safety in our Circuit.	1	2	3	4	5	6

17. Indicate the degree to which the following statements characterize the organization which you represent.

	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. My organization has a strong commitment to reforming its policies, protocols and practices in the response to intimate partner violence.	1	2	3	4	5	6
b. My organization provides necessary resources and support for front line staff to engage in best practices in the response to intimate partner violence.	1	2	3	4	5	6
c. My organization removes barriers to engaging in best practices in the response to intimate partner violence.	1	2	3	4	5	6
d. Leaders in my organization convey a commitment to creating the best possible response to intimate partner violence to employees.	1	2	3	4	5	6
e. Staff in my organization have the knowledge and skills to respond effectively to intimate partner violence.	1	2	3	4	5	6
f. Leaders in my organization pay attention to the extent to which staff are implementing desired practices in the response to intimate partner violence and take action to correct inadequate responses.	1	2	3	4	5	6

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18. Are there other collaborative efforts addressing family violence in your community?
YES NO Don't Know

19. Do you belong to any other collaborative efforts addressing family violence?.............YES NO

If YES, how many? ___________________.

20. To what extent does the effort of your Circuit FVCC address issues important to **your community** (i.e., your local county), in particular? Circle one.

1 – Not at all
2 – A little
3 – Somewhat
4 – Very much

21. In your opinion, to what extent is the FVCC able to meet the needs of each of the following types of geographic communities:

	Not at all	A little	Somewhat	Very Much
a. Rural	1	2	3	4
b. Suburban	1	2	3	4
c. Urban	1	2	3	4

22. To what extent have the perspectives and priorities of intimate partner violence survivors been incorporated into council efforts. (LPS – a). Circle one.

1 – Not at all
2 – A little
3 – Somewhat
4 – Very much

23. Family violence coordinating councils address many forms of family violence. Indicate the percent of council effort spent addressing each of the following forms of family violence. Your total percent should add to 100.

________ Adolescent Assault of Parents
________ Child Abuse
________ Elder Abuse
________ Intimate Partner Violence
________ Sibling Abuse
________ Other: ______________________ (specify)
________ Other: ______________________ (specify)
________ Other: ______________________ (specify)
________ Other: ______________________ (specify)
___100%___ Total

Continue on the next page.

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24. Please indicate the extent to which your council engaged in the activities listed below regarding **intimate partner violence** (IPV), in particular.

Activities: To what extent has the FVCC...	Not at all	A little	Somewhat	Very Much
a. Discussed issues related to the community response to intimate partner violence (e.g., best practices to promote victim safety)	1	2	3	4
b. Shared information (e.g., regarding programs, grants)	1	2	3	4
c. Identified weaknesses in the systems response to IPV	1	2	3	4
d. Provided training to improve the community response to IPV	1	2	3	4
e. Engaged in public education efforts regarding IPV	1	2	3	4
f. Lobbied or reached out to nonmember stakeholders to improve their response to IPV	1	2	3	4

25. In what ways do you view your FVCC as improving the community response to intimate partner violence, in particular?

26. In what ways do you view your FVCC as "falling short" of improving the community response to intimate partner violence?

27. Is there anything else you would like to share with us about your experience of working with your Circuit FVCC?

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Background Information

Please respond to the items below. Your responses will be held in the strictest confidence. For each question, please circle the appropriate response.

B1. **AGE**

(1) under 20
(2) 20 to 29
(3) 30 to 39
(4) 40 to 49
(5) 50 to 59
(6) 60 or over

B2. **GENDER**

(1) female
(2) male
(3) other: ________________________

B3. **ORGANIZATIONAL ROLE**
(Circle **one**)

(1) Social Services Case Worker
(2) DCFS Case Worker
(3) Clergy
(4) Domestic Violence Service Provider
(5) Judge
(6) Nurse
(7) Police Officer
(8) Probation Officer
(9) Prosecuting Attorney
(10) Psychologist
(11) Social Worker
(12) School Administrator
(13) Teacher
(14) Other ______________________

B4. **RACE/ETHNICITY**

(1) African-American/Black
(2) Asian/Pacific Islander
(3) Hispanic/Latino
(4) Native American
(5) White/Caucasian
(6) Other: _______________

B5. **YEARS WORKING ON FAMILY VIOLENCE ISSUES**

(1) 6 months or less
(2) 7-12 months
(3) 13 months to 2 years
(4) 2.1 years to 4 years
(5) 4.1 years to 6 years
(6) 6.1 years to 10 years
(7) 10.1 years to 15 years
(8) more than 15 years

B6. Have you attended any training regarding family violence issues?

(1) YES (0) NO

If YES, approximately how many hours of family violence training have you had?
____

B7. Have you attended any training regarding intimate partner violence issues, in particular?

(1) YES (0) NO

If YES, approximately how many hours of intimate partner violence training have you had?
____

THANK YOU SO MUCH FOR YOUR PARTICIPATION!

We may contact council members in the future to complete a second similar survey to examine change over time and to better understand the impact of councils. You are not obligated to participate in the future. If you do not wish for us to contact you at all for a future survey, please check here: ____.

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Appendix E

IFVCC Non-Committee Member Survey Instrument

Illinois Family Violence Coordinating Council (IFVCC)
NON-Subcommittee Member Survey

ID Number: ______________

Please respond to this survey regarding your perceptions and experiences with your council **as a whole** rather than only one subcommittee or work group. In this survey, the use of the term council refers to your Circuit Family Violence Coordinating Council.

Note that the term "intimate partner violence" is used specifically to refer to family violence perpetrated by one intimate partner (i.e., boyfriend, husband, etc.) against another. The term "family violence" is used to reference the broader umbrella that encompasses many forms of violence including, for example, intimate partner violence, child abuse, sibling abuse, etc. When responding to questions that discuss intimate partner violence, please respond thinking of this specific form of family violence in particular.

2. To which circuit does your council belong? ______________________________________

2. What agency or group do you represent at council meetings? Please specify.

____

3. To which count(ies) does the organization you represent provide services?

____

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Your Participation

4. Are you **currently** a member of a family violence coordinating council (FVCC)?

   Yes   No

   If NO:

   1a. How many months ago did you stop being a member?______

   1b. For what reason(s) did you stop being a member?

   ____

   ____

   ____

   Please continue to the next question even if you answered NO.

5. When did you join this council? _______ Month ______ Year

6. Please indicate the total number of FVCC committee meetings you attended over the past 12 months. If you were not part of a particular committee, please circle N/A (N/A = Not Applicable).

6a. How many full council meetings did you attend?....................................______ N/A

6b. How many FVCC sponsored symposia or workshops did you attend? ______ N/A

6c. How many steering/planning committee meetings did you attend? ....______ N/A

6d. How many total subcommittee meetings did you attend? ....______ N/A

If you are/were a subcommittee member, to which subcommittee(s) do/did you belong? Please list.

(a)________________________ (f) ________________________

(b)________________________ (g)________________________

(c)________________________ (h)________________________

(d)________________________ (i) ________________________

(e)________________________ (j) ________________________

7. Is (or was) your participation in the council: (Please check **one**)

   (a) _____ Voluntary and unpaid (not compensated by any source; not a representative of a particular agency)

   (b) _____ Voluntary, but part of your job for an agency or organization

   (c) _____ Mandated as part of your job for an agency or organization

   (d) _____ As a direct employee of the council (e.g., paid staff or coordinator)

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8. In the past 12 months, to what extent did you engage in the following activities with or for the FVCC?

How often do (or did) you EVER: (please circle)				
a. Attend any FVCC meetings (e.g., steering, subcommittee, full)?	Never	Rarely	Sometimes	Often
b. Talk at meetings?	Never	Rarely	Sometimes	Often
c. Do work for the council outside of meetings?	Never	Rarely	Sometimes	Often
d. Help organize activities other than meetings?	Never	Rarely	Sometimes	Often
e. Work on the implementation of a program or policy recommended or designed by the FVCC?	Never	Rarely	Sometimes	Often
f. Make effort in your "home" organization to change policies, procedures or practices in the response to intimate partner violence?	Never	Rarely	Sometimes	Often
g. Attend FVCC educational events (workshops, symposia)?	Never	Rarely	Sometimes	Often
h. Chair the entire council?		YES	NO	N/A
g. Chair a subcommittee?		YES	NO	N/A
i. Chair a steering/planning committee?		YES	NO	N/A
j. Did you engage in any other kinds of activities not mentioned here? If YES, please describe your other activities: ______________________ ______________________ ______________________		YES	NO	N/A

9. Family Violence Councils often have members who come from many different community sectors, such as law enforcement, education, etc. What community sector do you come from or represent at council meetings? (Please check the sector you primarily represent at meetings).

(a) _____ Business
(b) _____ Batterers' Intervention Programs
(c) _____ Child Welfare Agencies
(d) _____ Civic/Volunteer Organizations
(e) _____ Community/Neighborhood Group
(f) _____ Cooperative Extension
(g) _____ Cultural/Ethnic Group
(h) _____ Domestic Violence Service Providers/Advocates
(i) _____ Domestic Violence Survivors
(j) _____ Health Services
(k) _____ Higher Education
(l) _____ Human Services
(m) _____ Justice Systems/Courts
(n) _____ Law Enforcement
(o) _____ Local Government
(p) _____ Preschool/K-12 Education
(q) _____ Religious Organizations
(r) _____ Media
(s) _____ Youth Members
(t) _____ Other (please specify)

10. Do you have authority to make decisions on behalf of your organization or group at council meetings? Please check **one**:

(a)_____ Yes
(b)_____ Only with approval from others in my organization
(c)_____ Only with approval of my board or membership
(d)_____ No

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Council Partners

11. In the chart that follows on the next page, please provide responses to the set of questions in the top row for **each** member agency listed in the far left column. Write in the number that **best corresponds to your experience** with **each agency** in the appropriate row. You may skip the row for your own agency. Further, if you have **NO** knowledge of, contact with or opinions about a particular organization place a check mark in the first column of the appropriate row and go to the next organization.

While FVCCs address many aspects of family violence, we are interested in the degree to which **issues surrounding the response to intimate partner violence** have been addressed. Thus, please respond to the following table thinking about intimate partner violence, in particular.

Sample Table (begin completing the table on the following page)

	If you have **NO** knowledge of, contact with or opinions about a particular organization place a check mark in the appropriate row and go to the next organization.	**A.On average, in the last year, how often have you…** *1 = Never* *2 = Once/year* *3 = Twice/year* *4 = Monthly* *5 = Weekly* *6 = Almost Daily*	**B. Overall, what is your perception of this organization?** *1 = Strongly disagree* *2 = Disagree* *3 = Somewhat disagree* *4 = Somewhat agree* *5 = Agree* *6 = Strongly agree* *7 = Don't know*
		Had any contact with (including exchange of information and making and/or receiving referrals)…?	Can be relied upon to respond adequately to cases of intimate partner violence
Sample Agency		3	4

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	If you have **NO** knowledge of, contact with or opinions about a particular organization place a check mark in the appropriate row and go to the next organization.	**A. On average, in the last year, how often have you…** *1 = Never* *2 = Once/year* *3 = Twice/year* *4 = Monthly* *5 = Weekly* *6 = Almost Daily*	**B. Overall, what is your perception of this organization?** *1 = Strongly disagree* *2 = Disagree* *3 = Somewhat disagree* *4 = Somewhat agree* *5 = Agree* *6 = Strongly agree* *7 = Don't know*
		Had any contact with (including exchange of information and making and/or receiving referrals)…?	Can be relied upon to respond adequately to cases of intimate partner violence.
Domestic Violence Shelter			
Batterer's intervention program			
Sheriff's office			
City police			
County police			
State police			
Office of the State's Attorney or prosecutor			
Circuit court			
District court			
Circuit Clerk's Office			
Probation/ Parole			

Note: A unique network roster was created for each Circuit including all relevant agencies by county.

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Council Impact

21. We are interested in your perceptions of the extent to which your IFVCC has contributed to change in a variety of areas. We recognize that not all councils address all areas. Below are statements describing the impact or outcomes that your FVCC may have had on your community. Rate the extent to which each statement characterizes the impact or outcomes that have resulted from the work of your FVCC. Keep in mind that no one will have access to the data about your FVCC in particular. Please be candid in your responses.

The Council's efforts have:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. Led to improved communication among FVCC partners.	1	2	3	4	5	6
b. Increased members' knowledge of options available for victims/survivors of intimate partner violence.	1	2	3	4	5	6
c. Led to increased safety for intimate partner violence victims.	1	2	3	4	5	6
d. Led to increased accountability for intimate partner violence abusers.	1	2	3	4	5	6
e. Resulted in changes in policy or practice that will improve the response to intimate partner violence in this community.	1	2	3	4	5	6
f. Led to increased knowledge among council members of various agencies' policies and procedures in cases of intimate partner violence.	1	2	3	4	5	6
g. Resulted in increased knowledge about intimate partner violence among council members.	1	2	3	4	5	6
h. Built trust among FVCC partners.	1	2	3	4	5	6
i. increased coordination among member agencies.	1	2	3	4	5	6
j. increased members' respect for each other's work.	1	2	3	4	5	6
k. increased members' knowledge of other members' roles and limitations.	1	2	3	4	5	6
l. Resulted in agencies working together more efficiently.	1	2	3	4	5	6
m. addressed shortcomings in practices in community organizations regarding their response to intimate partner violence (e.g. police, probation, prosecution, domestic violence shelters).	1	2	3	4	5	6
n. Led to increased public education regarding family violence.	1	2	3	4	5	6

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Continued.

The Council's efforts have:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
o. Resulted in overcoming "turf wars" or territoriality between organizations that respond to intimate partner violence.	1	2	3	4	5	6
p. Led to council members gaining new perspectives on how to effectively address intimate partner violence.	1	2	3	4	5	6
q. stimulated policy changes within my organization regarding our response to intimate partner violence.	1	2	3	4	5	6
r. Led to organizations responding to intimate partner violence accomplishing more than they could have on their own.	1	2	3	4	5	6
s. Resulted in organizations working together to generate creative solutions to ending intimate partner violence.	1	2	3	4	5	6
t. Resulted in a better understanding of how to best address intimate partner violence in our Circuit, in particular.	1	2	3	4	5	6
u. Solutions to intimate partner violence have been generated that connect multiple services, programs, or systems.	1	2	3	4	5	6

22. Now, think about the impact of participating in the FVCC on **you** in particular. Indicate the degree to which each statement characterizes your experience.

As a result of participation in the FVCC:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. I have more control over policies and practices affecting intimate partner violence survivors in my community.	1	2	3	4	5	6
b. I have influenced decisions about policy and practice that will affect intimate partner violence survivor safety.	1	2	3	4	5	6
c. I have influenced decisions about policy and practice that will affect batterer accountability.	1	2	3	4	5	6
d. I have become more knowledgeable about intimate partner violence.	1	2	3	4	5	6
e. I am more aware of what issues need to be addressed to combat intimate partner violence in our community.	1	2	3	4	5	6

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23. Indicate the degree to which the following statements characterize the communities in which your FVCC works.

	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. Our Circuit has champions for change in the community response to intimate partner violence.	1	2	3	4	5	6
b. Powerful stakeholders (e.g., judges, government officials) have a commitment to holding batterers accountable.	1	2	3	4	5	6
c. Our Circuit has adequate resources to improve the systems response to intimate partner violence.	1	2	3	4	5	6
d. Local leaders are committed to increasing survivor safety in our Circuit.	1	2	3	4	5	6

24. Indicate the degree to which the following statements characterize the organization which you represent.

	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. My organization has a strong commitment to reforming its policies, protocols and practices in the response to intimate partner violence.	1	2	3	4	5	6
b. My organization provides necessary resources and support for front line staff to engage in best practices in the response to intimate partner violence.	1	2	3	4	5	6
c. My organization removes barriers to engaging in best practices in the response to intimate partner violence.	1	2	3	4	5	6
d. Leaders in my organization convey a commitment to creating the best possible response to intimate partner violence to employees.	1	2	3	4	5	6
e. Staff in my organization have the knowledge and skills to respond effectively to intimate partner violence.	1	2	3	4	5	6
f. Leaders in my organization pay attention to the extent to which staff are implementing desired practices in the response to intimate partner violence and take action to correct inadequate responses.	1	2	3	4	5	6

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25. Are there other collaborative efforts addressing family violence in your community?
YES NO Don't Know

26. Do you belong to any other collaborative efforts addressing family violence?.............YES NO

If YES, how many? __________________.

27. To what extent does the effort of your Circuit FVCC address issues important to **your community** (i.e., your local county), in particular? Circle one.

1 – Not at all
2 – A little
3 – Somewhat
4 – Very much

21. In your opinion, to what extent is the FVCC able to meet the needs of each of the following types of geographic communities:

	Not at all	A little	Somewhat	Very Much
a. Rural	1	2	3	4
b. Suburban	1	2	3	4
c. Urban	1	2	3	4

23. To what extent have the perspectives and priorities of intimate partner violence survivors been incorporated into council efforts. (LPS – a). Circle one.

1 – Not at all
2 – A little
3 – Somewhat
4 – Very much

Continue on the next page.

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24. In what ways do you view your FVCC as improving the community response to intimate partner violence, in particular?

25. In what ways do you view your FVCC as "falling short" of improving the community response to intimate partner violence?

26. What factors – if any – do you view as being barriers to your participation as a subcommittee member in your FVCC?

27. Is there anything else you would like to share with us about your experience of working with your Circuit FVCC?

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Background Information

Please respond to the items below. Your responses will be held in the strictest confidence. For each question, please circle the appropriate response.

B1. **AGE**

(1) under 20
(2) 20 to 29
(3) 30 to 39
(4) 40 to 49
(5) 50 to 59
(6) 60 or over

B2. **GENDER**

(1) female
(2) male
(3) other: ___________________________

B3. **ORGANIZATIONAL ROLE**
(Circle **one**)

(1) Social Services Case Worker
(2) DCFS Case Worker
(3) Clergy
(4) Domestic Violence Service Provider
(5) Judge
(6) Nurse
(7) Police Officer
(8) Probation Officer
(9) Prosecuting Attorney
(10) Psychologist
(11) Social Worker
(12) School Administrator
(13) Teacher
(14) Other _________________________

B4. **RACE/ETHNICITY**

(1) African-American/Black
(2) Asian/Pacific Islander
(3) Hispanic/Latino
(4) Native American
(5) White/Caucasian
(6) Other: _________________

B5. **YEARS WORKING ON FAMILY VIOLENCE ISSUES**

(1) 6 months or less
(2) 7-12 months
(3) 13 months to 2 years
(4) 2.1 years to 4 years
(5) 4.1 years to 6 years
(6) 6.1 years to 10 years
(7) 10.1 years to 15 years
(8) more than 15 years

B6. Have you attended any training regarding family violence issues?

(1) YES (0) NO

If YES, approximately how many hours of family violence training have you had?

____

B7. Have you attended any training regarding intimate partner violence issues, in particular?

(1) YES (0) NO

If YES, approximately how many hours of intimate partner violence training have you had?

____

THANK YOU SO MUCH FOR YOUR PARTICIPATION!

We may contact council members in the future to complete a second similar survey to examine change over time and to better understand the impact of councils. You are not obligated to participate in the future. If you do not wish for us to contact you at all for a future survey, please check here: ____.

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Appendix F

IFVCC Coordinator Survey Instrument

Illinois Family Violence Coordinating Council (IFVCC) Key Informant Survey

ID Number: ______________

Please respond to this survey regarding your perceptions and experiences with your council **as a whole** rather than only one subcommittee or work group. In this survey, the use of the term council refers to your Circuit Family Violence Coordinating Council.

Note that the term "intimate partner violence" is used specifically to refer to family violence perpetrated by one intimate partner (i.e., boyfriend, husband, etc.) against another. The term "family violence" is used to reference the broader umbrella that encompasses many forms of violence including, for example, intimate partner violence, child abuse, sibling abuse, etc. When responding to questions that discuss intimate partner violence, please respond thinking of this specific form of family violence in particular.

Council Processes and Structure

3. To which circuit does your council belong? ____
4. When did you first become involved with the council? _______ Month ______ Year
5. When did you become the coordinator of this council? _______ Month ______ Year
6. For what reason(s) did you become coordinator of the council?

____
____
____

7. To what degree does your council have adequate staff/volunteers to complete desired objectives? Would you say your council has ___________ staff/volunteers to complete desired objectives (circle one):
   a. Not at all adequate
   b. Somewhat adequate
   c. Adequate
   d. Very adequate

8. Please circle the appropriate answer regarding the structure and processes of your council.

   Does your Council:

a.	Have a written agenda	YES	NO
b.	Record and distribute minutes	YES	NO
c.	Have bylaws/rules of operation?	YES	NO
d.	Have a mission statement in writing?	YES	NO
e.	Have goals and objectives in writing?	YES	NO
f.	Have regular meetings?	YES	NO

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g. Have organization chart? YES NO
h. Have written job/role descriptions? YES NO
i. Have a core planning group? YES NO
j. Have established processes for decision making? YES NO
[If YES, specify type ____]
k. Have established processes for problem solving and conflict resolution? YES NO
l. Have established processes for resource allocation? YES NO
m. Have established mechanisms for process and
n. impact evaluation? YES NO
o. Have a mechanism established for accountability of members completing assignments in a timely manner? YES NO
p. Have a mechanism in place to encourage accountability among member organizations? YES NO
q. Have a mechanism in place to encourage accountability among non-member organizations in the community? YES NO
r. Have a mechanism for new member orientation? YES NO
s. Have a mechanism for training new and old members? YES NO
t. Have a domestic violence survivor member? YES NO
If YES, how many __________?
u. Have an advisory group made up of domestic survivors? YES NO
v. Have subcommittees or workgroups? YES NO
If **YES**, please fill out chart below:

9. How frequently has your council used the following types of support **from the state-level IFVCC staff**?

Type of support	**Very often**	**Often**	**Rarely**	**Never**
1. Technical assistance.	1	2	3	4
2. Training	1	2	3	4
3. Financial resources	1	2	3	4
4. Material resources (guidebooks, handouts, fliers, etc.)	1	2	3	4
5. Information sharing	1	2	3	4
6. Administrative support	1	2	3	4
7. Emotional support	1	2	3	4

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Membership and Participation

8. Please circle the appropriate answers regarding the membership status and participation level for each of the following organizations. Active participation in the council means the organization is active in sponsored council activities that are not necessarily committee meetings. Active participation in a committee means the organization sends someone to committee meetings regularly .

Organization	Is this group currently an active participant of the COUNCIL?	Is this group currently represented in the **Council Steering Committee**?	Is this group currently represented in the **Council sub committee**?	Is this group currently an active participant in a **COMMITTEE?**	The representative from this group has decision making authority in their organization
Batterer's Intervention	Yes No	Yes No	Yes No	Yes No	Yes No
DCFS	Yes No	Yes No	Yes No	Yes No	Yes No
Circuit Court (Judge)	Yes No	Yes No	Yes No	Yes No	Yes No
District Court (Judge)	Yes No	Yes No	Yes No	Yes No	Yes No
Domestic Violence Shelters/Service Providers	Yes No	Yes No	Yes No	Yes No	Yes No
Health Care Organizations	Yes No	Yes No	Yes No	Yes No	Yes No
Legal Aid	Yes No	Yes No	Yes No	Yes No	Yes No
Local Businesses	Yes No	Yes No	Yes No	Yes No	Yes No
Law Enforcement	Yes No	Yes No	Yes No	Yes No	Yes No
Mental Health Organizations	Yes No	Yes No	Yes No	Yes No	Yes No
Religious Organizations	Yes No	Yes No	Yes No	Yes No	Yes No
Probation	Yes No	Yes No	Yes No	Yes No	Yes No
Prosecuting Attorney's Office - Prosecuting Attorney	Yes No	Yes No	Yes No	Yes No	Yes No
Prosecuting Attorney's Office - Victim's Rights Advocate	Yes No	Yes No	Yes No	Yes No	Yes No
School Administrators/ Educators	Yes No	Yes No	Yes No	Yes No	Yes No
Social Services (e.g., FIA)	Yes No	Yes No	Yes No	Yes No	Yes No
Humane Society	Yes No	Yes No	Yes No	Yes No	Yes No
Others:	Yes No	Yes No	Yes No	Yes No	Yes No

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9. Please list all of your council's committees and subcommittees, including steering/planning committee if applicable, and how often they meet:

Committee Name	How often committee meets

10. How often does your FULL council meet? ____.

11. Overall, what percent of the members of your council are in attendance at the average steering committee meeting? ____%

12. Overall, what percent of the members of your council are in attendance at the average subcommittee meeting? ____%

13. Overall, what percent of those invited attend full council meetings or symposia? _____%

14. Are there any organizations or other community groups that you wish were represented on the council? These could be organizations that have refused to join or have not yet been asked to join. (Please circle)
YES NO

If YES, who? (Please list)
____
____
____

Why do you wish they would join? ____
____

15. Since the council's inception, are there any organizations or other community groups that were council members, but have since left or discontinued their participation? YES NO

If YES, who? (Please list)
____
____
____

Why did they leave? ____

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Goals and Accomplishments

16. We are interested in learning about the goals of your councils. We understand that not all councils will address all of these goals. Please indicate the extent to which your council has accomplished the following goals:

	Is/was this a change targeted by your council?		To what extend did your council address these issues?				To what extent did your council facilitate needed changes in this area?			
			Not at all	A Little	Some what	Very Much	Not at all	A Little	Some what	Very Much
a. improving access to personal protection orders	YES	NO	1	2	3	4	1	2	3	4
b. reforming arrest practices (e.g., adopting mandatory or pro arrest policies).	YES	NO	1	2	3	4	1	2	3	4
c. reforming prosecution practices (e.g. encouraging evidence based prosecution).	YES	NO	1	2	3	4	1	2	3	4
d. reforming the processing of court cases (i.e., speed of processing, notifying women about court cases; providing advocacy to women during trial).	YES	NO	1	2	3	4	1	2	3	4
e. altering sentencing practices (e.g., extending minimum sentence; extending probation period; mandating batterers intervention).	YES	NO	1	2	3	4	1	2	3	4
f. identifying weaknesses or 'holes' in the criminal justice or human service delivery system (e.g., conducting a death review).	YES	NO	1	2	3	4	1	2	3	4
g. developing or supporting batterer's intervention program(s).	YES	NO	1	2	3	4	1	2	3	4
h. implementing early identification policies in healthcare settings (e.g. emergency rooms; doctor's offices).	YES	NO	1	2	3	4	1	2	3	4

Continued on the next page…

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i. providing training or community education regarding domestic violence.	YES NO	1	2	3	4	1	2	3	4
j. making it easier for women to access needed community resources (e.g. housing, financial support, transportation).	YES NO	1	2	3	4	1	2	3	4
k. developing new services for battered women and their children.	YES NO	1	2	3	4	1	2	3	4
l. encouraging partnerships between child protective services and domestic violence advocates.	YES NO	1	2	3	4	1	2	3	4
m. evaluating outcomes related to the council's work.	YES NO	1	2	3	4	1	2	3	4
Other:	YES NO	1	2	3	4	1	2	3	4
Other:	YES NO	1	2	3	4	1	2	3	4
Other:	YES NO	1	2	3	4	1	2	3	4

17. Has your Council or another agency in your community gotten feedback or input from domestic violence survivors regarding your work? YES NO

    If yes, how did you/they get this feedback from survivors?
    ____
    ____
    ____

18. Thinking back to before the council began, on a scale from 1 to 6, 1 being not at all effective and 6 being very effective, how effective was your community's response to domestic violence? _____________

    Now, thinking about the time since your council's inception, how effective is your community's response to domestic violence?________________

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Council Dynamics

19. Below are several statements about how your council functions. Circle the number to the right that indicates the extent to which this characterizes your council.

	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. The input of *all* active council members influences the decisions the council makes.	1	2	3		5	6
b. The council does not move forward with decisions or actions until all input is heard.	1	2	3	4	5	6
c. General membership has real decision-making control over the policies and action of the council.	1	2	3	4	5	6
d.. Council decisions are dominated by a few members.	1	2	3	4	5	6
e. My input influences the decisions the council makes.	1	2	3	4	5	6
f. My stance for or against an issue can sway the council in that direction.	1	2	3	4	5	6
g. There are differences in opinion among council members.	1	2	3	4	5	6
h. Disagreements among council members are often resolved by compromise.	1	2	3	4	5	6
i. Disagreements among council members have led to effective problem solving.	1	2	3	4	5	6
j. When disagreements arise the council ignores it.	1	2	3	4	5	6
k. Differing opinions among council members have created opportunities for open discussion among council members.	1	2	3	4	5	6
l. The council has avoided addressing diverse viewpoints represented on the council.	1	2	3	4	5	6
m. When faced with conflict or disagreements council members 'agree to disagree.'	1	2	3	4	5	6
n. My council's mission is shared and supported by all council members.	1	2	3	4	5	6
o. Council members have a shared vision regarding what changes are needed in the community response to intimate partner violence.	1	2	3	4	5	6
p. The council has experience conflict.	1	2	3	4	5	6

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Council Impact

20. We are interested in your perceptions of the extent to which your IFVCC has contributed to change in a variety of areas. We recognize that not all councils address all areas. Below are statements describing the impact or outcomes that your FVCC may have had on your community. Rate the extent to which each statement characterizes the impact or outcomes that have resulted from the work of your FVCC. Keep in mind that no one will have access to the data about your FVCC in particular. Please be candid in your responses.

The Council's efforts have:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. Led to improved communication among FVCC partners.	1	2	3	4	5	6
b. Increased members' knowledge of options available for victims/survivors of intimate partner violence.	1	2	3	4	5	6
c. Led to increased safety for intimate partner violence victims.	1	2	3	4	5	6
d. Led to increased accountability for intimate partner violence abusers.	1	2	3	4	5	6
e. Resulted in changes in policy or practice that will improve the response to intimate partner violence in this community.	1	2	3	4	5	6
f. Led to increased knowledge among council members of various agencies' policies and procedures in cases of intimate partner violence.	1	2	3	4	5	6
g. Resulted in increased knowledge about intimate partner violence among council members.	1	2	3	4	5	6
h. Built trust among FVCC partners.	1	2	3	4	5	6
i. increased coordination among member agencies.	1	2	3	4	5	6
j. increased members' respect for each other's work.	1	2	3	4	5	6
k. increased members' knowledge of other members' roles and limitations.	1	2	3	4	5	6
l. Resulted in agencies working together more efficiently.	1	2	3	4	5	6
m. addressed shortcomings in practices in community organizations regarding their response to intimate partner violence (e.g. police, probation, prosecution, domestic violence shelters).	1	2	3	4	5	6
n. Led to increased public education regarding family violence.	1	2	3	4	5	6

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20. Continued.

The Council's efforts have:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
o. Resulted in overcoming "turf wars" or territoriality between organizations that respond to intimate partner violence.	1	2	3	4	5	6
p. Led to council members gaining new perspectives on how to effectively address intimate partner violence.	1	2	3	4	5	6
q. stimulated policy changes within my organization regarding our response to intimate partner violence.	1	2	3	4	5	6
r. Led to organizations responding to intimate partner violence accomplishing more than they could have on their own.	1	2	3	4	5	6
s. Resulted in organizations working together to generate creative solutions to ending intimate partner violence.	1	2	3	4	5	6
t. Resulted in a better understanding of how to best address intimate partner violence in our Circuit, in particular.	1	2	3	4	5	6
u. Solutions to intimate partner violence have been generated that connect multiple services, programs, or systems.	1	2	3	4	5	6

21. Now, think about the impact of participating in the FVCC on **you** in particular. Indicate the degree to which each statement characterizes your experience.

As a result of participation in the FVCC:	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. I have more control over policies and practices affecting intimate partner violence survivors in my community.	1	2	3	4	5	6
b. I have influenced decisions about policy and practice that will affect intimate partner violence survivor safety.	1	2	3	4	5	6
c. I have influenced decisions about policy and practice that will affect batterer accountability.	1	2	3	4	5	6
d. I have become more knowledgeable about intimate partner violence.	1	2	3	4	5	6
e. I am more aware of what issues need to be addressed to combat intimate partner violence in our community.	1	2	3	4	5	6

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22. Indicate the degree to which the following statements characterize the communities in which your FVCC works.

	Not at All	A little Bit	Somewhat	Quite a Bit	Very Much	To a Great Extent
a. Our Circuit has champions for change in the community response to intimate partner violence.	1	2	3	4	5	6
b. Powerful stakeholders (e.g., judges, government officials) have a commitment to holding batterers accountable.	1	2	3	4	5	6
c. Our Circuit has adequate resources to improve the systems response to intimate partner violence.	1	2	3	4	5	6
d. Local leaders are committed to increasing survivor safety in our Circuit.	1	2	3	4	5	6

23. Are there other collaborative efforts addressing family violence in your community?
YES NO Don't Know

24. Do you belong to any other collaborative efforts addressing family violence?.............YES NO

If YES, how many? ___________________.

25. What percentage of the effort of your FVCC addresses issues that are also addressed by other collaborative efforts (e.g. other councils, task forces) in your community (out of 100%)?
_________________%

Please Explain:
____
____

26. To what extent does the effort of your Circuit FVCC address issues important to **your community** (i.e., your local county), in particular? Circle one.

1 – Not at all
2 – A little
3 – Somewhat
4 – Very much

27. What type(s) of geographic communities does your council encompass? (circle all that apply):
a. Rural
b. Suburban
c. Urban

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28. In your opinion, to what extent is the FVCC able to meet the needs of each of the following types of geographic communities:

	Not at all	A little	Somewhat	Very Much
a. Rural	1	2	3	4
b. Suburban	1	2	3	4
c. Urban	1	2	3	4

29. To what extent have the perspectives and priorities of intimate partner violence survivors have been incorporated into council efforts. Circle one.

1 – Not at all
2 – A little
3 – Somewhat
4 – Very much

30. Family violence coordinating councils address many forms of family violence. Indicate the percent of council effort spent addressing each of the following forms of family violence. Your total percent should add to 100.

________ Adolescent Assault of Parents
________ Child Abuse
________ Elder Abuse
________ Intimate Partner Violence
________ Sibling Abuse
________ Other: ______________________ (specify)
________ Other: ______________________ (specify)
________ Other: ______________________ (specify)
________ Other: ______________________ (specify)
___100%___ Total

31. Please indicate the extent to which your council engaged in the activities listed below regarding **intimate partner violence** (IPV), in particular.

Activities: To what extent has the FVCC...	Not at all	A little	Somewhat	Very Much
a. Discussed issues related to the community response to intimate partner violence (e.g., best practices to promote victim safety)	1	2	3	4
b. Shared information (e.g., regarding programs, grants)	1	2	3	4
c. Identified weaknesses in the systems response to IPV	1	2	3	4
d. Provided training to improve the community response to IPV	1	2	3	4
e. Engaged in public education efforts regarding IPV	1	2	3	4
f. Lobbied or reached out to nonmember stakeholders to improve their response to IPV	1	2	3	4

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32. Some circuits include many counties. Often, not all counties are equally targeted or involved in FVCC activities. To the best of your abilities, list all counties in your circuit and indicated the degree to which each county is targeted by the efforts of your circuit FVCC.

To what extent does your FVCC target or involve the following counties?				
List Counties below:	Not at all	A little	Somewhat	Very Much
	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4
	1	2	3	4
…	1	2	3	4

33. In what ways do you view your FVCC as improving the community response to intimate partner violence, in particular?

34. In what ways do you view your FVCC as "falling short" of improving the community response to intimate partner violence?

35. Is there anything else you would like to share with us about your experience of working with your Circuit FVCC?

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Background Information

Please respond to the items below. Your responses will be held in the strictest confidence. For each question, please circle the appropriate response.

B1. **AGE**

(1) under 20
(2) 20 to 29
(3) 30 to 39
(4) 40 to 49
(5) 50 to 59
(6) 60 or over

B2. **GENDER**

(1) female
(2) male
(3) other: ___________________________

B3. **ORGANIZATIONAL ROLE**
(Circle **one**)

(1) Social Services Case Worker
(2) DCFS Case Worker
(3) Clergy
(4) Domestic Violence Service Provider
(5) Judge
(6) Nurse
(7) Police Officer
(8) Probation Officer
(9) Prosecuting Attorney
(10) Psychologist
(11) Social Worker
(12) School Administrator
(13) Teacher
(14) Other _________________________

B4. **RACE/ETHNICITY**

(1) African-American/Black
(2) Asian/Pacific Islander
(3) Hispanic/Latino
(4) Native American
(5) White/Caucasian
(6) Other: _________________

B5. **YEARS WORKING ON FAMILY VIOLENCE ISSUES**

(1) 6 months or less
(2) 7-12 months
(3) 13 months to 2 years
(4) 2.1 years to 4 years
(5) 4.1 years to 6 years
(6) 6.1 years to 10 years
(7) 10.1 years to 15 years
(8) more than 15 years

B6. Have you attended any training regarding family violence issues?

(1) YES (0) NO

If YES, approximately how many hours of family violence training have you had?

____

B7. Have you attended any training regarding intimate partner violence issues, in particular?

(1) YES (0) NO

If YES, approximately how many hours of intimate partner violence training have you had?

____

THANK YOU SO MUCH FOR YOUR PARTICIPATION!

We may contact council members in the future to complete a second similar survey to examine change over time and to better understand the impact of councils. You are not obligated to participate in the future. If you do not wish for us to contact you at all for a future survey, please check here: ____.

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Appendix G

IFVCC Case Study Key Informant Interview Instrument

As you know, we are speaking with FVCC members and various individuals who have had some contact with the FVCC. In collaboration with State staff, we are conducting a research study on FVCC statewide as well collecting more in-depth information from a few exemplar councils. What you share today will not be linked to you specifically, but your perspectives will inform this research.

I would like to audio tape the interview today if that is OK with you. This will help us accurately record your responses and review them later. The digital audio file and the resulting transcript of the file will not be shared with anyone other than research staff.

Is audio taping OK with you? YES NO

1. What do you view as the purpose of your FVCC?

2. What do you view as the major goals of your FVCC?

3. Can you describe your role in the council? How do you participate?

4. What has your FVCC accomplished so far? What do you view as successes to date?

Regarding facilitators/barriers probe specifically about:

- Processes by which changes occurred (What lead to X? You mentioned X, then what happened? For what reasons did X lead to Y)
- Community context (What influences outside of the council mattered?)
- Organizational climate/commitment (What is the relevance of the action/inaction of specifics organizations? What steps, if any, were taken to ensure actual implementation of proposed protocols, policies, etc.?)

5. What contributed to these accomplishments? What facilitated them?

6. In what ways has your council fallen short of its goals/purpose so far?

7. What barriers has your council faced? What if anything got in the way of accomplishing council goals?

8. What, if anything, would you do differently?
   a. In terms of your own participation…
   b. Regarding the council as a whole…

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9. What would you keep the same? What was a key ingredient that you would not alter?

10. What advice would you give to others participating in councils such as the FVCC?

11. What would you like to learn about your local FVCC from the case study? What questions do you have? What initiatives/efforts do you think have been most important?

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Appendix H

Focus Group Protocol for Domestic Violence Survivors

[Please note that this is an open-ended protocol. Major questions are included here, but probes and clarifying questions may be added as they relate to the major questions. The questions may also be asked out of order or not at all depending on the flow and trajectory of the discussion that ensues.]

General Probes to be used throughout:
You mentioned [ISSUE], can you say more about this?
You talked about [EXPERIENCE], is there a specific example of a time that happened that you can provide?
In what ways has [PARTICULAR EXPERIENCE] happened in the past?

Section A: General Experiences

I'd like to begin with a very general question: What have your experiences with community resources been like as you have tried to get assistance with abuse in your lives?

Probes:
What have you found particularly helpful?
What have you found unhelpful or even harmful?
What has been the most essential for contributing to your safety?

Section B: Shelter/Domestic Violence Programs

I want to get a little more specific. Have any of you stayed in a shelter or accessed services from a domestic violence program? What has this been like for you?

Probes:
What have you found particularly helpful?
What have you found unhelpful or even harmful?
What has been the most essential for contributing to your safety?

Section C: Orders of Protection

Many women who have had an abusive partner are seeking orders of protection, have any of you done so? What has this been like for you?

Probes:
How easy was it to get the order (if community with electronic orders as about this in particular)?
Who, if anyone, helped?
How has having the order changed anything for the better? For the worse?
What have you found particularly helpful?

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What have you found unhelpful or even harmful?
What has been the most essential for contributing to your safety?

Section D: Police Response

Have any of you come into contact with the police because of the abuse?

Probes:
What have you found particularly helpful?
What have you found unhelpful or even harmful?
What has been the most essential for contributing to your safety?

Section E: Human Service/Health Care

Many times women try to get help from general resources like human service or social service agencies or health care. Have any of you interacted with these kinds of resources?

Probes:
What have you found particularly helpful?
What have you found unhelpful or even harmful?
What has been the most essential for contributing to your safety?

Section F: Other Resources

Before I move on to another section, are there any other resources you want to mention, like faith-based settings or anyone else?

Probes:
What have you found particularly helpful?
What have you found unhelpful or even harmful?
What has been the most essential for contributing to your safety?

Section G: Councils/Coordination

a. Many communities are trying to coordinate their efforts to provide a better response to domestic violence. That means they are trying to work together. When you think about responses you have experienced, have you noticed any ways that agencies have worked together?

Probes:
How did they work together?
What did you notice?
What have you found particularly helpful?
What have you found unhelpful or even harmful?
What has been the most essential for contributing to your safety?

b. Have you heard of the Family Violence Coordinating Council?

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Probes:
If yes, how did you hear about it?
What do you think it does?
Have you ever heard about an event it sponsors?
Have you ever attended one?

c. From your experience, where would you like to see more coordination or working together?

Section H: Future Directions

I have just a few more questions. You have mentioned many ways that the community response has been helpful and ways that it could be improved.

a. What would you recommend continue just like it is?

b. What would you recommend change? And how would you change it? What would you like to see in the future?

Thank you again for your time. I am going to ask you to complete a short survey that should take no more than 15 minutes. You are free to skip items. Once you are done you are free to go. Thanks again.

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Appendix I

IFVCC Focus Group Survey Instrument for Survivors

Short Survey

Please provide some information about yourself.

1. Age: _____

2. Gender (Please circle one): M F

3. Race/Ethnicity (please check one):

   a. _____ African-American
   b. _____ Asian/Asian-American/Pacific Islander
   c. _____ Caucasian
   d. _____ Hispanic/Latino
   e. _____ Native American
   f. _____ Biracial
   g. _____ Other (please specify): _____________

4. In which County do you live? _____________________

5. On a scale of 1 to 4, how helpful have the following local community resources been? You can also indicate you had no contact with that type of resource by checking the first column.

	Never Had Contact	Not at all helpful	Somewhat Helpful	Helpful	Very Helpful
Shelter or Domestic Violence Programs		1	2	3	4
Health Care Organizations		1	2	3	4
Human or Social Services Agencies		1	2	3	4
Orders of Protection		1	2	3	4
Police Response		1	2	3	4
Court Response (e.g., prosecution of abuser)		1	2	3	4
Faith-based Settings (e.g., churches, mosques or synagogues)		1	2	3	4
Other: _____________		1	2	3	4

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6. Now, specifically think of your safety including, your physical safety or how safe you feel. On a scale of 1 to 4, how helpful have the following local community resources been in making you more safe?

	Never Had Contact	Not at all helpful	Somewhat Helpful	Helpful	Very Helpful
Shelter or Domestic Violence Programs		1	2	3	4
Health Care Organizations		1	2	3	4
Human or Social Services Agencies		1	2	3	4
Orders of Protection		1	2	3	4
Police Response		1	2	3	4
Court Response (e.g., prosecution of abuser)		1	2	3	4
Faith-based Settings (e.g., churches, mosques or synagogues)		1	2	3	4
Other: ______________		1	2	3	4

7. Sometimes when women come into contact with community resources they feel things get better regarding abuse but other times they do not notice a change or even think things get worse. Consider whether each of the following resources made things worse, no change or better.

	Never Had Contact	Made Things **Worse**	Made **No Change**	Made Things **Better**
Shelter or Domestic Violence Programs		1	2	3
Health Care Organizations		1	2	3
Human or Social Services Agencies		1	2	3
Orders of Protection		1	2	3
Police Response		1	2	3
Court Response (e.g., prosecution of abuser)		1	2	3
Faith-based Settings (e.g., churches, mosques or synagogues)		1	2	3
Other: ______________		1	2	3

8. Indicate when you first started contacting community resources for help with abuse (circle one):

a. Within the past month
b. Within the past six months
c. About a year ago
d. 2 to 4 years ago
e. 4 to 6 years ago
f. 7 to 10 years ago
g. More than 10 years ago

9. Please feel free to add anything else you would like to share:

Thank you for your time and participation.

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Appendix J

IFVCC Archives Coding Instrument

FVCC Archival Analysis
Coding Categories

*For every question the source of the response was specified (e.g., Circuit X, Annual Report Quarter 1, 2000).
**II = Insufficient Information

1. Circuit ID Number	
2. Year	
3. Coded By	
4. Number of Members in council	
5. Were new members recruited this year?	NO YES II**
6. Number of counties the circuit serves	
7. Number of committees in council	
8. What types of committees are there in the council?	Planning Steering Law Enforcement Judicial Interfaith Health Helping Services Schools County Elder Abuse Youth Other (please specify)
9. Are there special interest subcommittees?	NO YES II**
10. Were any committees canceled this year?	NO YES II**

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11. What agencies does the council feel need to get more involved?	Domestic Violence Shelter Batterers intervention Law Enforcement State Attorney's Office Circuit Court District Court Clerk's Office Probation/Parole Human Service DCFS Schools Religious Institutions Health care Agencies Public Health Business/Employers Humane Society Higher Education Physicians Mental Health Insufficient information to answer Other (please specify)
12. How often does the full council meet?	Monthly Bimonthly Trimonthly Quarterly Biannually Annually As needed Insufficient information to answer
13. How often does the planning committee meet?	Weekly Monthly Bimonthly Trimonthly Quarterly Biannually Annually As needed Insufficient information to answer
14. How often do other committees meet?	Weekly Monthly Bimonthly Trimonthly Quarterly Biannually Annually

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	As needed Insufficient information to answer
15. How often do individual counties meet?	Weekly Monthly Bimonthly Trimonthly Quarterly Biannually Annually As needed Insufficient information to answer
16. Did the council sponsor training/ educational events this year?	NO YES II**
17. How many training/educational events did the council sponsor?	
18. How many events did the council collaborate in?	
19. Which Stakeholders was training/educational event 1 aimed at? **(Note – the same question was asked for trainings 2 – 20)**	Domestic Violence Shelter Batterers Intervention Program Law Enforcement State Attorney's Office Circuit Court District Court Clerk's Office Probation/Parole Human Service DCFS Schools Religious Institutions Healthcare Agencies Public Health Business/Employers Humane Society Higher Education Physicians Mental Health Other (please specify)
20. What was the content of the training/educational event 1? [1]	
21. What was the date of training/educational event 1?	
22. What was the date of training/educational event 1	

[1] The same set of questions was asked about training/educational events 2 to 20 (depending on how many had been held in a given Circuit in a given year).

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23. How many participants were at training/educational 1?	
24. Does the council engage in media outreach?	NO YES II**
25. How many agencies are in the council's media outreach list?	
26. What type of agencies are in the council's media outreach list?	Television Radio Newspaper News magazine Popular magazine Other (please specify)
27. Has the council developed/distributed products to enhance response to domestic violence?	NO YES II**
28. How many materials/products has the council developed/distributed?	
29. What is the content of product 1?[2]	
30. What type of material is product 1?	Pamphlet/Brochure (short literature) Poster Video Protocol Card Flyer Packet Manual Other (please specify)
31. Does the council have goals for a given year?	NO YES II**
32. Does each committee have goals for the year?	NO YES II**
33. Does the council have a method for evaluation by its members?	NO YES II**
34. Does the council evaluate its impact and success?	NO YES II**
35. Has the council produced changes in policy/practices this year?	NO YES II**
36. What changes did they produce in policy/practices?	
37. Has the council been part of a statewide initiative?	

[2] The same set of questions was asked about council "products" 2 to 5 (depending on how many different products had been produced in a given Circuit in a given year).

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Appendix K

Illinois Family Violence Coordinating Council Mission Statement

Illinois Family Violence Coordinating Councils

Purpose Statement

The purpose of the Family Violence Coordinating Councils, at both the state and local/circuit level, is to establish a forum to improve the institutional, professional and community response to family violence including child abuse, domestic abuse, and elder abuse; to engage in education and prevention; the coordination of intervention and services for victims and perpetrators; and, to contribute to the improvement of the legal system and the administration of justice.

Guiding Principles

The Family Violence Coordinating Councils, at both the state and local/circuit level:

- **Address child abuse, domestic abuse, and elder abuse.**
- **Include those agencies providing services for both victims and perpetrators to ensure a balanced, comprehensive response.**
- **Promote a Coordinated Community Response through service integration, problem solving, relationship building, and protocol development.** Support the broad array of non-criminal justice community responses to family violence in order to effect change at the societal level. Participating organizations represent community agencies, court system, criminal justice system, health systems and service providers.
- **Provide a forum and act as catalyst for relationship building that in turn leads to systems change.** By providing a network that is multi-disciplinary, diverse and inclusive, the local councils provide the networking opportunity to build trust, cooperation and respect that is key to making institutional improvement, thus creating a better response to family violence.
- **Provide a process that allows the councils to evolve as experience is gained.**
- **Recognize that judicial leadership is paramount to the effectiveness of the councils.** Judicial leadership with oversight of the Judicial Ethics Committee helps ensure that the entire system is represented.

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The Local Family Violence Coordinating Councils:

- **Determine direction based on the local needs of communities, available resources, and input from the state level council.** Depends on the foundation and leadership of the steering committees for the state and local councils and the continued technical assistance and connection to IFVCC staff.

- **Provide training to insure that critical services, the criminal justice system and court officials are involved.** The system response, the community, and the councils are mutually strengthened by their interactions.

Decisions on projects, full council meetings and the overall direction of the Illinois Family Violence Coordinating Councils are based on emerging trends and research by state staff, input from the steering committee, and from the experiences and questions of the local councils.