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COORDINATING THE CRIMINAL JUSTICE RESPONSE

TO INTIMATE PARTNER VIOLENCE:

THE EFFECTIVENESS OF COUNCILS IN PRODUCING SYSTEMS CHANGE

October 31, 2009

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FINAL REPORT

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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

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.

TABLE OF CONTENTS

Executive Summary	1
 Section I.	
Introduction.....	30
I.1 – Purpose and Overview	30
I.1.a Objectives	30
I.1.b Context and Background	
I.2 – Review of Relevant Literature.....	33
 Section II.	
Current Study	36
II.1 – Research Objectives	36
II.2 – Report Overview	36
 Section III.	
Methods.....	39
III.1 – Method Overview	39
III.2 – Statewide Inquiry	40
III.2.a Council Coordinator Interviews	40
III.2.b Committee Member Survey	43
III.2.c Coordinator Survey	47
III.2.d Archival Analysis of Annual Reports	47
III.2.e Archival Analysis of Systems Change Markers.....	48
III.3 – Ethnographic Inquiry	48
III.3.a Case Study of Exemplar Councils.....	48
III.3.b. Focus Groups with Survivors.....	50
III.3.c. Analytic Approach	51
 Section IV.	
Council Structure, Goals, and Activities.....	52
IV.1 – Purpose	52
IV.2 – Overview.....	52
IV.3 – Data Sources and Analytic Approach.....	52
IV.4 – Results	52
IV.4.a. Statewide Council Structure and Organization	52
IV.4.b. Local Council Structure and Organization	55
IV.4.c. Council Committees.....	56
IV.4.d. Regional Organization	58
IV.4.e. Council Membership and Representation	62
IV.4.f. Other Collaborations	64
IV.4.g. Technical Assistance	65
IV.4.h. Coordinator Role	66

IV.4.i. Council Goals and Accomplishments	66
IV.4.j. Council Activities	68
IV.4.k. Institutionalized Change Efforts	69
IV.4.l. Council Outputs from Case Study Sites	70
IV.5 – Brief Discussion	73

Section V.

Council Collaborative Capacity	75
V.1 – Purpose	75
V.2 – Overview	75
V.3 – Data Sources and Analytic Approach	75
V.4 – Results	75
V.4.a. Council Climate.....	75
V.4.b. Council Leadership	76
V.4.c. Member Empowerment	76
V.4.d. Community Support for Council	77
V.5 – Brief Discussion	77

Section VI.

Perceived Proximal and Distal Outcomes.....	80
VI.1 – Purpose	80
VI.2 – Overview.....	80
VI.3 – Data Sources and Analytic Approach.....	80
VI.4 – Results	80
VI.4.a. Descriptive Characteristics	80
VI.4.b. Domestic Violence Advocates’ Perceptions	82
VI.4.c. Interrelationships and Intermediary Processes	83
VI.5 – Brief Discussion	85

Section VII.

Councils and Interagency Networks	87
VII.1 – Purpose	87
VII.2 – Overview	87
VII.2.a. Network Bounding	89
VII.3 – Data Sources and Analytic Approach	89
VII.3.a. Data Collection.....	89
VII.3.b. Procedures	90
VII.3.c. Analyses.....	90
VII.4 – Results	93
VII.4.a Density.....	93
VII.4.b Network Pictures and Case Study Comparisons ...	94
VII.5 – Brief Discussion	102

Section VIII.

Council Impact on Distal Markers of Systems Change	104
VIII.1 – Purpose	104

VIII.2 – Overview	104
VIII.3 – Data Sources and Analytic Approach	104
VIII.3.a Orders of Protection	104
VIII.3.b Arrest Rates	106
VIII.3.c Shelter Referral Rates.....	107
VIII.4 – Results	108
VIII.4.a Orders of Protection	108
VIII.4.b Arrest Rates	126
VIII.4.c Shelter Referral Rates.....	140
VIII.5 – Brief Discussion	152
VIII.5.a Orders of Protection	152
VIII.5.b Arrest Rates	153
VIII.5.c Shelter Referral Rates.....	154

Section IX.

Factors and Processes Influencing Council Success.....	155
IX.1 – Purpose	155
IX.2 – Overview.....	155
IX.3 – Quantitative Approach to Examination of Factors	155
IX.3.a Data Sources and Analytic Approach	155
IX.3.b Results.....	155
IX.4 – Qualitative Approach to Examination of Factors	160
IX.4.a Data Sources and Analytic Approach	160
IX.4.b Results	161
IX.5 – Brief Discussion	178

Section X.

Survivors’ Perspectives on the Community Response	181
X.1 – Purpose	181
X.2 – Overview	181
X.3 – Data Sources and Analytic Approach	181
X.4 – Results	181
X.4.a Description of Focus Group Survey Data	182
X4.b Survivors’ Wide Variety of Needs.....	184
X.4.c Domestic Violence Programs and Advocacy.....	186
X.4.d Other Human Service Agencies.....	188
X.4.e. Criminal Justice Response	189
X.4.f DCFS	194
X.4.g Survivors’ Perceived Some Coordination.....	194
X.5 – Brief Discussion	195

Section XI.

XI.1 Overview.....	197
XI.2 Conclusions.....	197
XI.3 Implications for Policy and Practice.....	201
XI.4 Implications for Research	205

XI.5 Limitations.....	207
XI.6 Closing Remarks.....	208

Section XII.

References.....	210
Appendix A: Illinois Family Violence Coordinating Councils History ..	219
Appendix B: IFVCC Council Coordinator Interview Instrument.....	222
Appendix C: IFVCC Council Coordinator Interview Coding Form	228
Appendix D: IFVCC Subcommittee Member Survey Instrument.....	239
Appendix E: IFVCC Non-Committee Member Survey Instrument	252
Appendix F: IFVCC Coordinator Survey Instrument.....	263
Appendix G: IFVCC Case Study Key Informant Interview Instrument..	276
Appendix H: IFVCC Focus Group Protocol for Survivors	278
Appendix I: IFVCC Focus Group Survey Instrument for Survivors.....	281
Appendix J: IFVCC Archives Coding Instrument.....	283
Appendix K: IFVCC Mission Statement	287

TABLE OF TABLES

Executive Summary.

<i>Table 1</i> Ratings of Council Goals and Accomplishments	8
<i>Table 2</i> Differences in Members' Perceived Contact and Influence	8

Section III.

Methods.....	39
<i>Table 1</i> Coordinator Background Information	41
<i>Table 2</i> Case Study Sites Income Information	49

Section IV.

Council Structure, Goals, and Activities.....	52
<i>Table 1</i> Council Structures and Organization	56
<i>Table 2</i> Geographic Coverage	60
<i>Table 3</i> Council Membership and Representation.....	64
<i>Table 4</i> Support from the State-level IFVCC Staff	66
<i>Table 5</i> Goals and Accomplishments	67
<i>Table 6</i> Activities.....	68
<i>Table 7</i> Number of Trainings Offered Targeting Stakeholder Groups.....	69

Section VI.

Perceived Proximal and Distal Outcomes.....	80
<i>Table 1</i> Mean Ratings of Perceived Outcomes.....	81
<i>Table 2</i> Intraclass Correlations for Council Outcomes.....	83
<i>Table 3</i> Level I and II Correlations among Council Outcomes	84

Section VII.

Council and Interagency Networks.....	87
<i>Table 1</i> Network Characteristics for 21 Circuits	92
<i>Table 2</i> Perceived Differences in Contacts and Perceptions	96

Section VIII.

Council Impact on Distal Markers of Systems Change	104
<i>Table 1</i> Steps in the Model Process	109
<i>Table 2</i> OP: Modeling Historic Time	110
<i>Table 3</i> OP: Modeling Historic Time with NO Councils Present	117
<i>Table 4</i> OP: Modeling Historic Time WITH Councils Present	121
<i>Table 5</i> OP: Modeling Council Age, Integrated Model.....	124
<i>Table 6</i> Number of Counties per Judicial Circuit	135
<i>Table 7</i> Convening Date of Councils per County and Age in 2004	135
<i>Table 8</i> Arrest: Summary of Two-level RI Model.....	137
<i>Table 9</i> Arrest: Estimated Effects of the Best RI Models.....	139
<i>Table 10</i> Arrest: Estimated Odds Ratios.....	139
<i>Table 11</i> Shelter Referral Sources over Time.....	141

<i>Table 12</i> Shelter Referral: Modeling Criminal Justice Referrals.....	150
<i>Table 13</i> Shelter Referral: Modeling DCFS Referrals.....	151

Section IX.

Factors and Processes Influencing Council Success.....	155
<i>Table 1</i> Institutionalized Change Regressed onto Council Factors	157
<i>Table 2</i> Social Capital Regressed onto Council Factors	158

Section X.

Survivors' Perspectives on the Community Response	181
<i>Table 1</i> Perceived Helpfulness.....	183
<i>Table 2</i> Perceived Helpfulness with Safety	183
<i>Table 3</i> Perceived Nature of Help.....	184
<i>Table 4</i> First Contact with Resource.....	184

TABLE OF FIGURES

Executive Summary.

<i>Figure 1</i> Judicial Circuits of Illinois.....	3
<i>Figure 2</i> Council Climate and Leadership.....	9
<i>Figure 3</i> Individual Member Empowerment and Community Support.....	10
<i>Figure 4</i> Circuit B: Exchange of Information Network.....	14
<i>Figure 5</i> Circuit A: Council Influence on Understanding	14
<i>Figure 6</i> Circuit A: Council Influence on Policy.....	15
<i>Figures 7-10</i> Patterns of Change over Time in Protective Orders.....	17
<i>Figure 11</i> Shelter Referral: Proportion in 1998 and 2008	18
<i>Figure 12</i> Factors Associated with Institutionalized Change	19
<i>Figure 13</i> Emergent Conceptual Model of IC Change Capacity.....	20

Section V.

Council Collaborative Capacity	75
<i>Figure 1</i> Council Climate and Leadership.....	76
<i>Figure 2</i> Individual Member Empowerment and Community Support.....	77

Section VI.

Perceived Proximal and Distal Outcomes.....	80
<i>Figure 1</i> Perceived Outcomes.....	82
<i>Figure 2</i> Intermediary Processes	84

Section VII.

Council and Interagency Networks.....	87
<i>Figure 1</i> Sample Matrix	88
<i>Figure 2</i> Sample Matrix with Assumed Missing Values.....	91
<i>Figure 3</i> Circuit B: Exchange of Information Network.....	95
<i>Figure 4</i> Circuit A: Council Influence on Understanding	97
<i>Figure 5</i> Circuit A: Council Influence on Policy.....	98
<i>Figure 6</i> Circuit C: Council Influence on Policy.....	99
<i>Figure 7</i> Circuit A: Response by Council Influence on Practice.....	100
<i>Figure 8</i> Circuit B: Response by Council Influence on Practice.....	101
<i>Figure 9</i> Circuit C: Response by Council Influence on Practice.....	102

Section VIII.

Council Impact on Distal Markers of Systems Change.....	104
<i>Figure 1</i> OP: P/E Ratio Change over Time	108
<i>Figure 2</i> OP: P/E Ratio per Circuit by Year	109
<i>Figure 3</i> Circuit 5 OP: P/E Ratio.....	112
<i>Figure 4</i> Circuit 10 OP: P/E Ratio.....	113
<i>Figure 5</i> Circuit 5 OP: P/E Ratio.....	113
<i>Figure 6</i> Circuit 4 OP: P/E Ratio.....	114
<i>Figure 7</i> Circuit 20 OP: P/E Ratio.....	114

<i>Figure 8</i> OP: P/E Ratio without Councils.....	115
<i>Figure 9</i> OP: P/E Ratio without Councils per Circuit	116
<i>Figure 10</i> OP: P/E Ratio with Councils.....	119
<i>Figure 11</i> OP: P/E Ratio with Councils per Circuit	120
<i>Figure 12</i> Arrest: Overall Number of Incidents by Year.....	126
<i>Figure 13</i> Arrest: Overall Number of Arrests by Year.....	127
<i>Figure 14</i> Arrest: Proportion by Year.....	127
<i>Figure 15</i> Arrest: Number of incidents by year and per Circuit.....	128
<i>Figure 16</i> Arrest: Number of arrests by year and per Circuit.....	129
<i>Figure 17</i> Arrest: Proportion per Circuit	131
<i>Figure 18</i> Arrest: Number of Incidents by Age since Formation.....	132
<i>Figure 19</i> Arrest: Number of Arrests by Age since Formation.....	133
<i>Figure 20</i> Arrest: Proportion of Arrests by Age of Council	133
<i>Figure 21</i> Shelter Referral: Proportion in 1998.....	143
<i>Figure 22</i> Shelter Referral: Proportion in 2003.....	143
<i>Figure 23</i> Shelter Referral: Proportion in 2008.....	144
<i>Figure 24</i> Shelter Referral: Criminal Justice per Year	145
<i>Figure 25</i> Shelter Referral: Criminal Justice per Year per Circuit.....	145
<i>Figure 26</i> Shelter Referral: Criminal Justice per Circuit Over Time	146
<i>Figure 27</i> Shelter Referral: DCFS Ratio per Year.....	148
<i>Figure 28</i> Shelter Referral: DCFS Ratio per Year per Circuit	148
<i>Figure 29</i> Shelter Referral: DCFS per Circuit Over Time	149
<i>Figure 30</i> Arrest: Single County Variability	154

Section IX.

Factors and Processes Influencing Council Success.....	155
<i>Figure 1</i> Factors Related to Institutionalized Change (IC).....	159
<i>Figure 2</i> Emergent Conceptual Model of IC Change Capacity.....	162

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

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., Visser, Harrell, 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.

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

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.

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

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

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.

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.

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

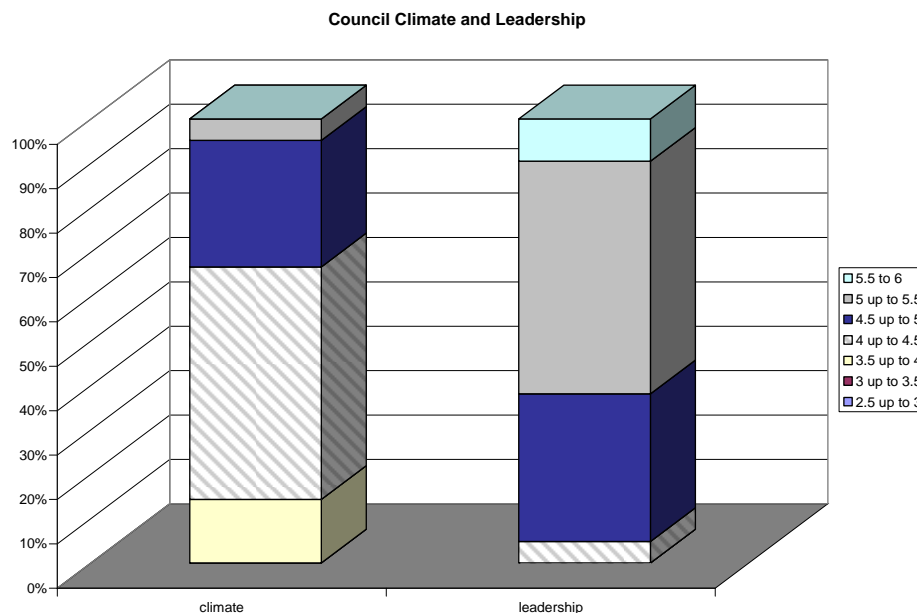
observed changes of policy and practice. These included, for example, reformed procedures for orders of protection (e.g., service, reporting, accessing); implementation of new protocols for elder abuse, social services, and health care response; development of new programs, including for example, a child 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 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.

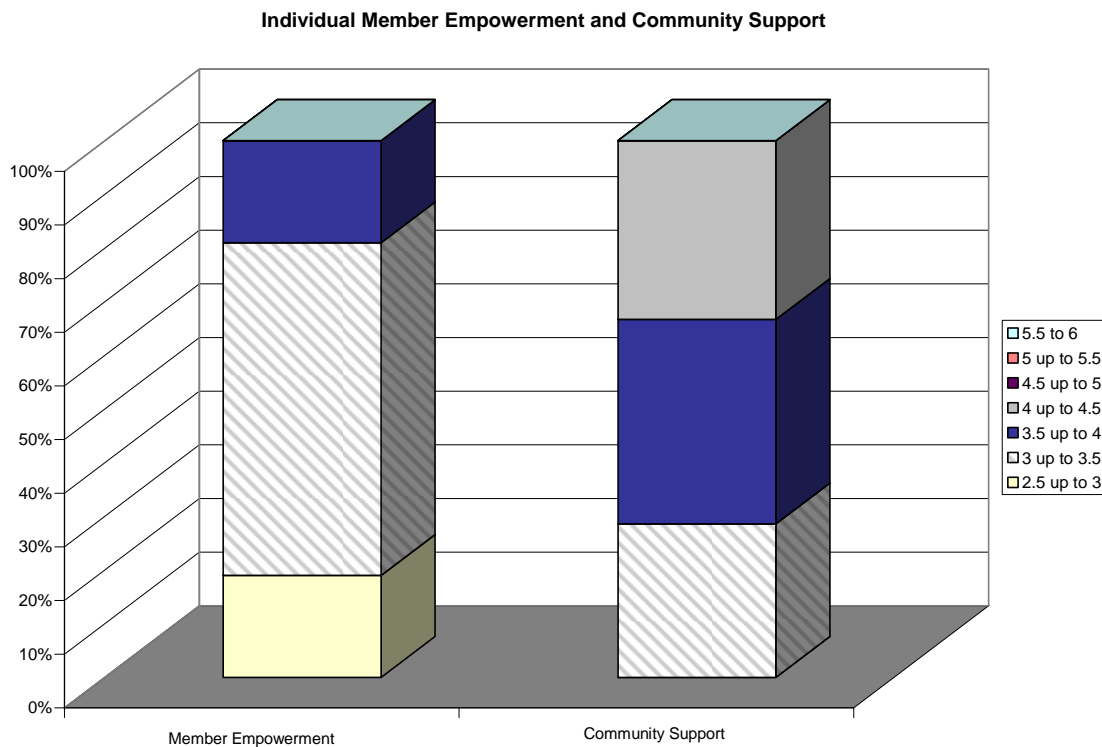
Individual Member Empowerment

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 significantly 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

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.

(.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).

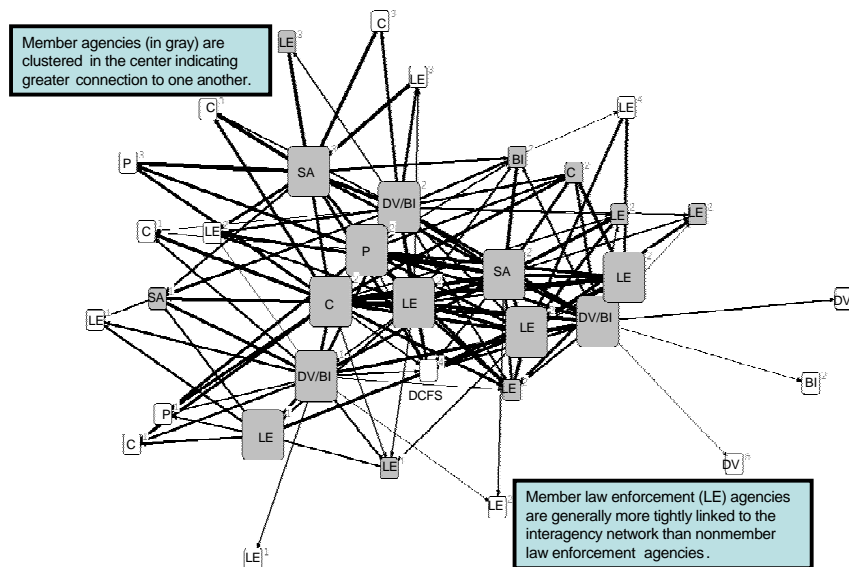
⁷ Trends are considered given the small sample size ($n = 21$).

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

Variable		Mean	Standard deviation	<i>T</i>	<i>df</i>	<i>p</i>
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			

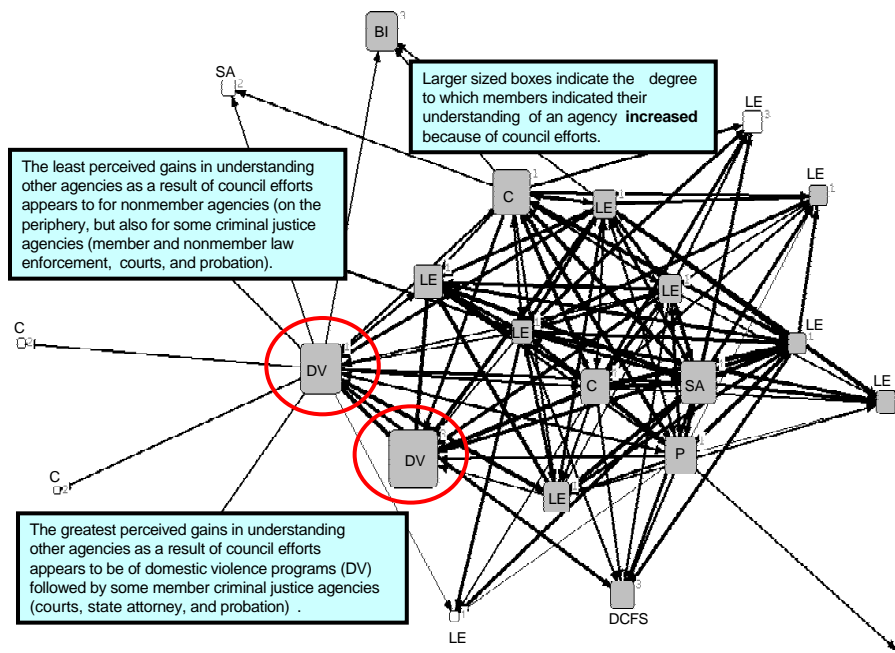
* $p < .006$, Bonferroni corrected p -value; Mean on a scale of 1 to 6.

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



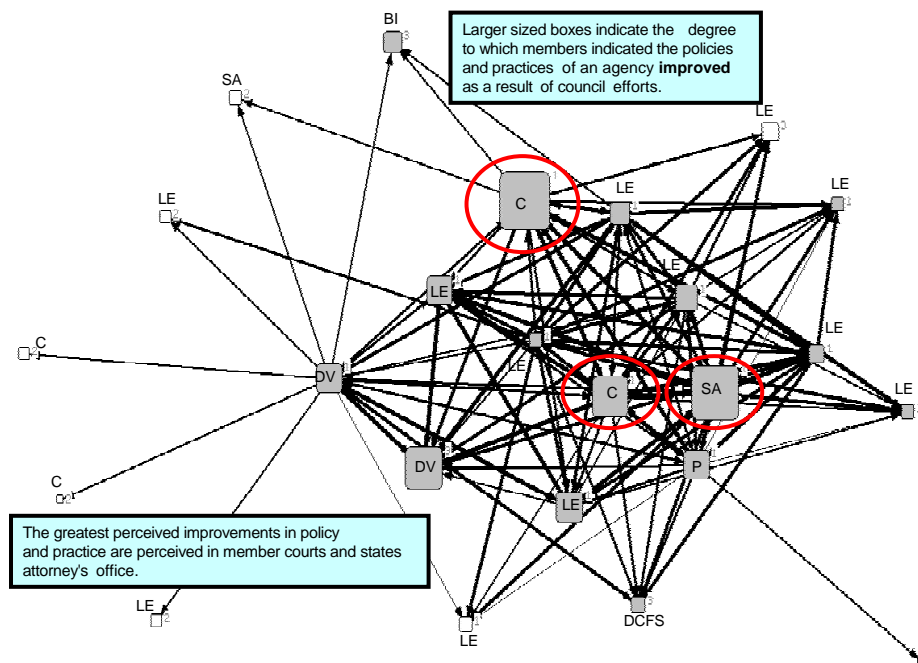
Note: Larger Rounded Squares = Respondents; Smaller Squares = Non-Respondents; Gray = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

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.

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 assess 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-

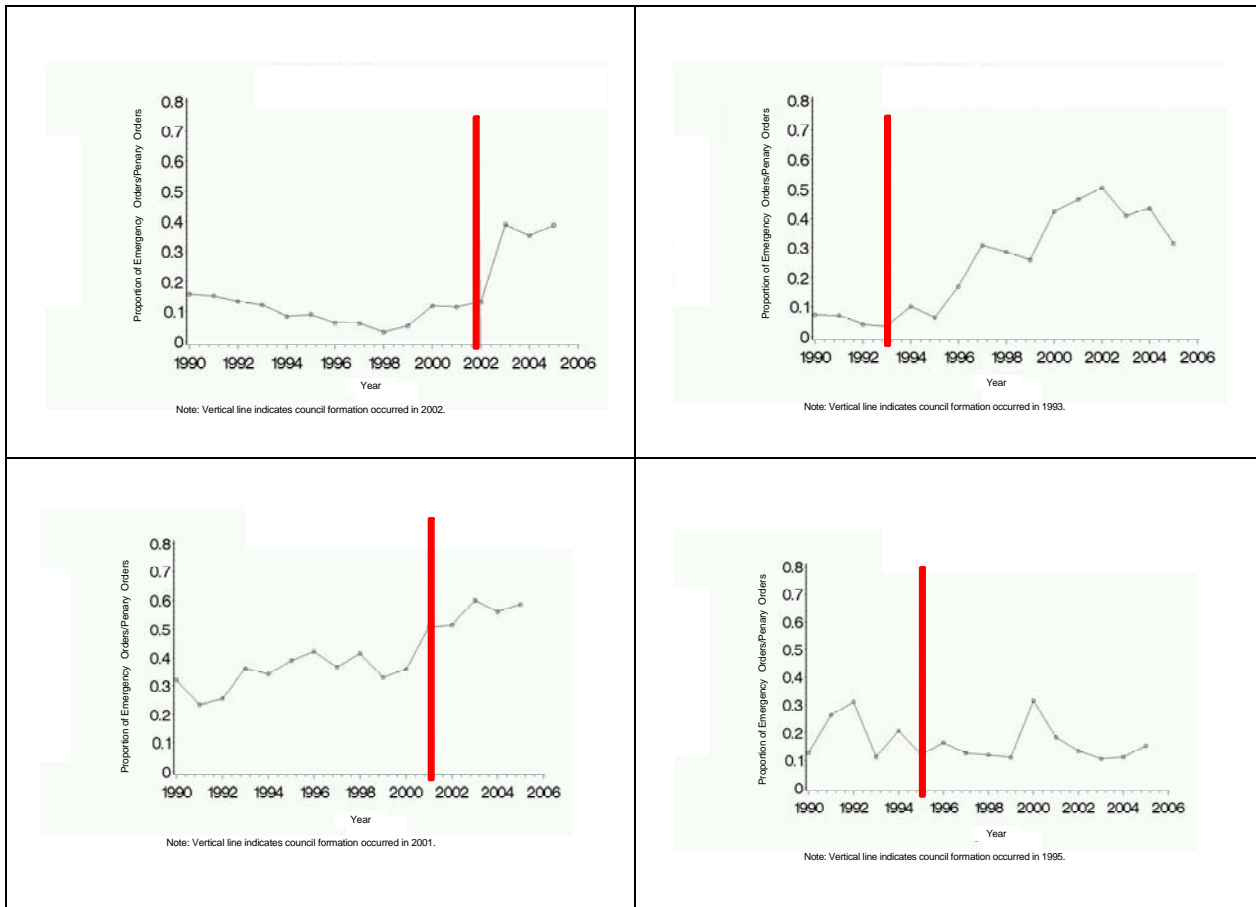
experimental design as the information provided included data points prior to council formation (“pre” formation data points for the majority of councils) and following council formation (“post” formation data points). For all analysis hierarchical nonlinear modeling was employed in a fashion that considered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

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

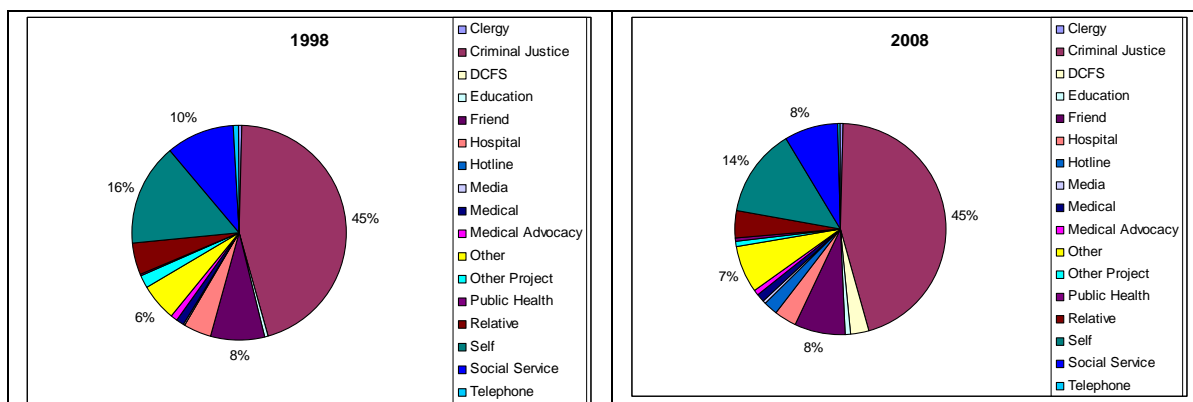
While our analysis established a significant negative trend in arrest rates (proportion of arrests/incidents) and wide variability across jurisdictions with a single circuit, council formation and development was not related to this trend (see Section VIII in the full report for a detailed analysis). 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 contrast to the Judicial Circuit structure to which all courts within a circuit are linked)

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

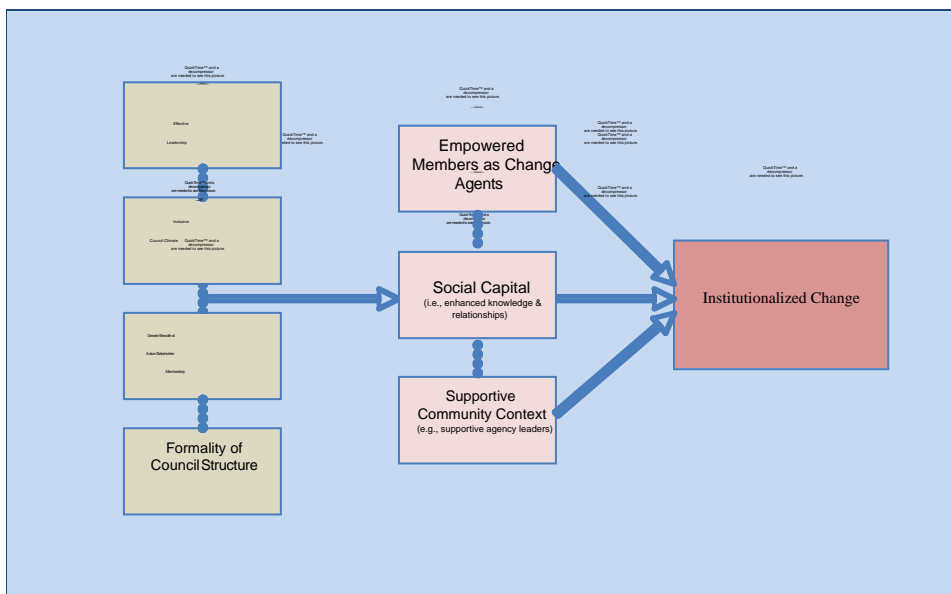
Current study findings suggest that councils may indeed foster systems, or institutionalized change, or changes in the text of organizational policies and standard practices. Yet, members’ reports of councils’ institutionalized change capacity, analysis of FVCC archives (regarding reported activity and 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

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



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

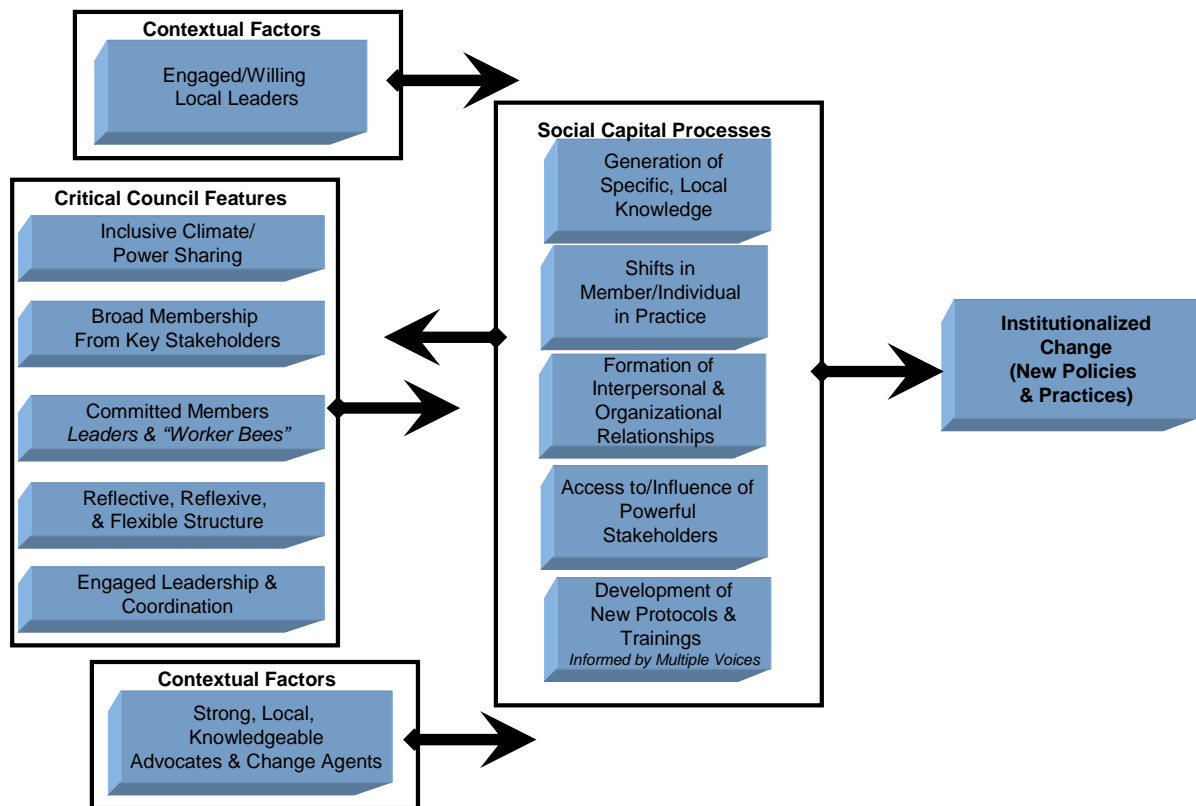


Table 3 Summary of Support for Social Capital Processes Related to How Councils May Facilitate Institutionalized Change

PROCESSES	DESCRIPTION	ILLUSTRATIVE VERBATIM
Social Capital Processes		
Generation of Specific, Local Knowledge	<p>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.</p> <p>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.</p>	<p><i>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.</i></p> <p><i>[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.</i></p>
Shifts in Member/Individual Practice	<p>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.</p>	<p><i>...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...</i></p>
Formation of Interpersonal and Organizational Relationships	<p>Interpersonal ties formed in the council translate into more effective networking in response to individual cases of intimate partner violence.</p>	<p><i>... 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.</i></p>

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.	<i>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.</i>
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.	<i>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> <i>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.</i>
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 <i>outside</i> the system of interest (e.g., criminal justice).	<i>[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.</i>

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),

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 consistency 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.

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).

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

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

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

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.

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 stakeholders¹ 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.

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 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.

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 & Efken, 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.”

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

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

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.

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).

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),

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.

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 methods 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

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 to 12, 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 6⁵ 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.

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

⁶ Other is most frequently denoted as “coordinator”.

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 interviewed 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

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.

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 =

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

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

“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 policies 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.

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

“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.”

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

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

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.

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 22¹ 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).

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.

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

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 statutes. 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

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

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

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

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

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

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.

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

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.

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.

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

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.

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)

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

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.

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.4.1 – 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.4.1.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>)

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.4.1.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

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.4.1.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

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.

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.

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)

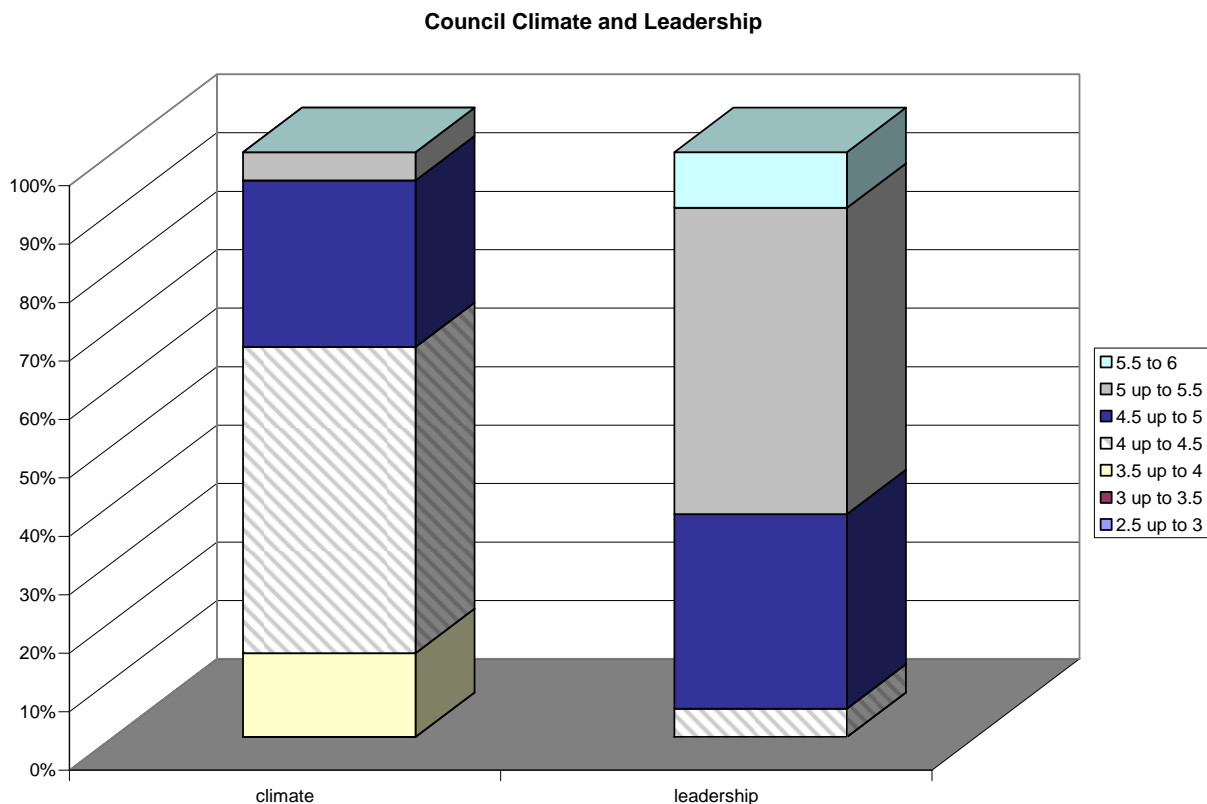
Interestingly, there was little variability across councils with regard to perceived climate. No councils were rated as very low or very high on this dimension of council functioning. This suggests general satisfaction with council climate, but perhaps also room for growth in maximizing shared decision-making (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.

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

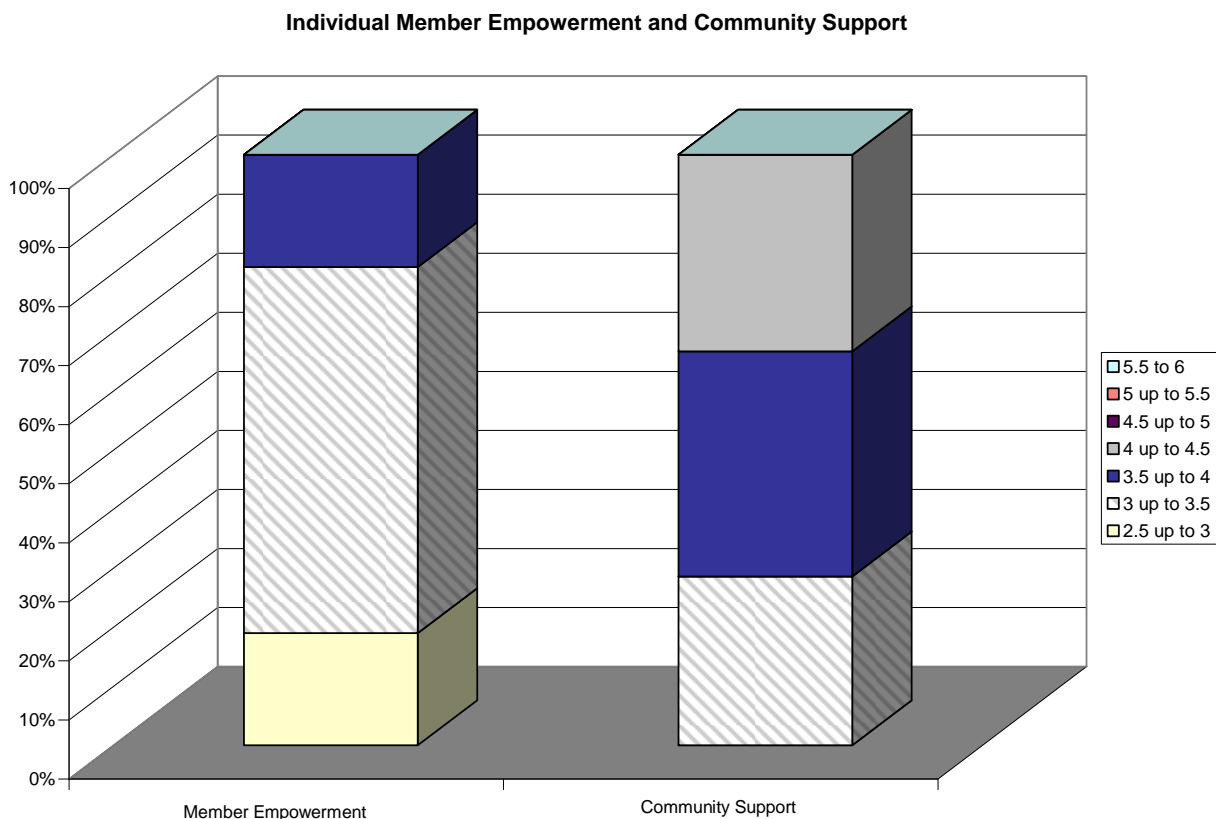
Some collaboration researchers have theorized that councils can play an important role in empowering their members to affect change (e.g., Lasker & Weiss, 2003). Interestingly, individual council members did not rate themselves as particularly influential in fostering changes in the response to family 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

“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,

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

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).

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).

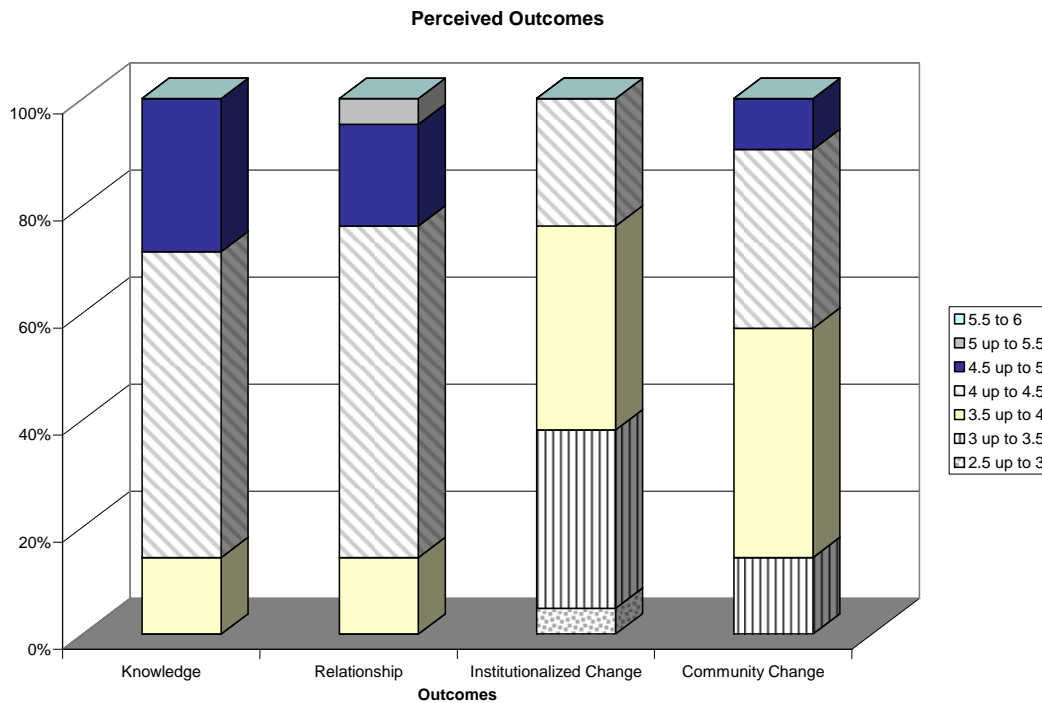
Table 1 Mean Ratings of Perceived Outcomes

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.

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

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.

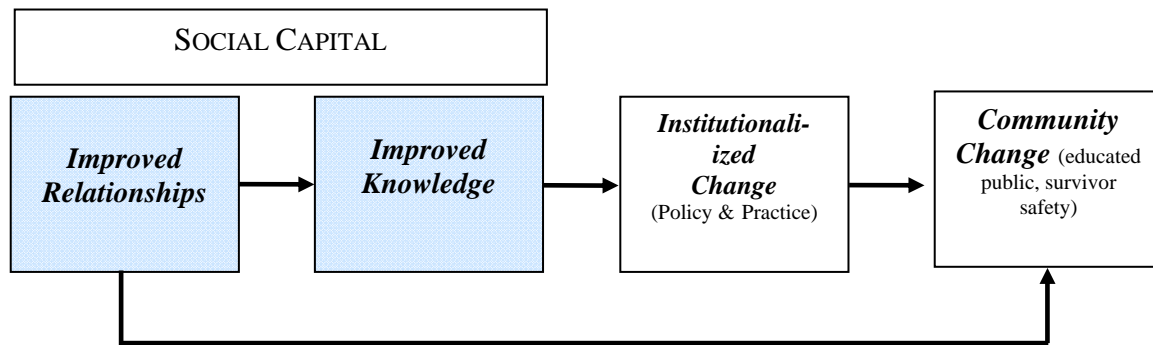
Table 3 Level I and Level II Correlations among Council Outcomes

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).

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 policies 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 bringing 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 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

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.

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).

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...			B. To what degree has membership in the Council ...				C. Overall, what is your perception of this organization?	
		1 = <i>Never</i> 2 = <i>Once/year</i> 3 = <i>Twice/year</i> 4 = <i>Monthly</i> 5 = <i>Weekly</i> 6 = <i>Almost Daily</i>	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
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										

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

¹For 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.

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.

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					Members NonMembers
-	1	0	1	1	1	0	0	1	1	
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	
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

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.

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

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 ($r = .37$, $p = .05$, 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 ($r = .35$, $p < .10$, 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.

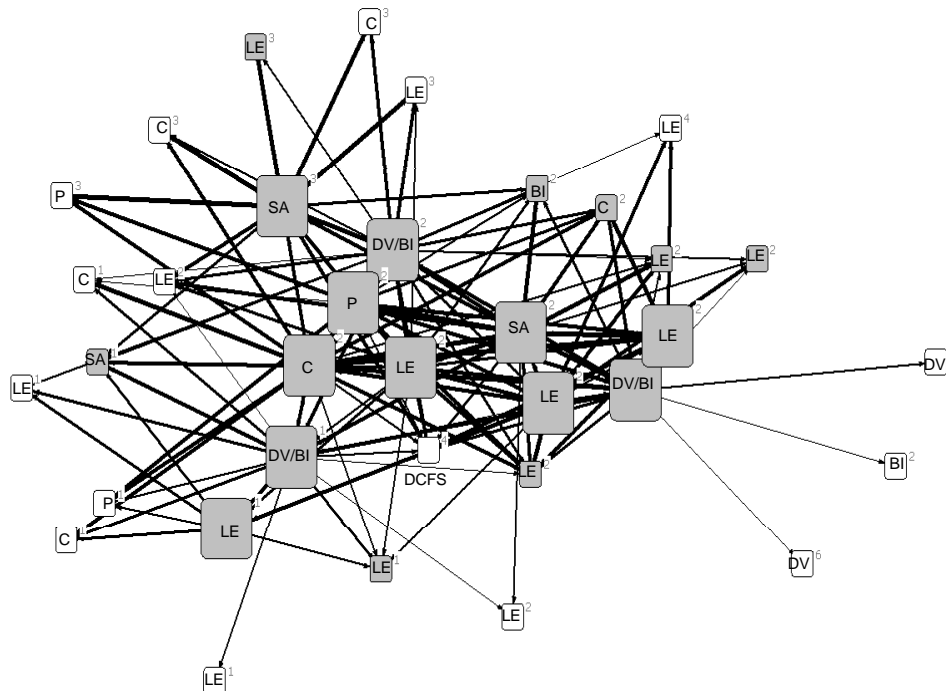
VII.4b – Network Pictures and Case Study Comparisons

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

<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).

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

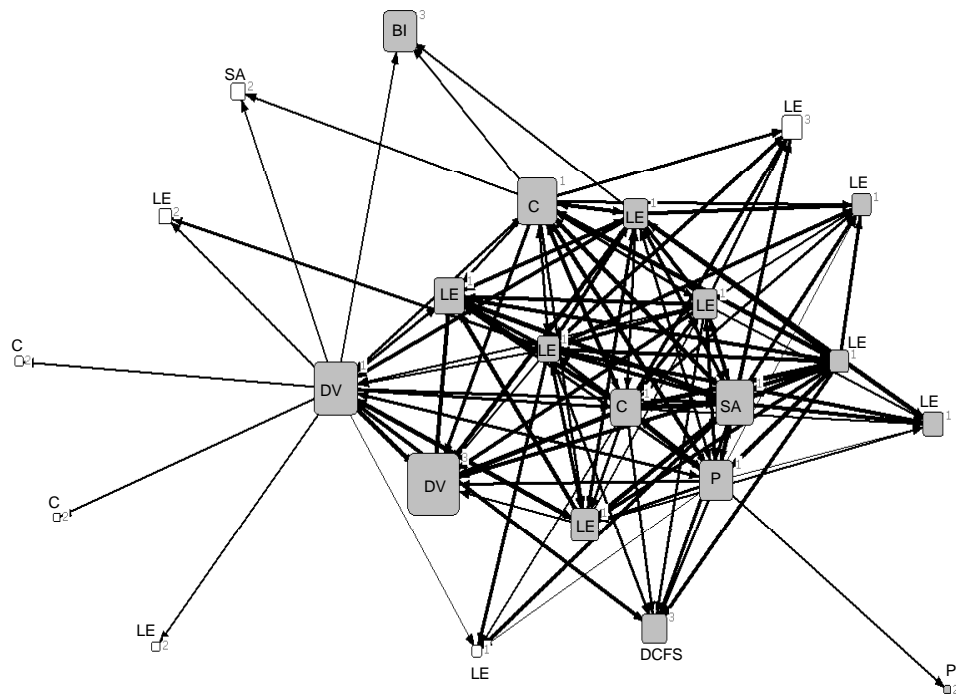
Variable		Mean	Standard deviation	T	df	p
Exchanged information with (1 to 6)	Member	2.0254	0.81072	18.758	623	0.000*
	Non-member	1.5513	0.69755			
Gave referral to (1 to 6)	Member	1.6923	0.71510	14.880	619	0.000*
	Non-member	1.3929	0.61779			
Received referral from (1 to 6)	Member	1.5877	0.72355	12.875	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

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

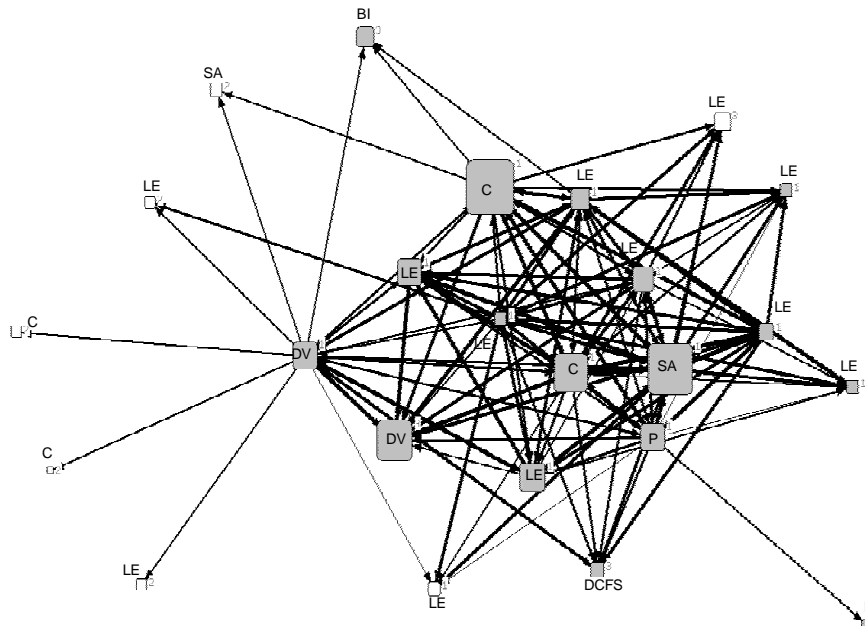
Figure 4 Circuit A: Council Influence on Understanding of Agencies



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.

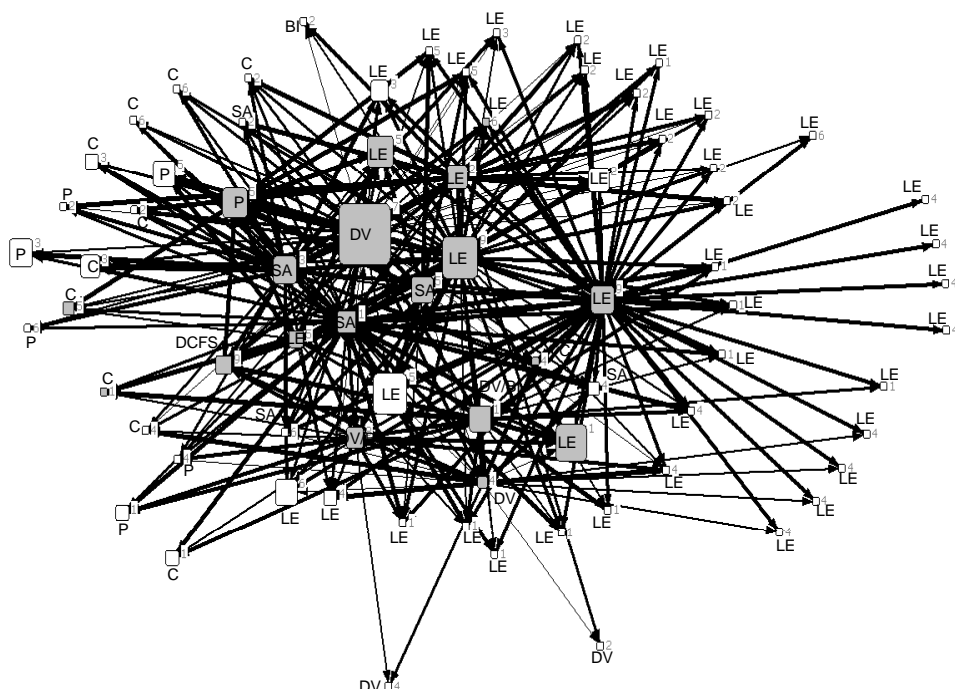
Figure 5: Circuit A: Council Influence on Policy within Agencies



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 policies 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.

Figure 6 Circuit C: Council Influence on Policy within Agencies

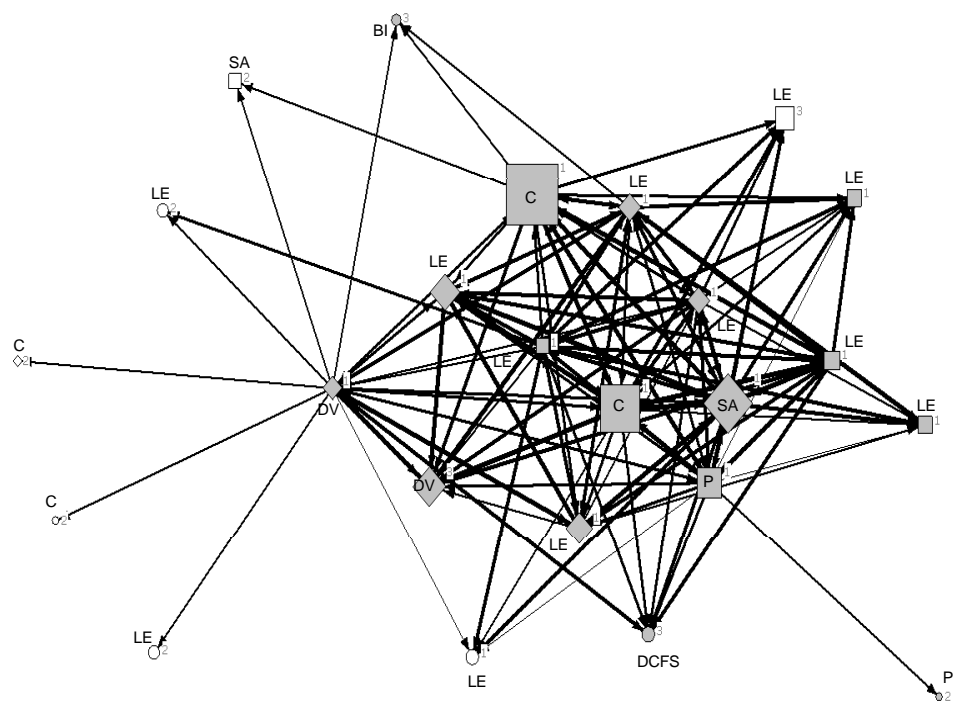


Note: Larger Sized Rounded Squares = greater perceived council influence on policy; Grey = Members; White = Non-Members. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention; C = Courts; DCFS = Department of Children and Family Services.

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.

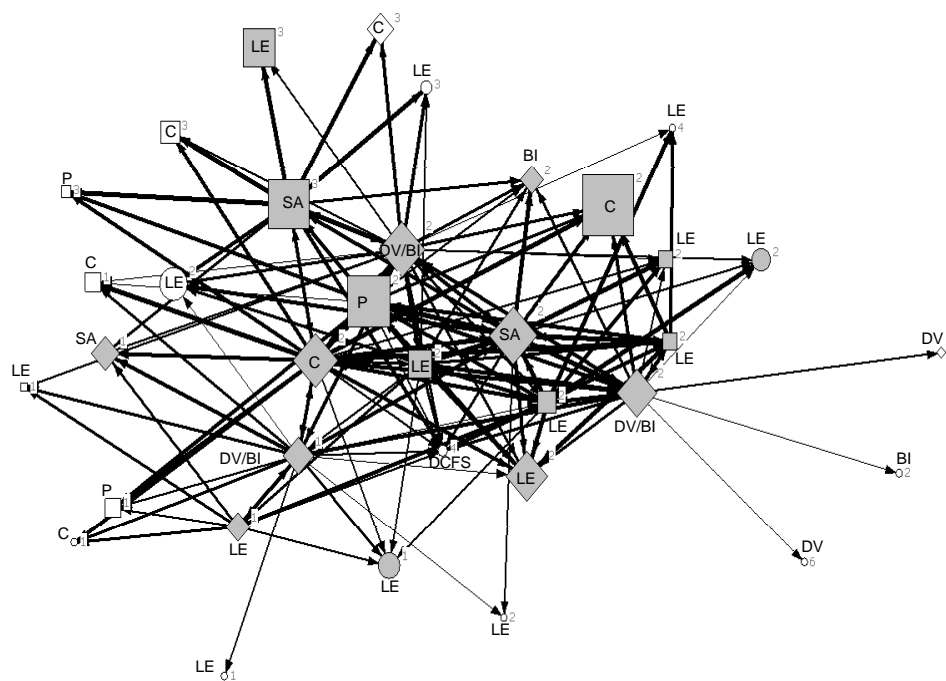
Notably, consistent with perceived shifts in policy, organizations with the greatest shifts in practice as a result of council activities (diamonds and squares) were central in the network. Similar to earlier observations regarding shifts in practice, many of the most appreciable perceived shifts were 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

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.

Figure 8 Circuit B: Response by Council Influence on Practice

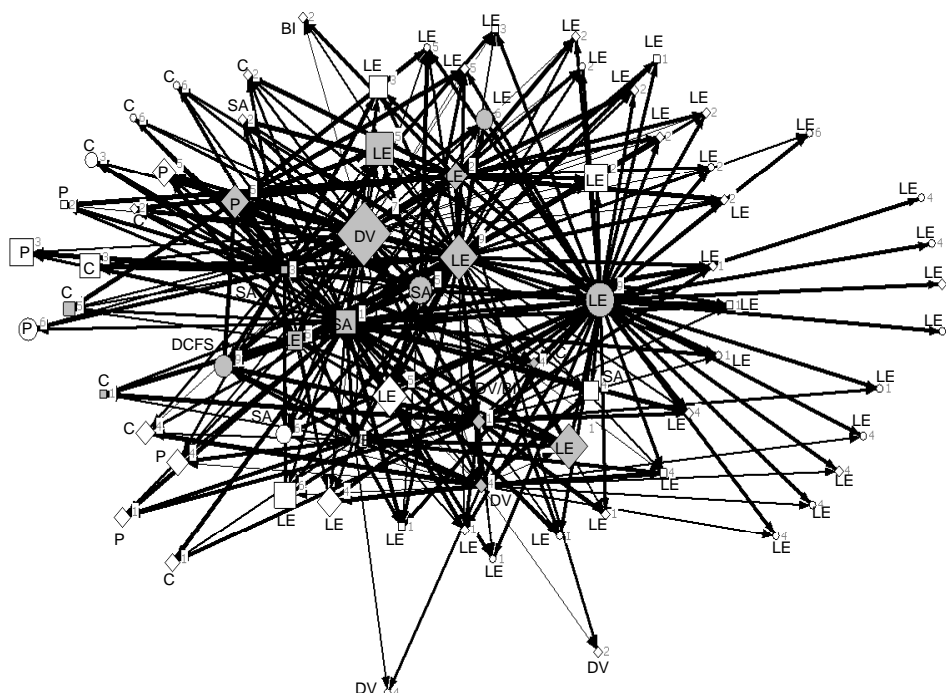


Note: Gray = Member; White = Non-member; Size = Degree of council influence on practice; Shapes: Circle = Lowest Perceived Response; Square = Medium Perceived Response Quality; Diamond = Highest Perceived Response Quality. LE = Law Enforcement; P = Probation; SA = State's Attorney; BI = Batterer's Intervention;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

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.

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.

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

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.

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 hierarchical (multilevel) 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.

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/dvinfoenet_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, 2007³; 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.

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

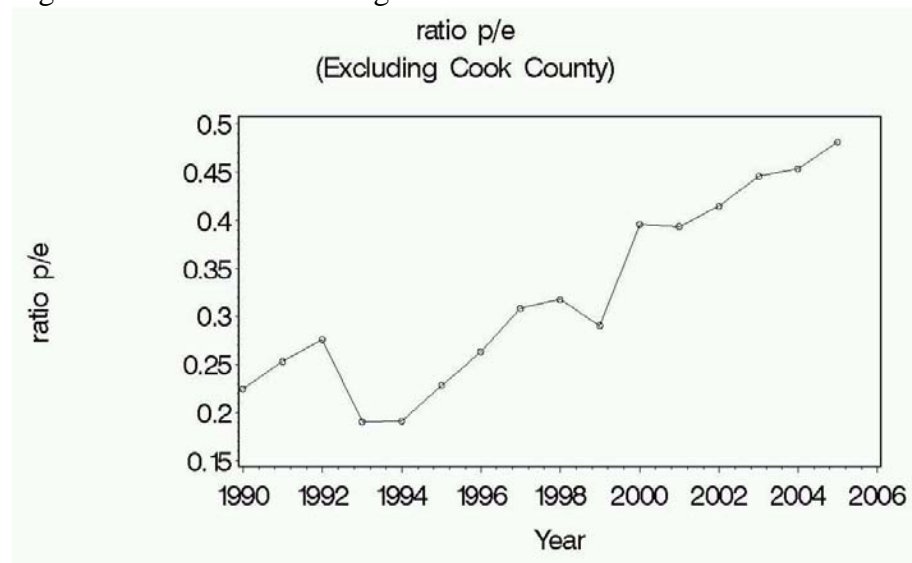
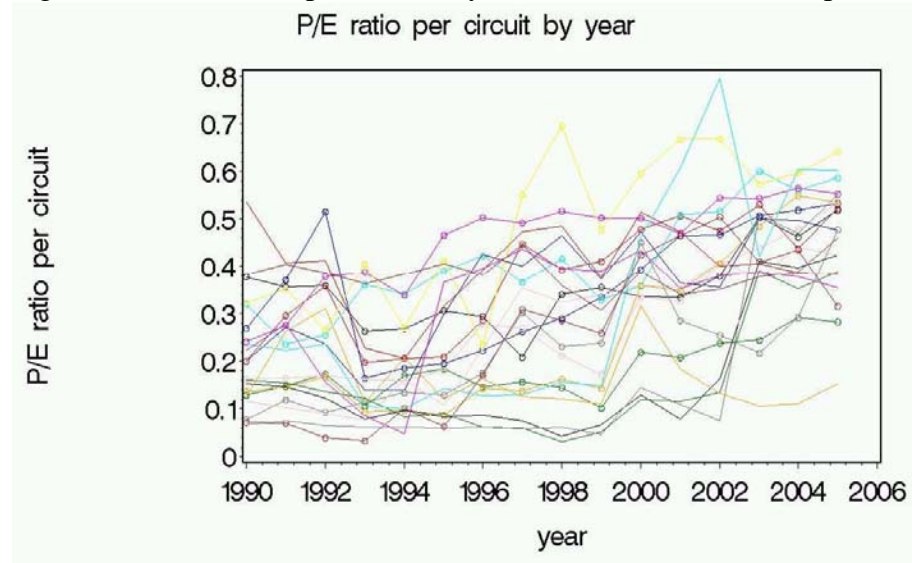


Figure 2 OP: P/E ratio per Circuit by Year (each colored line represents a different circuit)



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

Table 2 OP: Modeling Historic Time

Model	FIXED EFFECTS		RANDOM EFFECTS COVARIANCE PARAMETERS		FIT STATISTICS								
	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											

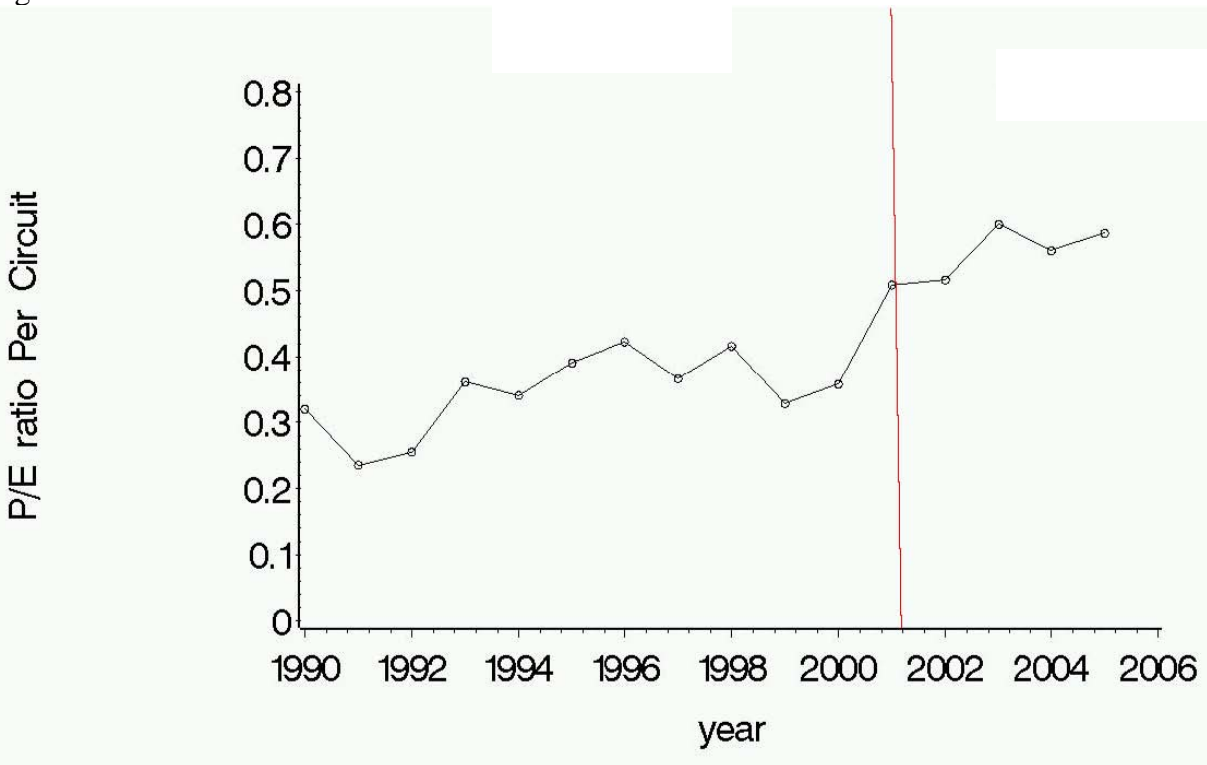
	FIXED EFFECTS		RANDOM EFFECTS		FIT STATISTICS								
* $p \leq .05$			COVARIANCE										
Model	γ 's	SE	Parameter	SE	2 Res PLoglike	P-AIC	P- AICC	P-BIC	P- CAIC	P- HQIC	Gen. Chi2	DF	Chi/DF
6) RI, Time as linear, random slope for linear					10417	10425	10425	10440	10444	10431	11188	334	33.5
*Intercept	-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													

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.

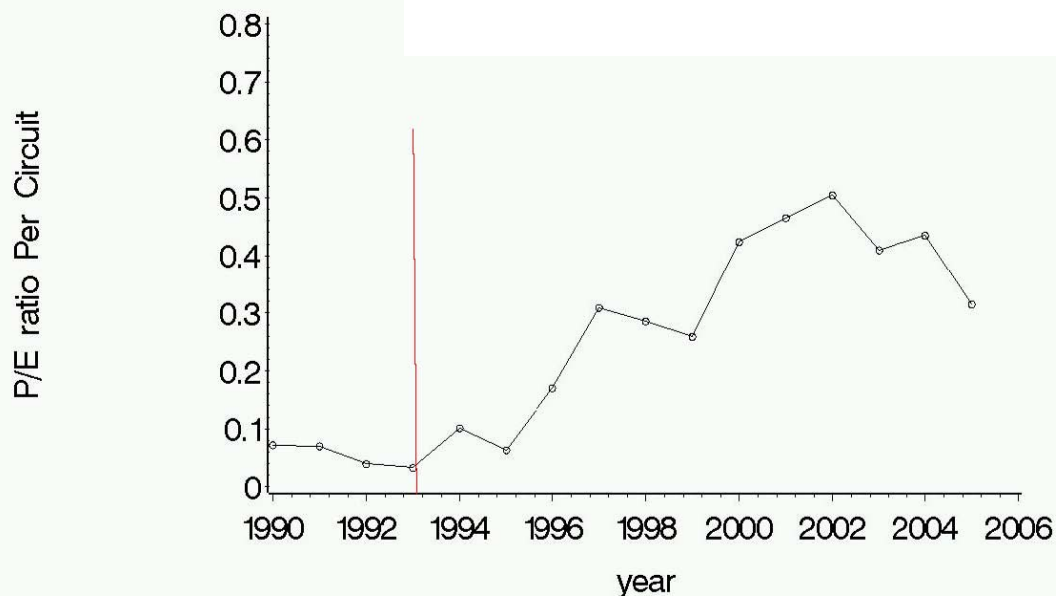
Overall, the visual inspection of circuits it appeared that for at least some an increase in the p/e rate began for many circuits around the time of council formation; given that preparatory work occurred prior to the official “kick-off” event for councils and that cooperative efforts would begin in 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



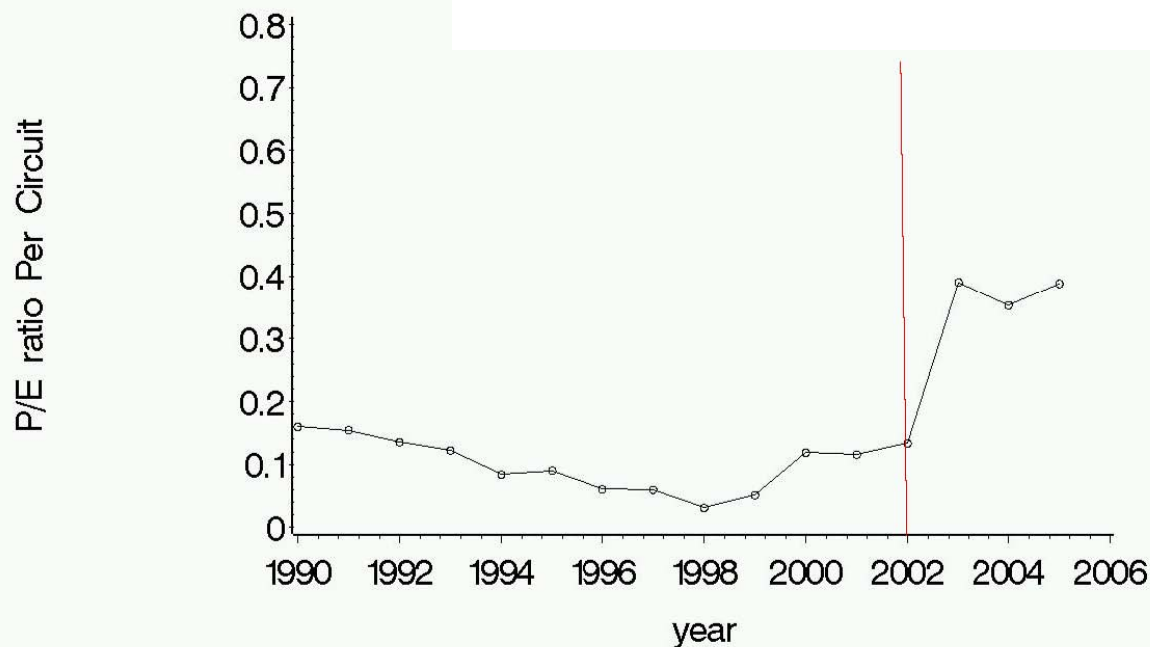
Note: The vertical line represents council formation in 2001.

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



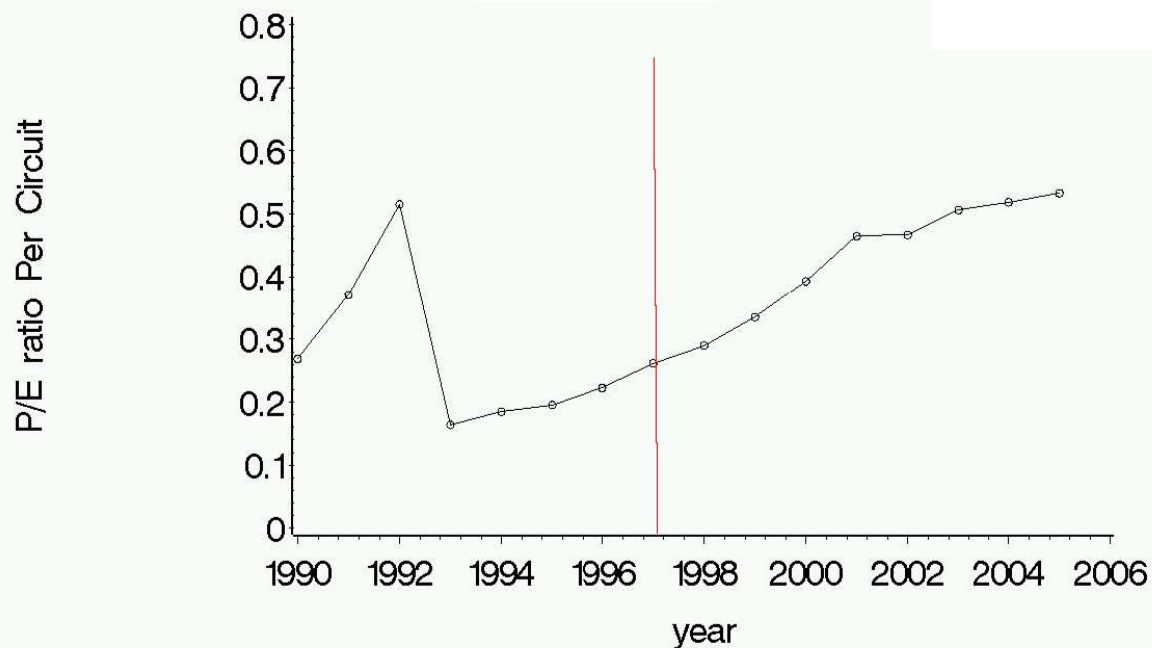
Note: The vertical line represents council formation in 1993.

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



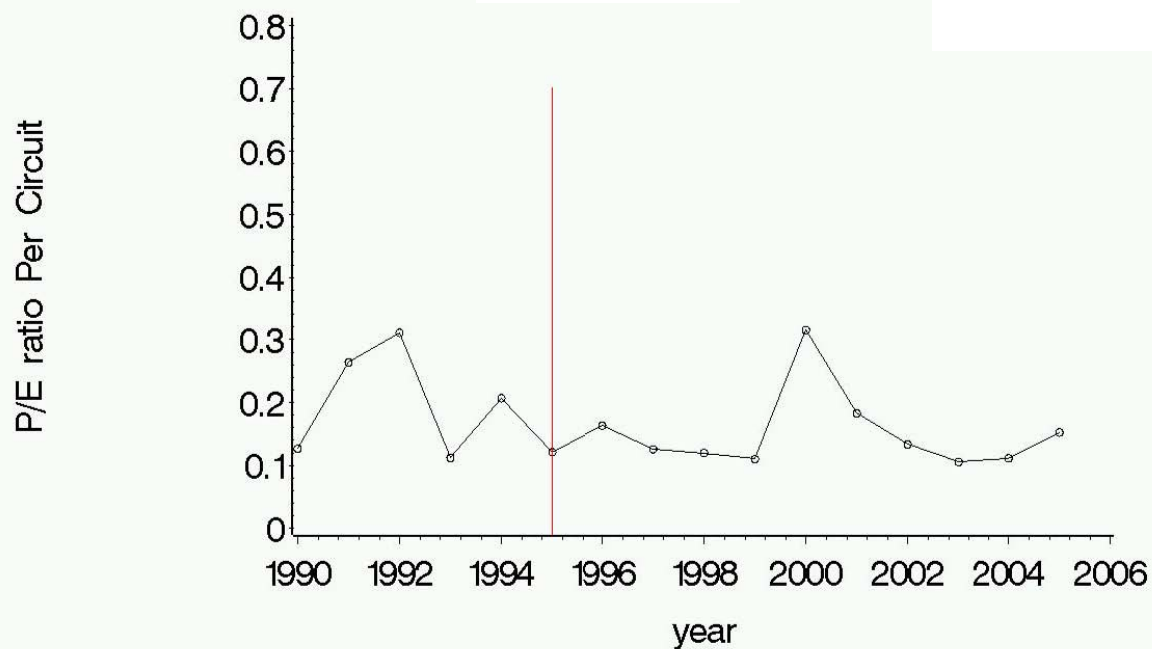
Note: The vertical line represents council formation in 2002.

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.

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 appear 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

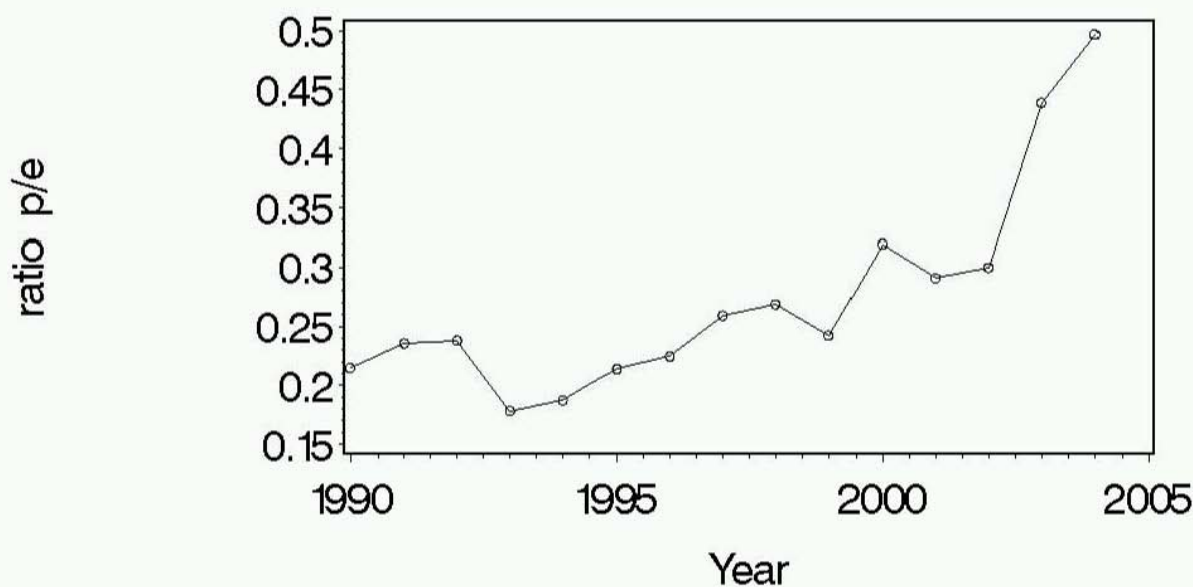


Figure 9 OP: P/E Ratio Including only Pre-Council Formation Rates Over Time by Circuit

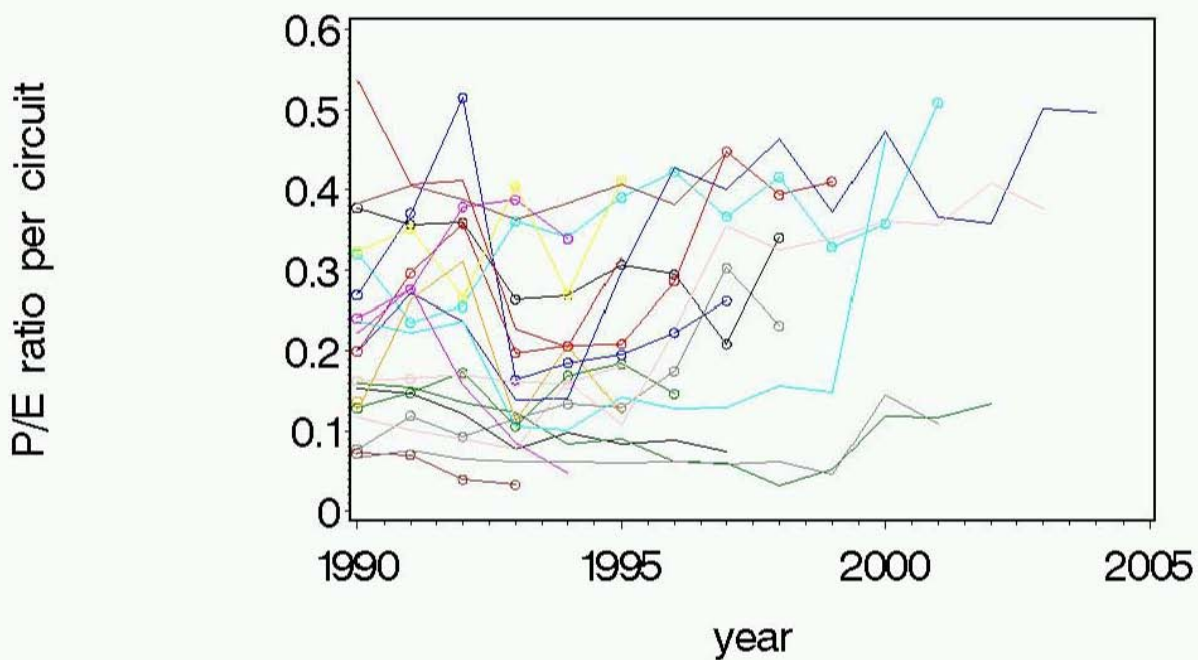


Table 3 OP: Modeling Historic Time with NO Councils Present

* $p \leq .05$	FIXED EFFECTS		RANDOM EFFECTS COVARIANCE PARAMETERS		FIT STATISTICS								
	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											

* $p \leq .05$	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													

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)

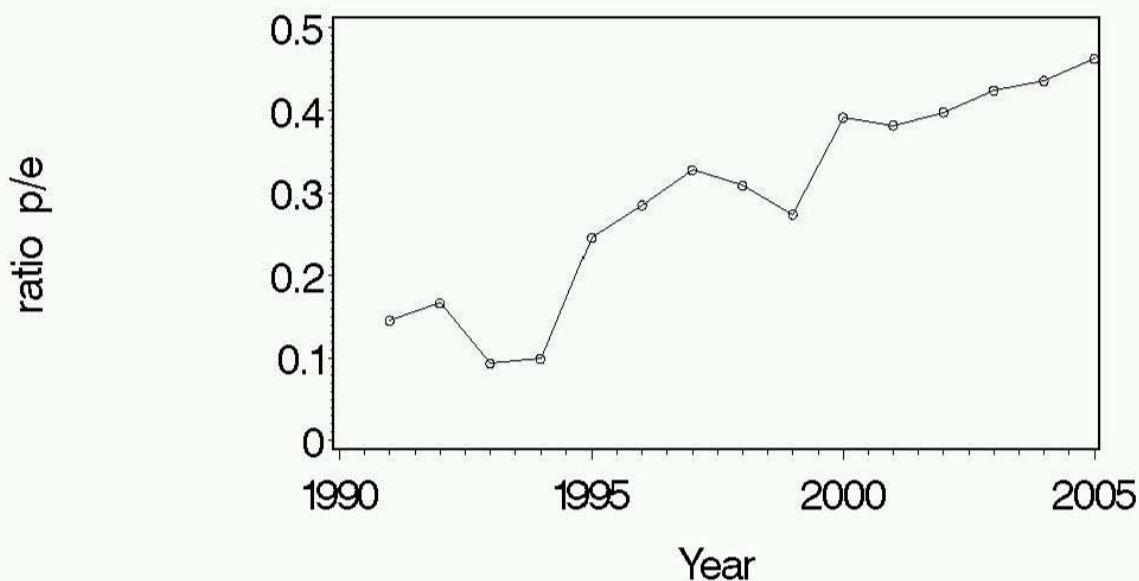


Figure 11 OP: P/E Ratio only Post Formation Rates (i.e., rates after Councils) by Circuit

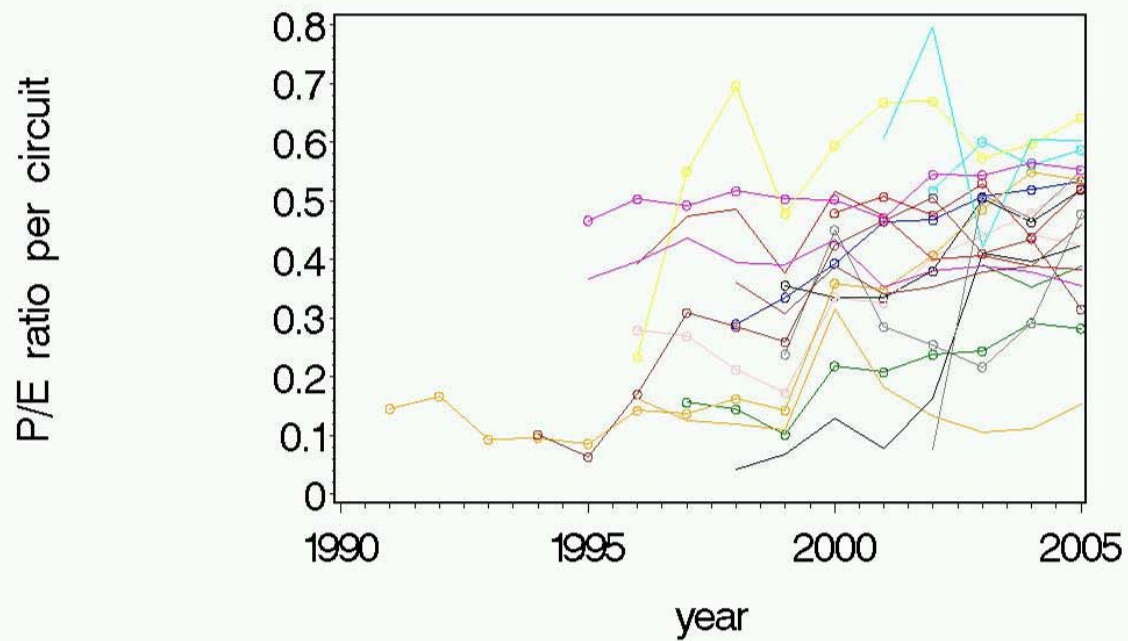


Table 4 OP: Modeling Historic Time WITH Councils Present

Model	FIXED EFFECTS		RANDOM EFFECTS		FIT STATISTICS								
	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											

	FIXED EFFECTS		RANDOM EFFECTS COVARIANCE PARAMETERS		FIT STATISTICS								
* $p \leq .05$													
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												

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.

Table 5 OP: Modeling Council Age, Integrated Model

Model	FIXED EFFECTS		RANDOM EFFECTS		FIT STATISTICS								
	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											

	FIXED EFFECTS		RANDOM EFFECTS COVARIANCE PARAMETERS		FIT STATISTICS								
* $p \leq .05$													
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											

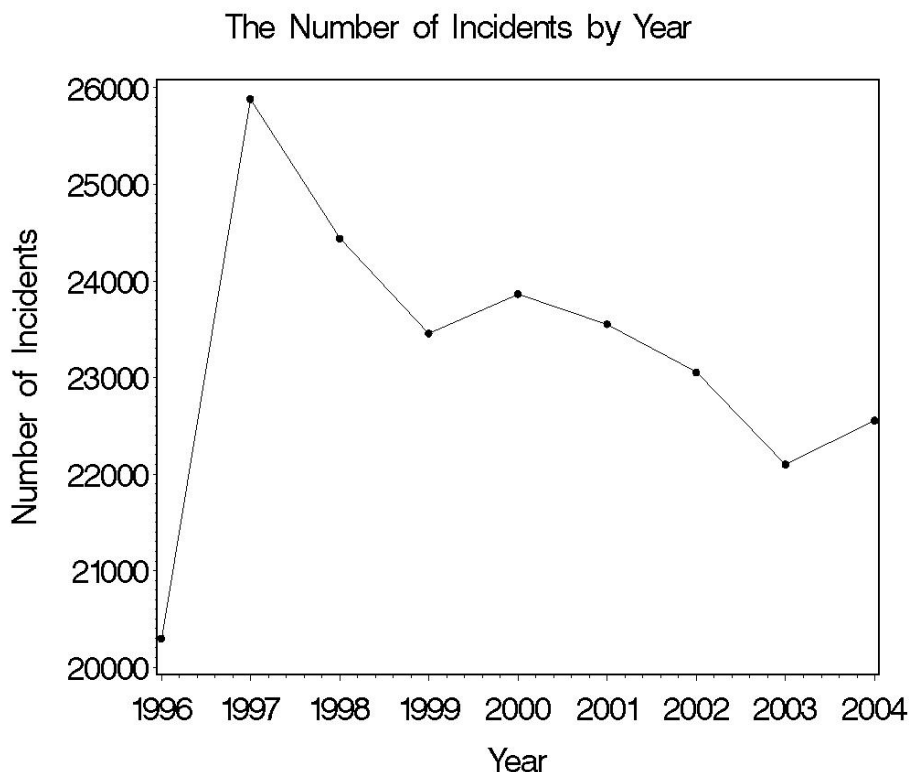
Note: For Model 7 including: RI, Council Age linear, NoCoun, Random Slope NoCoun, Random slope and Council Age the model did not converge.

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 23,866), 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.

Figure 13 Arrest: Overall Number of Arrests by Year

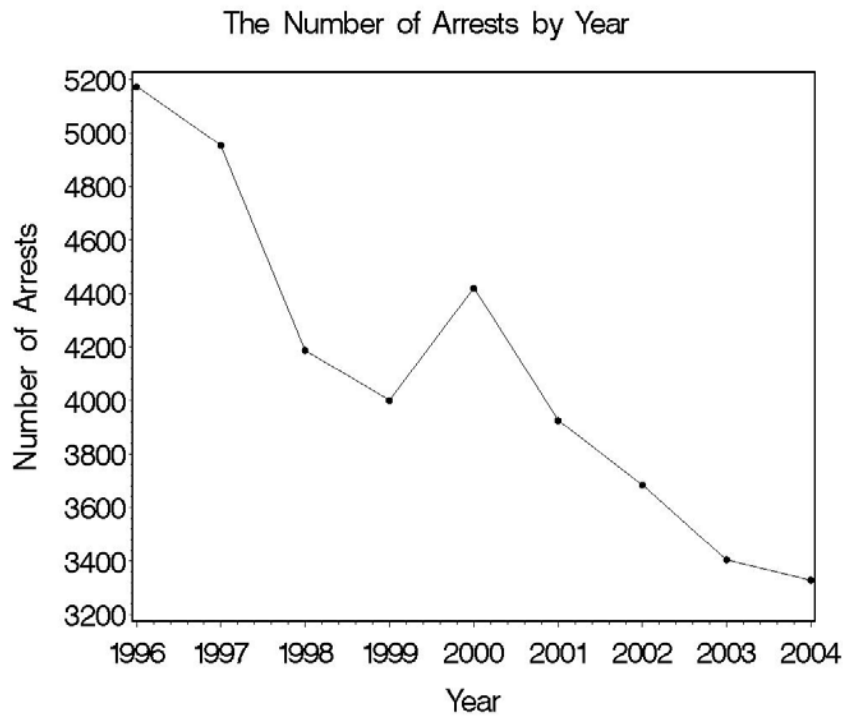


Figure 14 Arrest: Proportion by Year

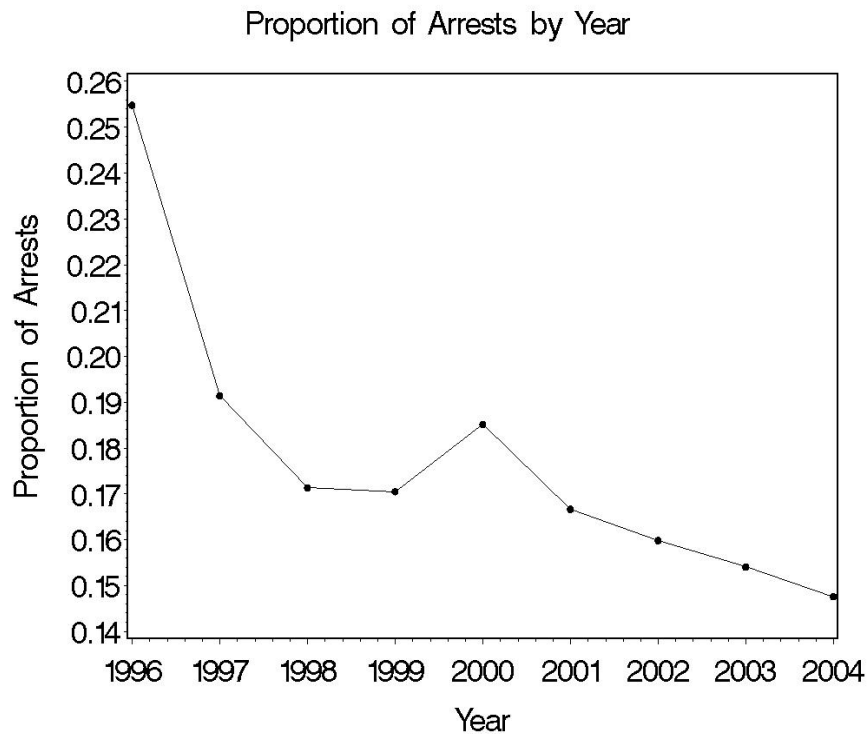


Figure 14 illustrates the relationship between proportion of arrest and year. With the exception of 2000, there is a steady decline in the percent of arrests from approximately 25.5% in 1996 to 15.0% in 2004. From Figures 12 and 13, we see increases in the number of incidents and arrests in 2000, and 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

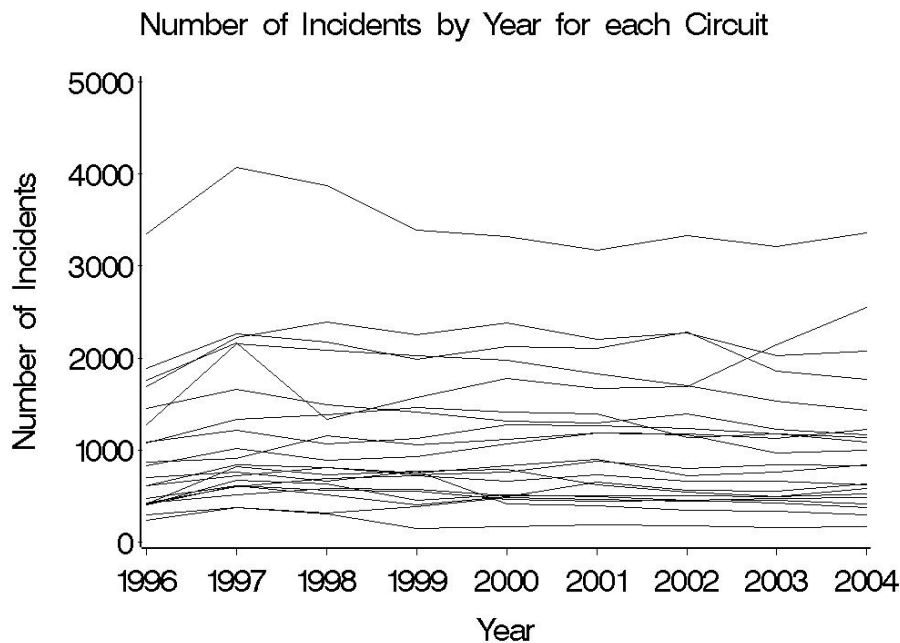
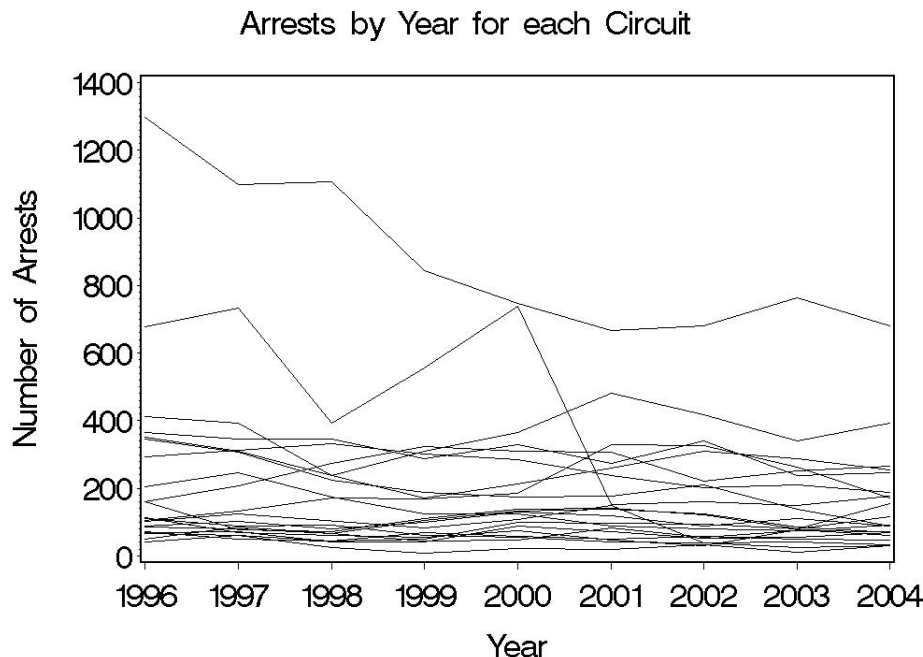


Figure 16 Arrest: Number of Arrests by Year and per Circuit



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.

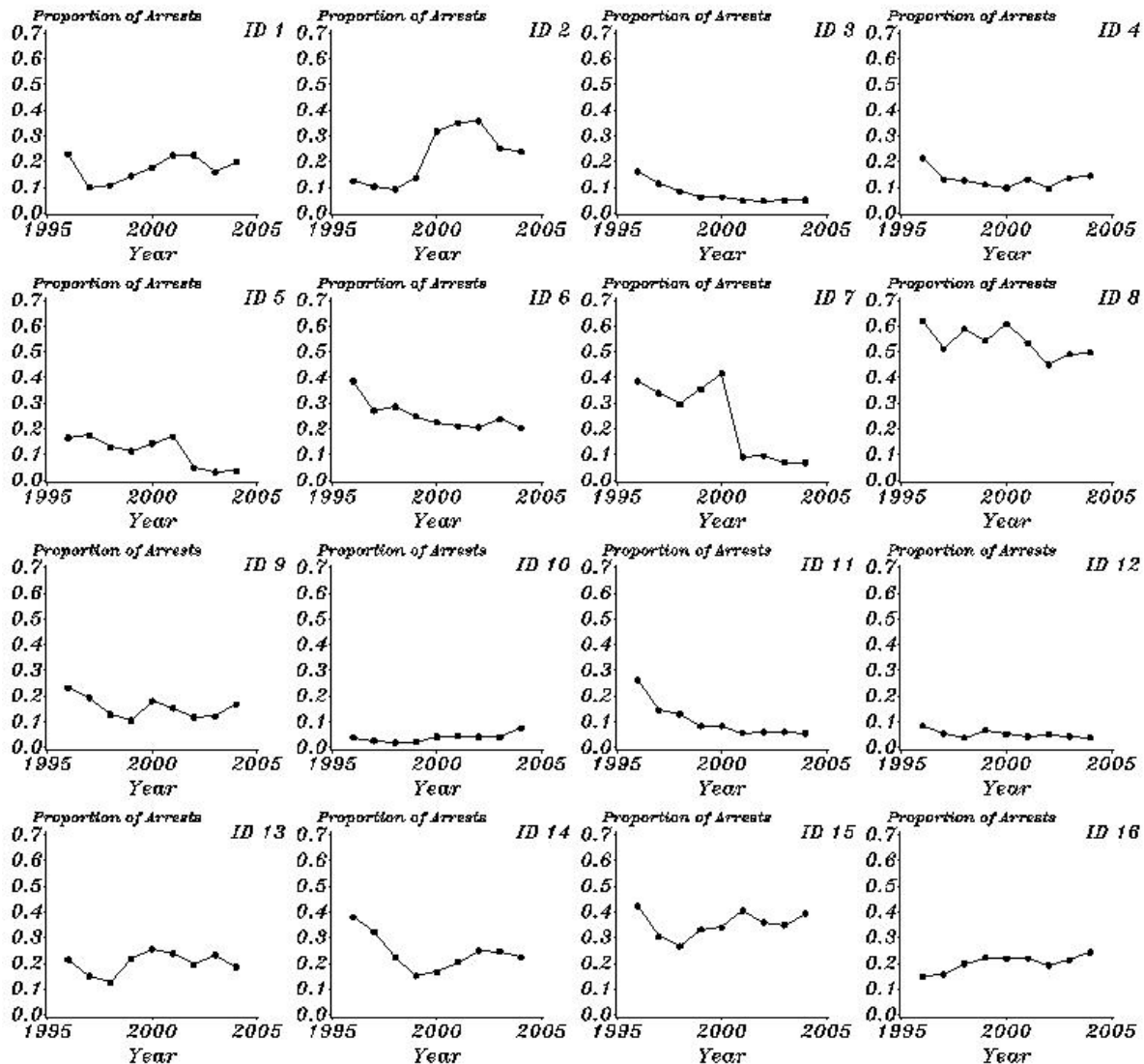
Although not presented here, we also found considerable heterogeneity between counties within circuits in terms of the number of incidents, number of arrests and arrest rates (county data is presented with the results of modeling of the data). Given the heterogeneities between circuits and between counties, 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.,

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.

Figure 17 Arrest: Proportion per Circuit



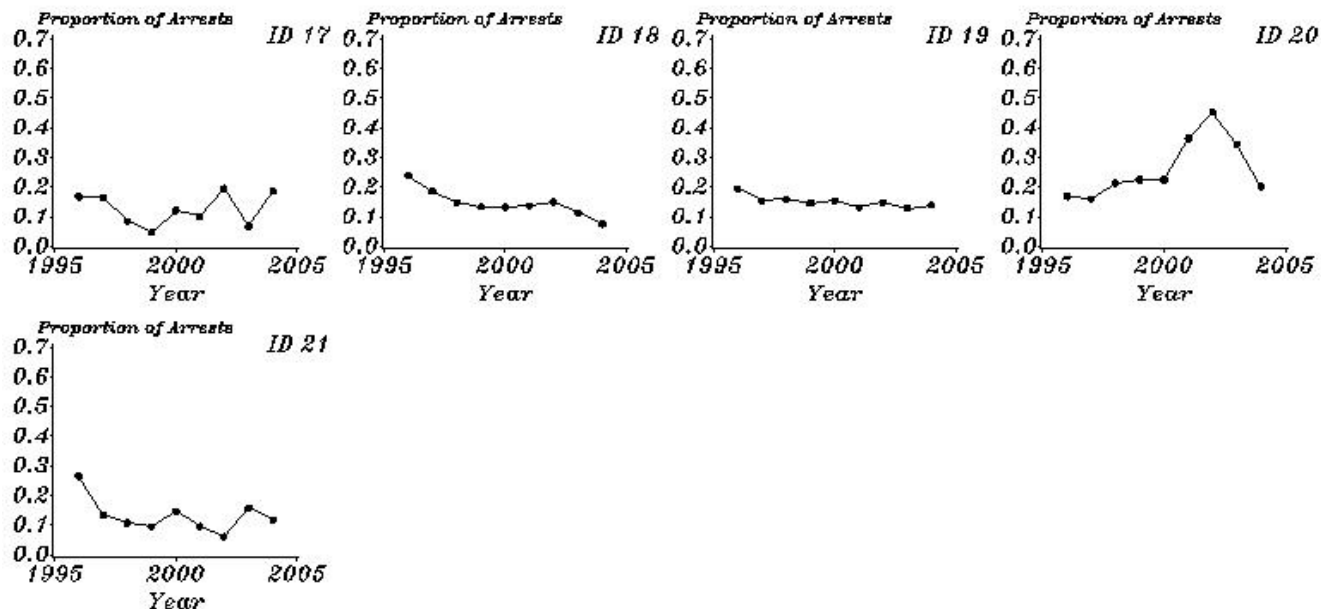


Figure 18 Arrest: Number of Incidents by Age of Council since Council Formation (measured in year)

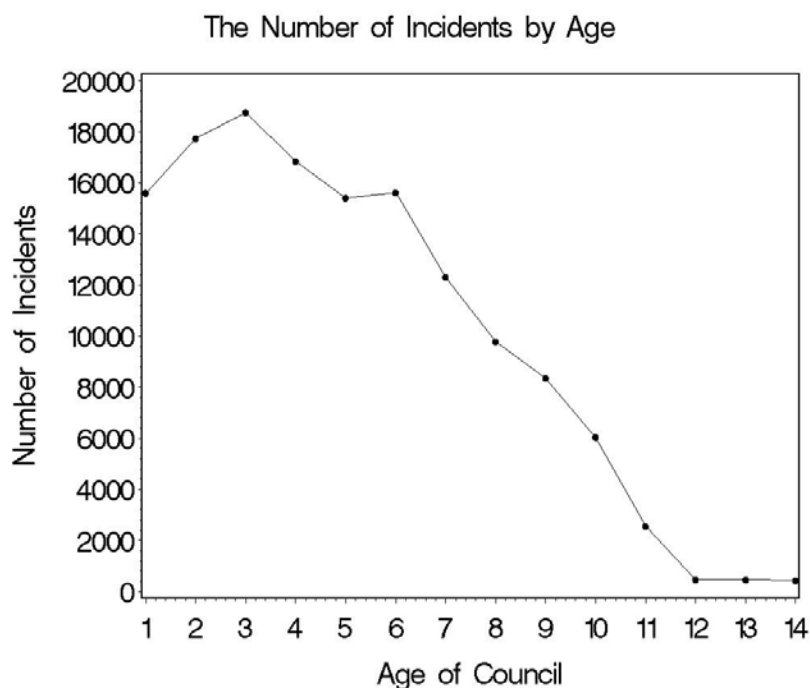


Figure 19 Arrest: Number of Arrests by Council Age since Council Formation (measured in years)

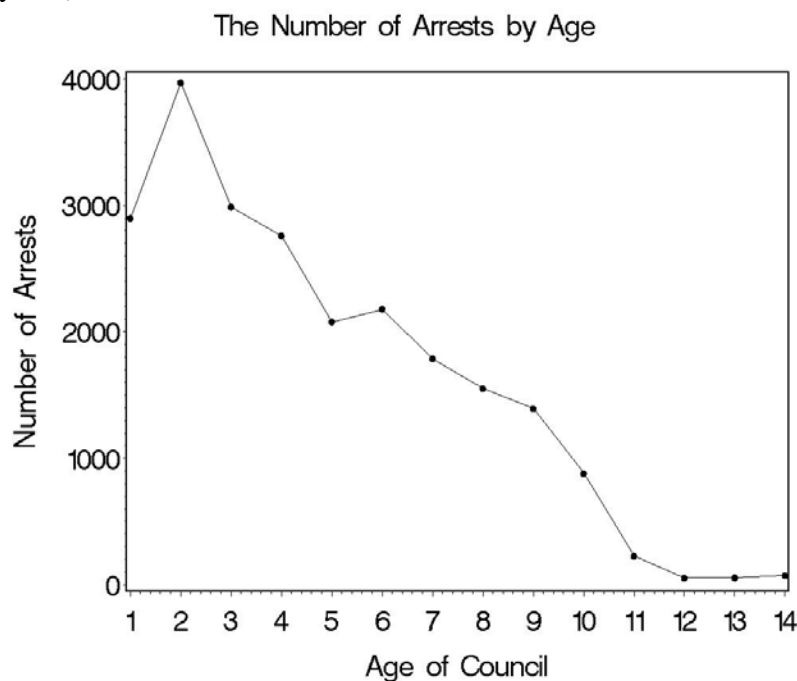


Figure 20 Arrest: Proportion of Arrests by Age of the Councils where Age is (measured in terms of years that a council has been in existence)



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.

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 NL MIXED. Table 8 summarizes the two-level random intercept models that were successfully fit to data using maximum likelihood estimation (PROC NL MIXED). Minus twice the log-likelihood, AIC, and BIC are given for each model and whether particular effects are not

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.

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.

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.

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.

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.

