



MULTISITE EVALUATION OF THE MULTIDISCIPLINARY TEAM (MDT) APPROACH TO VIOLENCE AGAINST WOMEN IN ILLINOIS

FINAL REPORT

MULTISITE EVALUATION OF THE
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TO VIOLENCE AGAINST WOMEN
IN ILLINOIS

Prepared for the Illinois Criminal Justice Information Authority

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Chart of Acronyms

The following acronyms are used throughout the Final Report and appendices:

ASA	Assistant state's attorney
CAC:	Children's Advocacy Center
CCR:	Coordinated community response
CDV:	Countering Domestic Violence (part of Mid-Central Community Action in McLean County)
CHRI:	Criminal History Record Information
DV:	Domestic violence
FJC:	Family Justice Center (Peoria only)
FVIP:	Family Violence Intervention Project liaison (Peoria only)
IDVA:	Illinois Domestic Violence Act
ODARA:	Ontario Domestic Assault Risk Assessment
OP:	Order of protection
PAIP	Partner Abuse Intervention Program
PD:	Police department
SA:	Sexual assault
SAO:	State's Attorney's Office
SC:	Steering Committee
STOP:	STOP (Services, Training, Officers, and Prosecutors) Violence Against Women Formula Grants to States
VOP:	Violation of order of protection
VPC:	Violence Prevention Center (St. Clair County)



EXECUTIVE SUMMARY

Introduction

Domestic violence and sexual assault are serious problems in Illinois. While many such offenses are reported yearly, localities often lack resources needed to make arrests, to prosecute effectively, to convict, and to provide needed victim services. The federal Violence Against Women Act (VAWA) provides financial assistance to states for developing and strengthening law enforcement, prosecution, and victim services in cases involving violent crimes against women. As the state agency charged with administering the Services, Training, Officers, Prosecutors (STOP) VAWA award in Illinois, nearly \$5 million in FFY10 from the U.S. Department of Justice, the Illinois Criminal Justice Information Authority (ICJIA) is responsible for developing a plan to distribute these funds. ICJIA has used this funding stream since 2004, in part, to fund four Illinois counties – McLean, Peoria, St. Clair and Kankakee – to operate multidisciplinary teams (MDTs) that are designed to better coordinate local services. McLean, Peoria and St. Clair counties address domestic violence (DV), and Kankakee County addresses the problem of sexual assault (SA). The purpose of this study is to describe and assess these four MDTs.

Study Methodology

The study had a descriptive component and an impact component. The **descriptive** component included use of data from a large variety of sources and provides information on how the MDTs operated. Data were drawn from in-person interviews, focus groups, direct observation, and reports provided by the sites and ICJIA. A total of 47 interviews were conducted in the four counties with MDT staff to ask about project activities and their impressions about successes and weaknesses. In each county researchers attended and observed one or two regular MDT meetings and a separate focus group was also conducted consisting of MDT participants who did not receive STOP funding. A focus group was also conducted of the four project coordinators at a central location. Document reviews included examination of grant applications from sites to ICJIA; grant budgets from ICJIA and/or the sites; model protocol documents; site protocols; and the federal annual progress reports.

To organize this array of qualitative data, researchers created and used logic models as conceptual organizing devices, one for each county. The logic models included four major categories: inputs, activities, mid-term outcomes, and long term impacts. Of those four categories, most of the qualitative analysis in this report focuses exclusively on “activities” and “mid-term outcomes”. Midway during the study, researchers presented the preliminary logic models to the full MDT teams at each of four sites, and then incorporated their feedback, and revised the models. The question for researchers then became: were the mid-term outcomes which were identified in the logic models in fact achieved? Based on what we learned from interviews and other sources, seven more detailed activity and outcome sub-categories emerged: interagency collaboration, law enforcement, victim advocacy, prosecution, offender accountability, training and community outreach. It was our finding that these categories broadly represented the substance of what MDTs do on a daily basis and much of the data presentation in this report is organized around these six categories. The categories correspond roughly with the statutory purpose areas of STOP funding that sites specified in their annual reports to ICJIA.

The qualitative methodology may also be thought of as four case studies, one in each county, each of which thoroughly described local MDT activities. A strength of the case study approach is the immersion in the local context and when successes or failures are evident, researchers can identify reasons contributing to those successes or failures. We used the data noted above to draw tentative conclusions about outcome achievement and in some instances, reasons for success or failure. While those conclusions were drawn in these case studies, it is important to remember that the case study approach as a research method is simply too weak to be able to say with confidence that an MDT (or certain MDT features) “caused” a particular outcome. Nor can you say that if you replicated an MDT model in another jurisdiction, the same outcomes would result.

To draw conclusions about outcome achievement, we often relied on over-time measures from standard reports for the years 2006 to 2010. Those reports, often referred to as “federal annual progress reports” in this report, contained data inconsistencies and reporting errors that appeared to make this a flawed data source. However, they were a rich and comprehensive information source regarding program operations and were sometimes the only available data to determine whether an outcome was “achieved”. The reports are required by the federal Office for Violence Against Women and follow a uniform national reporting format. The raw data for the reports are initially prepared and submitted by the four sites to ICJIA, and are then forwarded by ICJIA to DOJ. Data included in these reports reflect activities of STOP funded staff and match funded staff. Generally, the approach used by researchers in examining data trends from 2006 to 2010 in these reports was to assess whether desired outcomes were more likely to occur in later years than earlier years. If they were -- no other data to the contrary -- an outcome was often considered to have been “achieved”. If measures were instead flat over time or there was a downward trend, an outcome was considered to have not been achieved.

Following completion of the four case studies, data were aggregated across the four sites in an effort to draw out more general lessons about the MDTs. The cross-site data presentation and resulting conclusions in this report should be viewed as something of a meta-synthesis of the four case studies. The cross-site analyses and conclusions were thus somewhat unique and were not necessarily the sum of the four case study conclusions.

The **impact** component of the study also measures MDT outcome achievement but uses a more rigorous quasi-experimental design to look at changes in measures between the period of time before the MDTs were implemented in 2004, and the period after implementation. Generally, we examined whether desired outcomes were found to occur more in the period after implementation than before implementation, as hypothesized. A second comparison was between MDT counties and comparison counties. Fourteen counties were selected to serve as comparison sites for the four MDT counties. Counties selected were somewhat geographically and demographically similar to the MDT counties in the sense that they all had a combination of urban, suburban, and rural areas within the county boundaries. The comparison counties were Champaign, Coles, DeKalb, McDonough, Rock Island, Sangamon, Tazewell, Winnebago, Kane, Adams, Effingham, Jackson, Jefferson, and Macon. The 14 counties were divided into two groups, “high collaboration counties” and “low collaboration counties,” based on the results of statewide surveys of state’s attorneys, probation directors, sheriffs, and victim services providers.

These surveys were conducted early in the study as a method to identify comparison counties and more broadly, to learn about statewide practices. The surveys were a combination of mailed paper surveys and online surveys. A low response rate prevents us from presenting a credible picture of statewide practices, but the data were judged sufficient to select the comparison counties. Survey results indicated that there was a fair amount of variation among the non-MDT counties in the levels of collaboration among local agencies. Although none of the comparison counties receive designated DV or SA funds at a level anywhere near that of the MDT sites, some counties had smaller special grants to support advocacy and prosecution efforts. To categorize the comparison counties, staff reviewed all available survey evidence from all of the comparison counties.

There were two major outcome data sources for the impact component of the study: criminal history data and victim service data, the latter a victim-centric dataset and the former an offender-centric dataset. For both datasets, we acquired case-level data from both MDT and comparison sites for years before and after the implementation of the MDT. Each dataset thus provided two sources of comparison for outcomes during MDT implementation.

Criminal History Record Information (CHRI) data were secured with the assistance of ICJIA from the Illinois State Police. Arrest, prosecution and court disposition CHRI data are routinely provided by law enforcement and court officials throughout Illinois. The data thus include not only the arrest but also a description of all subsequent formal events in the criminal justice system related to that person. Unfortunately, limitations of the data restricted our analysis to the arrest events only. Our analysis examined only arrests for a specific range of DV and SA charges. DV cases that were selected included those with a charge of Aggravated Domestic Battery, Domestic Battery, Interfering with DV Report, or an Order of Protection Violation. Since CHRI data are organized by arrest event, and each arrest event or case can have multiple charges, some of which may not be related to DV at all, we broke out the descriptive data by both cases and charges, but only retained those charges that were directly DV-related. The SA cases that were analyzed included a charge of Aggravated Sexual Assault, Criminal Sexual Assault, or a Sex Offender Registration Violation.

Ten years of CHRI data were examined: arrest incidents from the start of 2001 through the end of 2010. Outcomes in the MDT counties during implementation years were compared against (a) outcomes in the same counties *before* MDT implementation, and (b) outcomes in similar comparison counties that did not have funded MDTs. In essence, we determined the difference in outcomes between MDT and comparison counties before MDT implementation, and then examined how that difference changed after MDT implementation. These “difference-in-difference” analyses can allow for claims of causality under optimal conditions. The CHRI data analysis was mostly descriptive, focusing on initial arrests, and then arrest recidivism.

Victim service data were also secured from ICJIA. The data provided were from a system called InfoNet, which is a web-based data collection system voluntarily used by victim service providers in Illinois. As with the CHRI analysis, we compared pre-MDT years (1999 to 2003) to post-MDT years (2004-2011), slightly different pre- and post- periods than used in the CHRI analysis. Cases included in the analysis were again those from the four MDT counties and the 14

comparison counties. Only victims who resided in those counties, who had their first contact with the victim service agency during those years, and whose presenting issues were emotional domestic violence, physical domestic violence or sexual domestic violence were included in the analysis. Both descriptive and multivariate analyses were conducted with the InfoNet data. Some analyses were conducted using regressions. The outcomes analyzed in the regressions included the granting of an Order of Protection (OP) application, total victim service sessions, the length of those sessions, and whether a referral to the victim service agency came from the police. Control variables included case characteristics and offender and county-level demographics. The three MDT DV counties were compared with 14 comparison counties. Data limitations in InfoNet prohibited a similar analysis of Kankakee county with the comparison counties.

Description of MDT projects

The *Illinois Model Domestic Violence Protocol for law Enforcement, Prosecution, and the Judiciary*, first published in 1996 and updated in 2005, provides guidance on how a community can design and operate a MDT. However, there is no single best approach to doing this and this study shows that the four localities studied in fact created practices and structures that were unique to local needs.

MDTs are intended to improve coordination and services at several levels. By pairing the victim service and criminal justice agencies on a single team, it is hoped that criminal justice staff are more likely to develop a more victim-sensitive orientation. Conversely, victim service agency staff are more likely to be responsive to and supportive of the criminal justice agency's prosecution efforts. The existence of an MDT locally is also more likely to elevate general public awareness of domestic violence.

Grants to the four counties normally included a number of separate contracts between ICJIA and local law enforcement, prosecution, victim services, and probation agencies. A project coordinator to provide MDT team leadership was funded on one of those grants. Specialized and dedicated prosecution, probation, victim services or law enforcement staff who worked DV/SA cases only were also funded. MDTs included unfunded partner agencies as well as the funded partners. The unfunded agencies included organizations providing services such as drug treatment, mental health services and legal services. The MDTs, particularly the three DV MDTs, have many similar characteristics, but there are also some notable differences.

Funded agencies and staff

Law enforcement: All teams have funded law enforcement officers of one form or another. DV and SA investigations often require close reviews of reports and multiple visits from officers with victims. Two counties, McLean and Peoria, support detectives from local city police departments, and three counties, McLean, St. Clair and Kankakee, support sheriff's deputies. McLean and Kankakee also provide some support for officer overtime pay, and St. Clair partially supports a patrol officer who serves OPs.

Victim advocacy and other victim services: Victim services, particularly legal advocacy, are heavily emphasized in the MDTs. These advocates are often associated with a particular jurisdiction or police department, but they are not always located there. In Peoria, the advocates are located at a one-stop-shop and at the court. In St. Clair, advocates are located at the one stop,

the victim services agency and at law enforcement offices. In other locations, the advocates are located at law enforcement offices, the court or the victim services agency. Three counties -- McLean, Kankakee and St. Clair -- have bilingual advocates.

Prosecution: All counties have funded assistant state's attorneys, with 1.6 to 2.0 full-time employees funded through the project.

Probation and offender accountability staff: All four counties have 1 to 2 probation officers funded through the project. Peoria also funds a staff person, the Family Violence Intervention Project Liaison, who serves as a liaison between probation and treatment programs for offenders.

Project coordinator: As noted, each team has a designated project coordinator funded on one of the grants. The coordinators are all full-time, with the exception of St. Clair, where the coordinator is half-time. In Peoria and Kankakee, the directors come from a victim services background. In McLean, the director comes from a public sector management background, and in St. Clair, the director is an assistant state's attorney.

Committees and Coordination

Peoria and McLean have active Steering Committees which have consistently met on a quarterly basis since the MDTs were started. St. Clair had an active steering committee at one time, but it stopped meeting in the last few years. Kankakee operates without a steering committee. The Steering Committees focus on long term planning, protocol development, and systemic problems encountered by the frontline MDT staff.

Most teams also had regular meetings of the frontline MDT staff. In McLean, for example, these meetings occur quarterly but do not include reviews of specific cases, instead focusing on broader issues, training needs, policy updates, and outreach events. Case reviews occur in separate meetings. Case reviews are opportunities for MDT members to share firsthand information that they may have about a particular victim or offender: an effort to make victim services better, and to improve offender accountability. In Peoria, St. Clair, and Kankakee, on the other hand, case reviews are included as part of the regular MDT meetings. The victim advocates and project coordinator in Peoria also have a weekly meeting in which they run through the court schedule for the next week, determining what steps need to be taken to ensure that victims can attend court sessions and are prepared for them.

Co-location

Peoria and St. Clair have one-stop-shops for domestic violence victims, though they are structured somewhat differently. The Peoria center includes advocates, a detective to review cases, and a self-sufficiency counselor that is supported by another grant. The St. Clair center, on the other hand, houses a victim coordinator, two sheriff's deputies, and assistant state's attorneys. The Peoria site is primarily designed to serve victims, while the St. Clair center serves both victim and police officers with recent DV reports.

Funding

Of the four counties, St. Clair receives the most federal funding per year, having received \$523,196 in 2011/12. Peoria received \$430,539, McLean received \$389,860, and Kankakee received \$215,004. This almost \$1.6 million in federal funds was matched with almost \$1.1 million in local expenditures, a total match rate of nearly 70%. Using 2010 census estimates, St.

Clair received about \$1.94 for every resident, Peoria received \$2.31, McLean received \$2.29, and Kankakee received \$1.90.

Participation of Unfunded Agencies in MDT meetings

Two of four sites, Kankakee and McLean MDTs, allow unfunded partner agencies to participate in MDT meetings. The benefit of this arrangement is the wider sharing of information and collaboration that can occur with the larger group and the fact that any of those agencies might possess a key piece of information that could help with enhancing victim safety or offender accountability. The disadvantage of the larger group is that issues of victim confidentiality may prevent discussion regarding individual cases, although that was not an impediment in Kankakee County.

Findings from Qualitative Analysis

MDT activities were similar but not identical from site to site as was the absolute level of that activity. Using categories described earlier, the table below shows the number of different activities that were found to be present in each county. In the category of Interagency Collaboration, for example, of the 8 possible activities, Kankakee was found to have 5 of the 8.

Number and Type of MDT Activities by County

Activity	Maximum activities possible	McLean	Peoria	St. Clair	Kankakee
Interagency Collaboration	8	8	6	5	5
Law Enforcement	5	4	5	3	3
Victim Advocacy	3	2	2	3	3
Prosecution	5	5	5	5	4
Offender Accountability	3	3	3	3	3
Training	2	2	1	0	2
Community Outreach	2	2	2	2	2
Total	28	26	24	21	22

This table represents a simple tally of activity level and the total rows shows that McLean County was on the high end while St. Clair and Kankakee counties were on the low end.

The table below is a simple tally of how we classified the “success” of the four MDTs in achieving the mid-term outcomes in their logic models. Generally, we felt that Peoria, McLean, and Kankakee counties achieved or partially achieved more of their outcomes than St. Clair County. Although the other sites have had occasional ups and downs during the MDT years, none have had extended periods of low functioning as was the case in St. Clair County. The table shows that St. Clair County was judged to have fewer “successful” outcomes than the other counties.

Mid-Term Outcome Dispositions by County

Counties	McLean	Peoria	St. Clair	Kankakee
Successful	15	13	8	15
Mixed success	4	4	7	3
Not successful	0	0	5	0
Insufficient data	8	3	1	9
Total outcomes	27	20	21	27

The following narrative discussions of each county do not attempt to be comprehensive but rather just give a summary of how each county did on the major outcome categories in the logic models.

McLean MDT: McLean was successful or partially successful in all of its midterm goals for interagency collaboration. Some of these goals included better interagency awareness, executive-level buy-in, refined protocols, utilizing a data system for case management, and enhanced communication both within and outside of the team. The two outcomes where McLean had mixed success were in meeting the needs of frontline workers through the Steering Committee and in reducing victim blaming. No county was deemed completely successful on the latter outcome. McLean was also deemed to be successful on law enforcement goals, including improving the initial response to victims, accompanying advocates to home visits, and improving evidence collection. We also felt that McLean was successful in its victim advocacy goals, including enhancing service coordination, improving victim engagement with the court system and OPs, minimizing the number of interviews needed, and providing bilingual services as needed. On prosecution outcomes, data quality is poor, but we tentatively felt that McLean was successful in prosecuting a high percentage of cases and was not successful in enhancing victim cooperation. No county was deemed successful on the latter outcome. For probation and offender accountability outcomes, McLean was deemed successful on most outcomes, including improving consistency of accountability due to the local court structure, and improving monitoring and information sharing. McLean was deemed partially successful on applying consequences for offender non-compliance and not successful on increasing offender compliance with court orders, though data quality here is questionable. McLean was very active in community outreach activities, and it was deemed successful in involving unfunded partners and educating the community in general.

Peoria MDT: Peoria was successful or partially successful in almost all of its midterm goals for interagency collaboration. Some of these goals included securing executive-level buy-in, meeting the needs of frontline workers, and implementing central management of the whole team through a project coordinator. The MDT did not implement a data management system, though Peoria is reportedly working on that across its criminal justice agencies. Peoria was also deemed to be successful on law enforcement goals, including improving the initial response to victims, accompanying advocates to home visits, and improving evidence collection. We also felt that Peoria was successful in its victim advocacy goals, including enhancing service coordination, improving victim engagement with the court system and OPs, and minimizing the number of interviews needed. On prosecution outcomes, data quality is poor, but we tentatively felt that Peoria was successful in prosecuting a high percentage of cases and was not successful in

enhancing victim cooperation. For probation and offender accountability outcomes, data quality remains a substantial issue, but we tentatively consider Peoria to be successful on holding offenders accountable more consistently due to the local court structure, and improved information sharing. Peoria was moderately active in community outreach activities, being deemed partially successful in involving unfunded partners and successful in educating the community in general.

St. Clair MDT: Compared to Peoria and McLean, St. Clair was less successful in meeting many of its midterm outcomes. Interagency collaboration was particularly a problem for St. Clair. Although it had moderate success in improving interagency awareness and communication, the Steering Committee was not active for a considerable time, there was a loss of cooperation between police and the prosecutor's office, and there was no progress made on data management. A reported early breakdown in relationships between law enforcement and prosecution also contributed to low ratings on law enforcement outcomes. Basically, when police perceived that cases were not being pursued for prosecution very often, they had less incentive to do extra evidence collection on cases. In the last year or two, these relationships have improved and evidence collection may be improving as well, but based on the full term of the MDT, we cannot regard St. Clair as successful on this issue. On the other hand, St. Clair was deemed successful on victim service midterm outcomes, including enhancing service coordination, improving victim engagement with the court system and OPs, minimizing the number of interviews needed, and providing bilingual services as needed. On prosecution outcomes, quantitative data quality is poor, but we tentatively felt that St. Clair was not successful in prosecuting a high percentage of cases and was not successful in enhancing victim cooperation. Again, there was a time period in which a state's attorney was perceived as not being aggressive or supportive on domestic violence prosecution. For probation and offender accountability outcomes, data quality is again an issue, but we tentatively felt that St. Clair was successful in some areas, including improving the consistency of accountability due to the local court structure and improving offender compliance. On outreach issues, St. Clair was deemed successful on general community education but not successful on involving unfunded partners.

Kankakee MDT: Kankakee was successful or partially successful in all of its midterm goals for interagency collaboration. Some of these goals included better interagency awareness, development of refined protocols, utilizing a data system for case management, and enhanced communication both within and outside of the team. Kankakee had mixed success in reducing victim blaming, and its data system was not accessible by most partners but rather was centrally managed by the project coordinator. Kankakee was also deemed to be successful or partially successful on law enforcement goals, including improving the initial response to victims and improving evidence collection. On evidence collection, one of the local hospitals was a very cooperative partner, and another was more problematic. We also felt that Kankakee was successful in its victim advocacy goals, including enhancing service coordination, improving victim engagement with the court system, minimizing the number of interviews needed, and providing bilingual services as needed. On prosecution outcomes, data quality is poor, but we tentatively felt that Kankakee was not successful in prosecuting a high percentage of cases and was not successful in enhancing victim cooperation. For probation and offender accountability outcomes, Kankakee was deemed successful or partially successful on all outcomes, including improving consistency of accountability, improving monitoring and information sharing, and

applying consequences for offender non-compliance. Kankakee was very active in community outreach activities, and it was deemed successful in involving unfunded partners and educating the community in general.

Findings from Quantitative Analysis

Two large datasets described earlier were used to analyze victim and offender outcomes for the MDTs: InfoNet and CHRI. A difference-in-difference logic was used to examine these data. This approach compares the results in MDT counties to results in comparison counties that lack MDTs. This comparison is done both before and after MDT implementation in order to account for statewide changes that could distort effects attributed to the MDTs themselves. The table below summarizes the results from the InfoNet victim-centric analysis. Peoria and McLean had extremely positive results in this analysis because they reached substantially more victims and increased the services provided to each victim. This is a major achievement for those counties, and one of the more notable findings in the evaluation. St. Clair had somewhat negative results because it had a slight decline in the number of victims served and did not increase the likelihood of those victims receiving major services. Comparison counties showed essentially no change from the pre-MDT period to the post-MDT period on these measures.

Conclusions from InfoNet Analysis for DV Counties
(Pre-MDT years compared to post-MDT years)

Outcome (MDT Years vs. Pre- MDT Years)	Peoria	McLean	St. Clair	Comparison Counties
Number of victims served per year	Major increase (+66%)	Major increase (+42%)	Mild Decrease (-10%)	Mild Decrease (-6%)
Likelihood that a victim received a referral to the center from police	Slight increase (+5 percentage points)	Moderate increase (+9 percentage points)	Slight increase (+1 percentage points)	No change
Number of legal advocacy service sessions received <i>per victim</i>	Slight increase (+9 %)	Moderate to large increase (+25%)	Moderate to large decrease (-28%)	Slight decrease (-8%)
Likelihood that a victim had Order of Protection granted	Slight increase (+ 10 percentage points)	Slight increase (+ 4 percentage points)	Slight decrease (- 3 percentage points)	No change
Overall conclusion from victim service data	Major improvement. The center in this county not only served more victims but increased the likelihood of each victim receiving key services.	Major improvement. The center in this county not only served more victims but increased the likelihood of each victim receiving key services.	Slight decline/ Lack of improvement. The center in this county served fewer victims and largely did not change the likelihood of each victim receiving key services.	Little change

As noted, the CHRI analysis was much more limited, was restricted to arrest data and did not involve an advanced regression analysis. For the DV counties, the results can be summarized very briefly as follows. After accounting for changes in county population, the average number of DV arrests and total charges per year in McLean and Peoria increased slightly in the MDT years, with McLean increasing about 2% and Peoria increasing about 6%. Meanwhile, St. Clair declined a moderately substantial amount on the same outcomes, dropping by about 14%. The comparison counties were basically flat on the number of DV arrests across the two time periods, but the high collaboration counties increased the average number of DV charges related to those arrests by about 11%.

There were no major changes in the general trajectory of recidivism rates between the different types of counties. Peoria's recidivism rate was higher than most counties before the MDT years and it stayed there during the MDT years. McLean and St. Clair had recidivism rates slightly lower than the overall average before the MDT years and they stayed there during the MDT years.

Turning to sexual assault data, all county types had declines in the average number of sexual assault arrests per capita in the MDT years. However, Kankakee declined less than the comparison counties. Also, Kankakee had a much higher per capita SA arrest rate than the comparison counties before the MDT years and they maintained that gap during the MDT years. Although recidivism rates for sexual assault were collected, the total number of offenders and recidivists is fairly low, making it difficult to draw any conclusions on those figures.

Overall, McLean and Peoria demonstrated very positive results on victim-centric outcomes and very mild positive results on offender-centric outcomes. Kankakee did not have victim-centric outcomes available, and it demonstrated mildly positive results on offender-centric outcomes. St. Clair had moderately negative results on both victim-centric and offender-centric outcomes.

Summary and Conclusions

MDTs clearly improve education regarding one another's professional responsibilities and enhance communication among team members. An overarching strength of the MDT model is the communication among MDT members, which takes place during MDT meetings, in the (sometimes separate) case review meetings, and individually, as needed, in between MDT meetings. Such communication is key to enhancing victim safety and coordinating victim services, as all involved agencies are meeting as a team to coordinate a "wrap-around" model of service delivery. At the same time, they operate as a team to meet the companion goal of holding the offender accountable.

The MDT model can be effective in improving the law enforcement response to victims in DV and SA cases, so long as victim services providers and law enforcement are able to meet together to freely share concerns and develop responses that meet the various agencies' needs. The MDT also appears to be a successful model for improving relationships between the state's attorney's office and law enforcement. The MDT model can be effective toward improving evidence collection, documentation, and report writing by law enforcement, through a combination of strong law enforcement leadership combined with ongoing officer training. The counties that

were most successful regarding law enforcement had the complete support of law enforcement leadership as well as active and involved investigative officers.

It is clear that across all sites, the project coordinator is the individual who keeps the MDT functioning; it is essential that MDTs have processes in place to address a situation where an existing project coordinator is ineffective. The weight of the evidence suggests that a steering committee is an important part of MDT efforts. It brings important community and agency leaders together to address common issues, and can also bring the political weight sometimes needed to effect change. However, some counties in the study managed to operate MDTs without a SC in place.

Based on all of the above, we believe the following activities should be considered critical elements or best practices for any coordinated collaborative response or multidisciplinary team approach to domestic violence or sexual assault, derived from the evidence presented in this study:

1. Involve key agencies at the outset of the project, and work out potential issues and problems in advance of implementing the MDT
2. A designated project coordinator who can devote at least 50% time to the MDT
3. A specialized court with judges who are trained in the dynamics of domestic/dating violence and sexual assault, the concerns and fears of these victims, responding to these victims, and services available
4. Specialized prosecuting attorneys, law enforcement, and probation officers who are part of the regular membership of the MDT, some of whom are not grant funded in order to provide some consistency for the MDT
5. Co-location of domestic violence advocates and law enforcement, either at a central location such as a family justice center or at the police department
6. Initial protocol development and regular review of response protocols for all MDT member agencies and the willingness to develop new protocols as necessary to address community needs or new law
7. Active involvement of agency leadership in all aspects of the MDT
8. Case reviews
9. Law enforcement evidence collection more likely to be directed by needs of prosecutors
10. Expedited and enhanced victim services

There was considerable consistency across sites in the challenges the MDTs faced. Challenges identified by the sites include the following:

1. Local data systems and evaluation capability beyond monitoring
2. Funding Uncertainty and sustainability
3. Maintaining MDT momentum and participation
4. Network management
5. Judicial and State's Attorney turnover
6. Institutional advocacy: coordinating policy development and implementation across agencies
7. Inability of offenders to pay for batterer intervention services

8. Challenges of the one-stop shop

Chapter 1 INTRODUCTION

Background

Domestic violence and sexual assault are serious problems in Illinois. In 2009, there were 115,988 domestic-related offenses. The year before, the Illinois State Police reported 109,089 domestic-related offenses in 2008¹, and 58.4 percent of these offenses involved an intimate partner. In 2009, 5,316 criminal sexual assaults were reported to police.² Localities often lack resources needed to make arrests, to prosecute effectively, to convict, and to provide needed victim services.

In the 1980s, the Law Enforcement Assistance Administration (LEAA) made federal dollars available for shelters, special prosecution units, treatment programs, mediation units, and civil legal interventions. More recently, the Violence Against Women Act (VAWA), authorized by Title IV of the Violent Crime Control and Law Enforcement Act of 1994 and subsequently reauthorized as the Violence Against Women and Department of Justice Reauthorization Act of 2005, has provided financial assistance to states for developing and strengthening law enforcement, prosecution, and victim services in cases involving violent crimes against women. As the state agency charged with administering the Services, Training, Officers, Prosecutors (STOP) VAWA award in Illinois, the Illinois Criminal Justice Information Authority (ICJIA) is responsible for developing the plan for distributing these federal funds.³ The federal law specifies that states must allocate at least 25% of the VAWA funds they receive to law enforcement, 25% to prosecution, 30% to nonprofit, non-governmental victim services, and at least 5% to courts. The remaining 15% may be allocated at the state's discretion. The four multidisciplinary teams (MDTs) evaluated under the current research are supported by STOP Program funds.

One problem which MDTs attempt to address is segregated funding streams to a variety of organizations that provide services to victims and offenders. This often results in a fragmented, non-collaborative, and non-communicative local service structure for victims and inadequate accountability for offenders. MDT service delivery models attempt to overcome these challenges by providing a structured local forum where persons responsible for segregated funds can collaborate and align their goals and activities. By focusing on victim safety and better using additional funding for staff who collect evidence and prosecute cases, MDTs should result in better outcomes overall.

The response to domestic violence specifically has been guided for several years by the *Illinois Model Domestic Violence Protocol for law Enforcement, Prosecution, and the Judiciary*, first published in 1996 and updated in 2005 (Perez, 2008). However, there is no single “best approach” for structuring and implementing MDTs to address domestic violence (DV) and sexual assault (SA). Depending on local circumstances and available resources, different

¹Illinois Criminal Justice Information Authority, “Domestic Offenses Fact Sheet,” created 9/2010. Data source: Illinois State Police; U.S. Census Bureau. These are offenses reported to the Illinois Uniform Crime Reporting program, and include property as well as personal injury offenses.

²Source: Illinois State Police, *Crime in Illinois 2009*, Section II –Crime Index Offense/Crime Rate Data, p. 32. Downloaded from <http://www.isp.state.il.us/crime/cii2009.cfm> (11/21/11).

³The FFY10 award was \$4.8 million. ICJIA is also the funder of this study.

<http://www.icjia.state.il.us/public/pdf/budget/Budget%20Committee%20Materials%20050511.pdf>

program models are used to achieve the goals of MDTs. In most cases, aligning the protocols of the appropriate local agencies is an important first step, and a number of Illinois counties have taken this step previously through ICJIA-led efforts. Some of the variations in local practice that will be examined in this evaluation include co-location of services vs. multiple site arrangements, vertical vs. shared prosecution⁴, and formal leadership from a variety of different positions. Stronger offender oversight, focused community engagement, enhanced victim services, and interdisciplinary training are other important parts of the overall picture for coordinated community approaches to domestic violence and sexual assault. The overarching goal of this evaluation is to understand how these various pieces work (or do not work) in relation to the local context.

The use of MDTs in the criminal justice setting is designed to improve coordination and services to victims at three levels. First and foremost is victim safety. In the past, this area has been seen as primarily the work of a domestic violence shelter, but MDTs can provide greater protection to the victim by encircling her with law enforcement protection, court protection, and services for her and her children. When victim service agency efforts are coordinated with help from criminal justice actors, victims receive better services. Second, MDTs promote offender accountability by collecting more thorough evidence to support prosecution and then closely assessing and monitoring the offender following conviction. This latter function is especially critical, as the majority of domestic violence batterers receive a community-based sentence. Finally, MDTs frequently work with community agencies to enhance public safety through sharing information on incidents, providing training to the community, and participating in community events.

MDTs in Illinois that are the subject of this study first received funding from ICJIA in 2004. Each MDT in most cases includes a STOP-funded component of law enforcement, prosecution, victim services, and probation. Unfunded partner agencies that are part of the MDT may include drug treatment, mental health services, legal services, and other services. These funded and unfunded components work collaboratively to assist the victim and to hold the offenders accountable. Advocacy, evidence collection and usage, and other victim services support evidence-based prosecutions and minimize risks for the victims. The STOP awards to MDT sites were designed to both increase capacity and enhance collaboration by utilizing the enhanced resources more effectively in order to provide more services than they could have provided absent the funding. As Perez (2008, p. 2) notes, while the original protocol described domestic violence as “a serious crime against each individual victim,” the 2005 version deems it “a crime against society, not against an individual.” Other crimes have long been considered community problems, but this subtle change encourages communities to view violence against women broadly as community problems, and address them as such by involving multiple community agencies and services in the response to victims and offenders.

In order to select the four counties for MDT funding, ICJIA examined a large amount of data and initially determined that only nine counties statewide had the capability to implement the projects. After interviews by ICJIA with all nine sites, four counties were selected for funding:

⁴ Vertical prosecution means one attorney takes the case either at charging or after charging and then prosecutes the case throughout. This is contrasted to shared prosecution, where several attorneys may work the same case at different stages.

domestic violence MDTs in McLean, Peoria, and St. Clair counties, and the sexual assault MDT in Kankakee County. Operations in these four counties are the subject of this study.

Evaluation Advisory Group

UIS staff conducting the study were assisted by an Evaluation Advisory Group (EAG), which was created and met several times during 2011 and 2012. This group was created to improve the quality of the study. It reviewed the evaluation plan, the initial surveys, focus group protocol, stakeholder interview protocol and several draft reports. The members of the EAG included:

- Vernie Bruehler, Director, Illinois Family Violence Coordinating Council
- Carol Corgan, Illinois Coalition Against Sexual Assault
- Kathy Rubinkowski, Deputy Director, Sangamon County Adult Court Services
- Teresa Tudor, Illinois Dept. of Human Services, Bureau of Domestic and Sexual Violence Prevention
- Gail Thomas, Director and Assistant Professor, Southern Illinois University Law School Domestic Violence Clinic
- Jeanie Thies, Associate Professor of Criminal Justice, Lindenwood University, St. Charles, MO

As many members of the group currently or previously worked with issues of domestic violence and sexual assault on a daily basis, they provided suggestions to researchers that improved the overall quality of the study.

Domestic Violence in Illinois

The reporting of domestic-related offenses by police departments to the Illinois State Police is mandated by Chapter 20 of the Illinois Compiled Statutes, 2630/5.1. Domestic-related offenses are defined as any crime committed where a domestic relationship exists between the victim and offender. The victim/offender relationship can include spouses/former spouses, parents, children, persons who have shared a common dwelling, persons who allegedly have a child in common, persons who are currently or have had a dating relationship, and persons with disabilities and their caregivers.⁵ These domestic-related offenses are reported by the county under the category *domestic crimes*. In 2009, law enforcement agencies reported 115,988 domestic crimes, up by 6.3% from 2008. For FY2009, the Illinois Coalition Against Domestic Violence (ICADV) reported that 44,044 adult victims received services, together with 8,706 child witnesses. Nearly 40% of victims were ages 18-29, and 47% were ages 30-49. In terms of race/ethnicity, 57% of victims were white, 23% were black/African-American and 20% were Hispanic.

Definitions

Throughout the report, we refer to batterers/offenders as male, and victims as female. We recognize that batterers can be female, and victims – especially children – can be male.

⁵From *Crime in Illinois 2009*, available at <http://www.isp.state.il.us/crime/cii2009.cfm>.

However, STOP Program funding is designed to focus efforts on adult victims and batterers. The majority of the research literature in this field has found that males are more likely to be batterers/offenders, and females are more likely to be victims. Therefore, for ease of reading as well as accuracy, the male/female convention is used.

In addition, the term *domestic violence* can refer to a variety of family-related violent behaviors, and is also used in political science research to refer to violence within a nation-state. The term *intimate partner violence* or *IPV* more accurately defines the nature of the violence under study; specifically, violence between two adults who currently have or have had an intimate relationship. This study is not limited to just violence between two adults, however. The VAWA grant also funds services for teens age 13 plus who experience dating violence. Regardless of age, we use the terms *domestic violence* and *IPV* interchangeably in this report.

Organization of Report

Chapter 2 presents the evaluation research design and methodology used in this project. The research used both qualitative and quantitative data to address several research questions. Qualitative data collection included key stakeholder interviews, focus groups, observation, and document review. It also included a detailed review of federal Annual Progress Report⁶ data submitted by ICJIA to the U. S. Department of Justice and select statistics from those reports are included as part of the qualitative analysis. Those reports include activities of STOP funded site staff only, but not the activities of unfunded agency staff. Quantitative data collection included statewide surveys of Sheriff's Offices, Probation and Court Services Departments, State's Attorney's offices, and victim services providers, including Partner Abuse Intervention Providers (PAIPs). Quantitative data examined also includes information from a web-based system called InfoNet. InfoNet is used by victim service providers in Illinois to report select data. The system is a collaborative effort involving the Illinois Criminal Justice Information Authority, the Illinois Coalition Against Sexual Assault (ICASA), the Illinois Coalition Against Domestic Violence (ICADV), the Illinois Department of Human Services (Bureau of Domestic and Sexual Violence Prevention), and the Child Advocacy Centers of Illinois. Illinois criminal history data are also part of the quantitative data collection and are drawn from an Illinois State Police system. In this report, we refer to the criminal history record information extracted by ICJIA from ISP systems as *CHRI* data.

Chapter 3 presents a summary of qualitative findings across all four sites. Generally it draws detail from the later Chapters 5 to 8 which describe each county in detail. The purpose of Chapter 3 is to describe major similarities and differences in program features across counties and to present some initial conclusions about which features appear particularly effective and which are problematic. For each county, a logic model was developed as a mechanism to systematically organize data from a myriad of sources and to specify how the county used available resources to achieve a set of goals. For the outcomes specified in each model, we have drawn tentative conclusions as to whether or not the outcome was achieved. In some instances,

⁶ The term "annual progress report" data is used throughout this report to refer to data extracted by researchers from formal reports submitted yearly by ICJIA to federal funders. These reports are required by the U.S. Department of Justice, Office for Violence Against Women, STOP Funding Program and follow a uniform national reporting format.

the data supporting a particular conclusion could be described as anecdotal at best, perhaps reflecting the observations of a handful or less of interviewees. In other instances, there may be some triangulation of data sources to support a firmer conclusion. In nearly all instances, readers should understand that data in support of these particular conclusions are very limited.

Chapter 4 presents findings of the impact analysis. To do a rigorous assessment of impact, a stronger research design than that used in this study would have to be used. However, there are two sets of quasi-experimental comparisons used that allow us to get at the question of impact. One comparison is between counties with MDT funding and other Illinois counties without MDT funding. The hypothesis is that the MDT funded counties will do better on various outcome measures than the counties without MDT funding. The other comparison is related to passage of time: examining pre/post data within the four MDT counties. The hypothesis is that outcomes in the period from 2004 to the present, after the MDT funding was put in place, will be better than those in the period before MDT funding.

Chapters 5 to 8 are the detailed descriptions of each county. The structure of those chapters is generally as follows:

- Overview of the MDT response
- Program theory logic model
- *Contextual Factors* including demographic characteristics
- Description of initial *Problem Statement*
- *Inputs/Resources*, including staffing
- *Activities/Outputs* organized around the categories of Interagency Collaboration, Law Enforcement, Victim Advocacy/Services, Prosecution/Case Processing, Batterer/Offender Accountability (post-conviction), Training, and Community Outreach
- *Mid-Term Outcomes*, organized around the previous categories
- *Long-Term Impacts*

Program theory has been described as a program's theory of change or theory of action, in which causal linkages among the various components of a program are articulated. The logic model provides a convenient method for describing a program's structure and outcomes. The purpose of a logic model is to provide stakeholders with a visual map or narrative description of how specific program components are related to the program's desired results (Gugiu & Rodriguez-Campos, 2007, p. 340; Renger & Titcomb, 2002). The individual program chapters use the logic model as a framework. Given that this format may be unfamiliar to readers, some definitions are in order.

The model includes the element of *Contextual Factors*, which refers to those existing factors or variables that define and influence the macro-level context in which MDT activities take place (e.g., existing laws, economic concerns, population demographics, etc.). Contextual factors are sometimes referred to as *antecedent conditions* (Gugiu & Rodriguez-Campos, 2007). The *Problem Statement* refers to the concerns expressed by stakeholders as driving the need for a multidisciplinary response. *Input/Resources* refers to data, protocols, and other materials that inform policy making or practice, as well as staffing, unfunded partners, facilities and other resources devoted to the MDT. *Activities/Outputs* describes efforts to address specific problems

identified by the MDT, such as the need for weekly case review, vertical prosecution, training law enforcement on evidence collection, having a domestic violence or sexual assault specific probation caseload, or outreach activities. *Outputs* refers to the products of these activities (Gugiu & Rodriguez-Campus, 2007). *Mid-Term Outcomes* describe the results the MDT activities attempt to achieve with the target population in the near term and as the program moves along, and reflect sustained changes in these domains.. For example, a mid-term outcome of law enforcement training might be increased evidence collection that can be used to support prosecution. *Long-Term Impacts* are then the broad, longer-term results of MDT activities, and reflect organizational, community, or policy level changes (Gugiu & Rodriguez-Campus, 2007, p. 344). These are often the broad goals of the program, which may be known only years after the program is completed. The program theories and logic models for the MDT sites were developed based on stakeholder interviews and archival document review. However, we met with the MDT members at each site, asking them to review the logic model to assess its accuracy in practice, and make changes to the program theory to reflect the MDT members' comments and input.

Chapter 9 is the findings from statewide surveys conducted as a mechanism to select comparison counties.

Chapter 10 includes discussion and recommendations.

Chapter 2 METHODOLOGY AND EVALUATION DESIGN

This section provides additional methodological details on the evaluation design and describes the data collection and analysis activities that have been completed to date.

Overview of Evaluation Design

Our evaluation plan addressed the core issues specified in the ICJIA's RFP and went further by providing a preliminary statewide look at the extent of collaboration and protocol implementation among county-level agencies involved in domestic violence and sexual assault cases. The evaluation design featured three major types of data collection and analysis:

- Part 1 provides a thorough portrait of MDT implementation and operations. Data were collected through semi-structured stakeholder interviews with MDT members, focus groups with unfunded partner agencies, observation of team meetings, and review of reports, protocols and other documents. (Chapter 3 and chapters 5 to 8)
- Part 2 provides a county-level picture of DV and SA resources, policies, and activities based on surveys conducted with state's attorneys, sheriffs, victim service and Partner Abuse Intervention Program (PAIP) directors, and probation and court services directors. (Chapter 9)
- Part 3 provides a quantitative look at the outcomes and impact of the MDT teams on DV and SA case outcomes and offender recidivism, using data from the Criminal History Record Information (CHRI) and InfoNet. (Chapter 4)

Evaluation Questions

This evaluation was designed to answer the following overarching questions:

- 1) How do MDT designs vary from site to site? What types of professionals are included and what are their performance expectations?
- 2) What aspects of each MDT's design and operational practices appear to be strengths that should be promoted for current sites and future teams? What weaknesses should be discouraged?
- 3) How well does the vision for each MDT align with the reality of its operations? How well do operations align with each team's protocol(s)? How well do operations align with the state's model protocol?
- 4) What are the best practices for implementing a new MDT? How can future sites minimize or avoid the start-up problems faced by the current MDTs?
- 5) Do counties with funded MDT teams have better legal outcomes in domestic violence and sexual assault cases on average than counties that have no MDT and poor collaboration among relevant agencies? How do they compare to counties that have no funded MDTs but have relatively good collaboration among relevant agencies?
- 6) What case-level factors and services are associated with greater odds of positive legal outcomes in MDT counties?

Qualitative Data Collection and Analysis Activities

Instrument Development

Early in the project, protocols for all of the data collection procedures were developed through an extensive iterative process. Project staff consulted the EAG and other experts to develop questions and procedures that would produce the most useful information for the evaluation. These discussions led to an expansion of the data collections plan that was outlined in the initial project proposal.

Semi-Structured Interviews with MDT Stakeholders

The goal of these semi-structured interviews was to get a thorough inside look at the implementation, evolution, and everyday operations of the MDTs. The interviews gave participants a chance to share their views on the strengths and weaknesses of the team, their roles within the team, and the nature of the collaboration among team members and unfunded partner agencies. Structured questions were used, but additional lines of inquiry were pursued as appropriate. Questions were designed in part to assess the extent of social capital among MDT members which may, in turn, increase the MDT's success at institutionalizing change. We adopted the model developed by Allen et al (2009, p. 85), in which *social capital* refers to the benefits accrued by individuals as a result of their participation in groups or social networks, and they thus have the potential to gain further access to resources. Allen et al (2009) evaluated state-level Family Violence Coordinating Councils, which as organizations are more removed from daily work with victims and offenders. We believe the MDTs are designed to use social capital to address more proximal outcomes.

Stakeholder interview participants

Individuals identified as stakeholders for the interviews were first nominated by the project coordinators of the sites. As the interview process played out, additional stakeholders were identified for interviews. Project coordinators were kept apprised of who had been interviewed in order to maintain continuous contact with the projects and also to seek their assistance in scheduling, if necessary. Stakeholder interviews were conducted with the individuals listed in Table 2-1, identified by their general title to preserve confidentiality (one each unless otherwise indicated). The largest proportion of interviewees (28.1%) were from advocacy agencies; 24.6% of participants were from law enforcement; 22.8% of participants represented state's attorney's offices; 15.8% of participants were from Probation and Court Services Departments; 7% of participants represented the four project coordinators; and 3.5% were other stakeholders.

Table 2-1: Stakeholder Interviews by County

<i>McLean (N=20)</i>	<i>Kankakee (N=10)</i>	<i>Peoria (N=14)</i>	<i>St. Clair (N=13)</i>
<p><i>State’s Attorney’s Office</i></p> <ul style="list-style-type: none"> ▪ State’s attorney ▪ Assistant state’s attorney (2) ▪ First assistant state’s attorney <p><i>Advocacy</i></p> <ul style="list-style-type: none"> ▪ DV Unit advocates at SAO (3) ▪ Law enforcement advocate-Bloomington ▪ Law enforcement advocate-Normal/Sheriff’s Office ▪ CDV Program Manager <p><i>Probation and Court Services Department</i></p> <ul style="list-style-type: none"> ▪ Director of probation ▪ Previous director of probation ▪ Domestic violence probation officers (2) <p><i>Law enforcement</i></p> <ul style="list-style-type: none"> ▪ Sheriff ▪ DV deputies (2) ▪ Chief, Normal P.D. ▪ DV Detective, Bloomington P.D. <ul style="list-style-type: none"> ▪ <i>Project coordinator</i> 	<p><i>State’s Attorney’s Office</i></p> <ul style="list-style-type: none"> ▪ Assistant state’s attorney <p><i>Advocacy</i></p> <ul style="list-style-type: none"> ▪ Executive director <p><i>Probation and Court Services Department</i></p> <ul style="list-style-type: none"> ▪ Director of probation <p><i>Law enforcement</i></p> <ul style="list-style-type: none"> ▪ Sheriff’s deputy ▪ Detective ▪ Lieutenant ▪ Chief of Police <ul style="list-style-type: none"> • Project coordinator • CAC Executive Director • Hospital representative 	<p><i>State’s Attorney’s Office</i></p> <ul style="list-style-type: none"> ▪ State’s attorney (with another ASA) (2) ▪ Assistant state’s attorney-DV <p><i>Advocacy</i></p> <ul style="list-style-type: none"> ▪ Executive Director ▪ Advocate ▪ Domestic violence advocates (2)* ▪ Supervisor, Order of Protection Office (located at courthouse) <p><i>Probation and Court Services Department</i></p> <ul style="list-style-type: none"> ▪ Director ▪ Previous director <p><i>Law enforcement</i></p> <ul style="list-style-type: none"> ▪ Sheriff ▪ Chief, Peoria P.D. ▪ DV Detective, Peoria P.D.* <ul style="list-style-type: none"> • Project coordinator* <p>*Located at Family Justice Center (FJC)</p>	<p><i>State’s Attorney’s Office</i></p> <ul style="list-style-type: none"> ▪ State’s attorney ▪ Assistant state’s attorneys (2)† ▪ Project coordinator/ASA† ▪ Front office staff† <p><i>Advocacy</i></p> <ul style="list-style-type: none"> ▪ Former Executive director ▪ Supervisor, domestic violence advocates† ▪ Law enforcement advocates (2) <p><i>Probation and Court Services Department</i></p> <ul style="list-style-type: none"> ▪ Director ▪ DV probation officer <p><i>Law enforcement</i></p> <ul style="list-style-type: none"> ▪ Sheriff ▪ DV deputy at DV Unit <p>†Part-time project coordinator and part-time ASA; located at Domestic Violence Unit (DVU)</p>

Interview methods and data analysis

In-person stakeholder interviews took between one and two hours, depending on how much time the participant had available and how much information they wanted to convey. Interviews were conducted by one member of the evaluation team, and the digital recordings were transcribed by

ILLAPS⁷ staff. At two sites, joint interviews with two stakeholders each were conducted in order to accommodate scheduling issues. The transcribed interviews were then coded using Atlas TI qualitative analysis software. ILLAPS staff reviewed the RFP and project proposal to identify about 30 different types of information that would be relevant to the evaluation. Codes for these different types of information were then applied to relevant sections of the transcripts, enabling project staff to generate thematic reports. The reports were then reviewed to generate conclusions about MDT operations and collaboration. All team members read the interviews, and coding was conducted primarily by one team member. Our report of findings and conclusions are based on both the software results and the team review of the transcripts.

Direct Observation of MDT Meetings

Attendance at MDT meetings was included in the evaluation design in order to provide another source of data on the nature of MDT collaboration. While we acknowledge that one or two meetings may not be representative of normal team operations, it nonetheless was useful to get additional perspective on team operations.

Document Review

Available reports and internal documents for each MDT were reviewed in order to get a sense of program funding, caseloads, and formally stated procedures and goals. The documents reviewed include the protocols and procedures for each county, as available; the federal Annual Progress Reports submitted by each site for the years 2006-2010; grant proposals; and MDT budget documents provided by ICJIA. Quantitative data from these reports were compiled in summary tables to facilitate analysis.

Focus Groups

Two types of focus groups were identified in the original proposal in order to provide additional perspectives on the MDT's operations and their collaboration with outside entities. One type of focus group consisted of representatives of unfunded partner services agencies. These are defined as agencies and organizations that routinely participate in the MDT but which do not receive funding under the STOP Program funding being evaluated. Four such focus groups were conducted during 2011 and 2012, one in each county. The focus groups were digitally recorded, transcribed, and then coded using Atlas TI software. Examples of the types of organizations intended to participate in these focus groups are as follows: organizations providing free legal assistance to low income individuals; hospitals; agencies providing services for abusers; local unfunded victim service agencies; YMCA and/or YWCA; businesses or business organizations addressing the problem of domestic violence / sexual assault; Salvation Army; Catholic Charities; and, representatives of the local Illinois Family Violence Coordinating Committee.

The second type of focus group consisted of the four project coordinators of the MDT sites and took place in March 2012. This focus group was designed to encourage project coordinators to reflect on their own site's strengths and weaknesses by comparing their operations with the other

⁷ Institute for Legal, Legislative and Policy Studies, the unit that conducted the study. ILLAPS is part of the Center for State Policy and Leadership at the University of Illinois Springfield.

MDT sites. Because this focus group took place later in the project, the notes were reviewed by the evaluation team and incorporated as appropriate, rather than using a formal coding process.

Quantitative Data Collection

The quantitative data collection and analysis for the evaluation consisted of two major parts: the statewide surveys and the impact analysis.

Statewide Surveys

Data collection for the MDT project includes four types of surveys. Probation and court services directors, Sheriff's Offices, state's attorney's offices (SAO), and directors of victim services agencies and PAIPs in all Illinois counties except Cook County were surveyed.⁸ The purpose of these surveys was to determine statewide trends in service provision and interagency collaboration and to identify comparison counties for impact analysis. A description of each is included below. Initially, ILLAPS planned to only survey state's attorneys, but the type of participants was later expanded because we determined that state's attorneys would not be sufficiently knowledgeable of staffing, policies, and programs in sheriff's offices and probation and court services departments. The victim services provider survey was created at the suggestion of the EAG as a valuable alternative perspective on the level of collaboration present in a county's victim services system. The surveys were developed using an iterative process, with feedback from EAG members and several participants from the four MDT sites.

Survey of Sheriff's Offices

Participants: The surveys were sent to elected sheriffs. Sheriffs had the option of completing the survey themselves or delegating a deputy to complete the survey.

Format: Electronic survey; links distributed by email.

Distribution: In September 2011, personalized emails were sent to all elected sheriffs in Illinois counties except for Cook County. Non-respondents received up to three follow-up emails in September and October. We received 34 responses (a 34% response rate).

Content: Presence of MDTs; Levels of interagency collaboration; Protocols for DV and SA; Activities conducted in DV and SA cases; Specialized personnel; Arrest policies; Special funding.

Survey of Probation and Court Services Departments

Participants: The surveys were sent to the Executive Directors of probation and court services departments in all Illinois counties except for Cook County. Directors had the option of completing the survey themselves or delegating a probation officer to complete it.

Format: Electronic survey; links distributed by email.

Distribution: In September 2011, personalized emails were sent to probation directors in all Illinois counties except for Cook. Non-respondents received up to three follow-up emails in September and October. We received 33 responses (32.7% response rate).

⁸The decision to exclude Cook County was made in consultation with ICJIA.

Content: Presence of MDTs; Levels of interagency collaboration; Protocols for DV and SA; Treatment options for offenders; Other probation conditions; Judicial case review; Specialized personnel; Specialized risk assessment; Special funding.

Survey of State's Attorney's Offices

Participants: The surveys were sent to elected state's attorneys. Recipients could complete the survey themselves or delegate a knowledgeable assistant state's attorney to complete it.

Format: Initial distribution in hardcopy; online option later provided for non-respondents.

Distribution: Paper surveys were sent out in late September 2011. Non-respondents were sent personalized emails with links to an online survey multiple times in October. Non-responding counties with mid-sized cities that were promising candidates for comparison counties were contacted by phone. Additional contacts, usually assistant state's attorneys, were identified for those counties and emailed requests to complete the online survey. We received 45 responses (a 45% response rate).

Content: We reasoned that the SAO is the most central organization in a county's domestic violence system in the sense that it has direct contact with all of the other major stakeholder organizations. The state's attorney survey was thus the centerpiece of our survey efforts, and is more lengthy than the other three surveys. Some of the topics covered in the survey include:

- Presence of DV advocates and their functions
- Order of protection (OP) procedures
- Presence of an MDT
- MDT procedures and policies
- MDT membership
- Prosecution policies and preferences
- Judicial review policies
- Levels of interagency collaboration
- Causes of dismissed cases
- Rates of charging and prosecution
- Protocols for DV and SA

Survey of Victim Services Providers and PAIPs

Participants: The surveys were sent to the Executive Directors of DV and SA victim services providers in all Illinois counties, and a few agencies in Cook County. The directors of Partner Abuse Intervention Programs (PAIPs) were also surveyed.

Format: Electronic survey; links distributed by email.

Distribution: In October 2011, personalized emails were sent and non-respondents received up to two follow-up emails. We received 45 responses out of 92 agencies contacted (a 49% response rate).

Content: Presence of MDTs; Levels of interagency collaboration; MDT participation; Protocols for DV and SA; Advocacy services; Reasons for dismissed cases; Relationships with other agencies; Frustrations and satisfaction level with criminal justice system and law enforcement; Treatment options for offenders; Co-visits with police; Perceptions of SA and law enforcement procedures; Local procedures for co-occurring abuse involving children; Judicial review policies;

Medical procedures for SA victims. Questions for the survey were developed with assistance from victim service providers at the MDT sites.

Impact Analysis

This portion of the evaluation attempted to determine if having a multidisciplinary team affects the likelihood of particular case outcomes for offenders and the likelihood of receiving particular support services for victims. This analysis will rely on secondary data from two sources: the Criminal History Record Information database (CHRI) and the InfoNet database. CHRI provides information on the processing of *offenders* through the criminal justice system. InfoNet provides information on the services provided to *victims*.

Analyses using CHRI data

This portion of the impact analysis used a quasi-experimental method in which treatment (MDT) sites were compared to control sites both before and after the implementation of the treatment (creation of the MDT). Four types of analyses were conducted using CHRI data:

1. Arrest analysis on DV crimes
2. Recidivism analysis on DV crimes
3. Arrest analysis on SA crimes
4. Recidivism analysis on SA crimes

The CHRI database is organized by an arrest event. A record in CHRI starts with an arrest for a particular crime and follows that arrest all the way through sentencing. A document control number (DCN) identifies each arrest event and is used to link tables in the database. The initial populations for the DV and SA disposition analyses will be different, as outlined below. To examine recidivism, we looked at arrests in years subsequent to an initial arrest. The initial populations were determined by three factors: type of offense, date of offense, and location of offense (county). The initial population of arrest events for the domestic violence analyses was defined as follows:

- Type of offense: Interfering with domestic violence reporting, Violation of order of protection, Domestic battery, Aggravated domestic battery
- Location of offense: State of Illinois, excluding Cook County, with a focus on Peoria, McLean, and St. Clair counties, plus comparison counties selected for the domestic violence analyses
- Time frame: Arrests made from Jan. 1, 2001, through Dec. 31, 2010

The initial population of arrest events for the sexual assault analyses was defined as follows:

- Type of offense: Criminal Sexual Assault, Aggravated Criminal Sexual Assault, Sex Offender Registration Violation
- Location of offense: State of Illinois, excluding Cook County, with a focus on Kankakee County, plus comparison counties selected for the sexual assault analyses
- Time frame: Arrests made from Jan. 1, 2001, through Dec. 31, 2010

As outlined above, most analyses focused on the arrest data. To examine recidivism, offenders who were arrested more than once between 2001 and 2010 were examined.

Statistical analysis of CHRI data

The three MDT DV counties were compared with 14 comparison counties that were selected after analysis of the statewide data. The comparison counties were selected on the basis of demographic similarity to the MDT counties, and on the extent of collaboration among DV providers in the county. Recidivism rates in the three MDT DV counties were compared against rates in the comparison counties.

Analyses using InfoNet Data

The MDTs are designed to improve offender accountability *and* victim safety. The analysis of CHRI data outlined above was designed to address the offender accountability aspects of the evaluation. However, CHRI data do not contain information on victims. The victim safety portion of the evaluation utilized a data set called InfoNet that is used by domestic violence shelters and sexual assault centers and service providers. Unlike CHRI data, InfoNet data is owned by the individual victim services agencies rather than being controlled by ICJIA. Accordingly, permissions from each agency were needed in order to access the data. Some of the research questions that were originally planned to address through InfoNet analysis include:

How does the presence of a funded MDT in a county affect:

- the likelihood of an order of protection being sought or secured?
- the percentage of referrals that come to victim services agencies from law enforcement, prosecutors, or other justice system employees?
- the percentage of victims who are referred *to* law enforcement or prosecutors by victim services agencies?
- the likelihood of victims receiving legal services, legal advocacy?
- the likelihood of evidence photos being taken and held by police?
- the likelihood of victim interviews taking place with prosecutors, legal advocates, or law enforcement?
- the likelihood that the victim participates in the prosecution of the offender?

InfoNet has been around since the late 1990's, but it did not take its current web-based form until 2002. Data in InfoNet is organized by victim ID number and then by case number. A number of criteria were used to narrow the group of individuals for which data were sought:

- Time period: Victims with a "first contact" date from the beginning of 1999 through the end of 2011.
- Presenting issues: Victims who have sought service due to domestic violence (physical, sexual, emotional).
- Victim location: Victims who list a county of residence that includes the three MDT counties (McLean, Peoria, St. Clair), the Sexual Assault county (Kankakee) or one of the comparison counties for either the DV counties or Kankakee county.

InfoNet data is organized by shelter or service agency, not by county or other public boundaries. Thus, it is necessary to first identify the programs that serve individuals in particular counties. In some cases, there may be multiple shelters in a single county. In other cases, multiple counties could be covered by a single shelter. We requested data from 20-25 shelters and service agencies in Illinois.

Data permissions

All programs directly approved data sharing, but access to programs' data was secured through ICJIA because it houses the main database. Working with ICJIA, ILLAPS sent letters to the directors of the relevant programs. The directors were encouraged to contact ILLAPS directly if they had questions about our use of the data.

Data extraction, transfer, and security

The InfoNet data system is designed to provide a high degree of security and anonymity for clients from the outset. Identifying information like victim name or date of birth is never entered into the system. Victim records are linked using a unique identifier that is assigned by the system. The vast majority of tables in InfoNet data concern the needs, services, and justice system contacts of victims. These data are very relevant for our study and were included in the data extraction. However, some tables in InfoNet are largely for site administration purposes (e.g., volunteer records) or concern victim data that are not relevant for our study (e.g., special needs of victim's children). These data were not included in the data extraction.

Data analysis

Analysis of the InfoNet data included both descriptive and inferential statistics. Results in MDT counties were compared with results in non-MDT counties both before and after the time period in which the MDTs were implemented. For some binary outcomes like cooperation with prosecution, logistic regression analyses were conducted to control for non-service factors that may be correlated with the outcome.

Chapter 3 OVERVIEW OF QUALITATIVE FINDINGS FROM ALL SITES

This chapter compares and highlights the similarities and differences across the four MDT programs. It is organized with the three domestic violence MDT programs presented first, followed by Kankakee County’s sexual assault MDT. Data presented here are mostly drawn from more detailed descriptions for each program in Chapters 5 to 8. A description is provided below of how the four sites have used STOP Program funding to address local needs related to service provision for both victims and offenders. Next, in the *Activities/Outputs* section, we describe the activities in which the site is engaged, organized by the seven categories from the program theory logic model framework (Interagency collaboration, Law enforcement, Victim advocacy/services, Prosecution/case processing, Offender accountability (post-conviction), Training, and Community outreach). This section also includes an analysis of differences in implementation across the four sites. Finally, the *Mid-Term Outcomes* section presents our evaluation of the success of each site.

Overview of MDT Programs

As a reminder, the program theory logic models were developed by the evaluation team based on interview data, observation, and review of archival data. The logic models were reviewed by each site at a regular MDT meeting during 2012, and suggestions from those meetings were incorporated to reflect the MDT members’ understanding and perspective on their program theory.

Select Demographics of the Four Sites

In looking at the victim characteristics across the four counties, it was noted that blacks were disproportionately victimized compared to the general population. Table 3-1 illustrates that along with several other key data points.

Table 3-1: Cross County Demographics in 2010

<i>Characteristic</i>	<i>County</i>			
	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
No. of victims served by MDT	1,059	1,454	2,283	146
Percentage of white victims	71%	49%	52%	66%
Percentage of black victims	23%	47%	46%	29%
Percentage of Hispanic victims	8%	3%	2%	6%
Percentage of county population which is black	7%	18%	31%	15%
Percentage of victims age 25-59	72%	60%	60%	16%
Percentage of victims age 18-24	25%	32%	34%	43%

McLean County Domestic Violence MDT

The McLean County domestic violence MDT is comprised of agencies with staff members who are funded through STOP Program funding together with staff who work at unfunded criminal justice agencies. The funded agencies include the Sheriff's Office, the Bloomington Police Department (BPD), the Probation and Court Services Department, the State's Attorney's Office (SAO), and the MDT grant funded victim service agency which in McLean county is *Mid-Central Community Action, Inc./Countering Domestic Violence (CDV)*. In addition, both the Bloomington Police Department (BPD) and the Normal Police Department (NPD) have specialized detectives who handle DV cases. The McLean County MDT functions through two separate quarterly meeting forums – a Steering Committee and the Domestic Violence Multidisciplinary Team. The McLean County MDT is guided by a Steering Committee that consists of the Executive Director of CDV, the BPD chief, the NPD chief, the sheriff, the state's attorney, and the Director of the Probation and Court Services Department. Meetings of the Steering Committee are facilitated by the project coordinator.

Besides the Steering Committee, the MDT also holds quarterly meetings of the MDT. Those quarterly MDT meetings include frontline workers employed by all of the MDT partners, funded and unfunded. These meetings are primarily educational and informational in nature, although they can also serve as the initial venue for discussion of new problems. This group occasionally breaks into subcommittees to plan special events or work on policy matters. Monthly case review meetings are another feature of the McLean MDT. They are attended by the assistant state's attorneys prosecuting DV cases, the BPD detective, the NDP detective, the Sheriff's deputy, the CDV advocates, and the project coordinator to discuss specific cases. The case review meetings were initiated at the suggestion of the current project coordinator, and their purpose is to share information across agencies to make better decisions regarding victim services and offender accountability.

Victim services and demographics

According to the required federal Annual Progress Reports submitted by funded programs, STOP Program funds covered services to increasing numbers of victims in McLean County over the course of the period under study. In 2006, 375 victims were given services; in 2007, 390 victims; in 2008, 762 victims; in 2009, 1,147 victims; and in 2010, 1,059 victims were served by members of this MDT. This marked increase in services to victims between 2006 and 2010 may have resulted from MDT funding. Of the 1,059 victims served in 2010, the majority of victims were white (71%) followed by African-American (23%), representing a disproportionate representation by black victims based on their percentage in the population. Only 7% of the overall McLean county population is black. Eight percent of victims were Hispanic or Latino. By far the greatest number of victims were ages 25-59 (72%), followed by victims ages 18-24 (25%). Nearly 16% of victims were persons with disabilities. Only 18 victims were over age 60 in 2010.

Overview of McLean County MDT activities

The McLean County MDT involves all components of the criminal justice system, including victim services providers and three state-approved Partner Abuse Intervention Programs (PAIPs). The BPD, the NPD, and the Sheriff's Office each have special investigative units for responding to domestic violence cases. STOP Program funding also covers hire-back law enforcement officers for the BPD. Hire-back officers are used for evidence follow-up at the

direction of the specialized DV detective. The SAO provides office space for three legal advocates from the CDV program, including a bilingual advocate. One law enforcement advocate is located at BPD, and the other splits her time between NPD and the Sheriff's Office. The project coordinator is employed through STOP Program funding that is granted by ICJIA to McLean County Court Services.

The MDT in McLean County operates under a collaborative "awareness to action" program strategy. As stated in its 2010 Annual Progress Report:

The foundation for this strategy lies in the awareness that domestic violence is a crime and is to be treated as a crime by the various components of the justice system's response. The action, therefore, constitutes the "pro-arrest" enforcement activities of the police and the "no drop" policy of the State's Attorney's Office, among numerous law enforcement and prosecutor policies now adopted and in force, to hold batterers accountable and to increase victim safety.

Court structure

In McLean County, two judges hear criminal felony DV cases, and one judge hears misdemeanor DV cases. A new judge now hears orders of protection. McLean County also has a DV docket for post-conviction reviews, conducted by the dedicated misdemeanor DV judge, to ensure offenders are complying with the court's orders. The McLean County SAO practices vertical prosecution in DV cases after charging and has 1.6 specialized DV prosecutors. The Probation and Court Services Department has two specialized probation officers paid for by the county. The department assesses domestic violence risk using the Ontario Domestic Assault Risk Assessment (ODARA). ODARA training was offered in 2009, funded by the ICJIA grant, using a cross-training model that included representation from the SAO, public defenders, social service agencies, law enforcement, and probation. Providing this training and adopting ODARA are considered key achievements of the McLean County MDT.

Figure 2 in Chapter 5 shows the McLean County Domestic Violence MDT logic model.

Peoria County Domestic Violence MDT

The Peoria County Domestic Violence Multidisciplinary Team is composed of a Steering Committee and other MDT team members all of whom are funded through STOP. The Steering Committee meets quarterly and is comprised of the sheriff, the chief of the Peoria Police Department (PPD), the Director of the Peoria County Probation and Court Services Department, the State's Attorney, the Chief Judge of the Tenth Judicial Circuit, and the Executive Director of the Center for Prevention of Abuse (CFPA). Of the three DV victim services agencies in this study, the CFPA is somewhat unique. It is the only agency in the state that consolidates services to DV, elder abuse, and sexual assault victims, and also houses the Partner Abuse Intervention Program (PAIP) for batterer treatment.

The MDT meets monthly and is comprised of all funded staff including two ASAs, the PPD specialized detective, the project coordinator, two advocates from the Order of Protection Office,

two probation officers, the Family Violence Intervention Project⁹ (FVIP) liaison, and several victim advocates who are located at the Family Justice Center (FJC). Unfunded community agencies do not attend the monthly DV-MDT meetings. The purpose of the meetings is primarily informational, to discuss issues, new laws, staff changes, or problematic cases. Unlike McLean County, where case reviews are conducted separately, the MDT meetings in Peoria County also serve as case reviews.

One hallmark of the Peoria DV-MDT was the opening of the Family Justice Center in October 2004, directly funded by the STOP Program funds. The FJC is modeled after other one-stop shops in the U.S. Staff at the FJC include a PPD specialized detective and several advocates, described below. The FJC is located directly across the street from the county courthouse. Approximately 65% of rent and utilities for the space are covered by STOP Program funding. The remainder is contributed by the Sheriff's Office. A significant achievement for the FJC was receiving the Partners in Peace Award in 2010. Vice-President Joe Biden presented the award in March at the annual Partners in Peace event, sponsored by the CFPA.

Victim services and demographics

According to the Annual Progress Reports, STOP Program funds provided services to a fairly consistent number of victims over the period under study. In 2006, 1,579 victims were given services, and in 2010, 1,454 victims were served by members of the DV-MDT. Of the 1,454 victims served in 2010, the plurality of victims were white (48.9%) followed closely by African-American (46.8%), representing a disproportionate representation by black victims based on their percentage in the population. Only 18% of the overall Peoria County population is black. About 3% of victims were Hispanic or Latino. By far the greatest number of victims were age 25-59 (60%), followed by ages 18-24 (31.8%). Thirty-four victims over age 60 received services in 2010. The Peoria DV-MDT also saw an increase in the number of victims age 13-17, from 24 in 2008 to 78 in 2010.

Overview of Peoria County DV-MDT activities

The project coordinator reviews police reports daily from the previous day/evening. She assigns intimate partner violence reports (IPV) to the appropriate county or city DV advocate, and non-IPV reports to the SAO DV advocate (e.g., sibling violence, other family members). As the "point person" for the activities of the DV-MDT she regularly talks with DV-MDT members to help ensure cases move along as smoothly as possible.

The victim advocates at the FJC have primary responsibilities related to victim services. The on-site victim advocate from the CFPA is responsible for contacting victims in the City of Peoria, while the DV advocate from the Sheriff's Office handles primarily victims from the county. The DV advocate from the SAO is responsible for contacting victims who have refused services and prosecution. For victims who agree to participate with the prosecution, the SAO office advocate becomes the liaison between the victim and the SAO office. She attends jury trials, pretrial hearings, first appearances, and bench trials or arraignments. The PPD detective has a variety of

⁹ The name of the PAIP program in Peoria. PAIP programs are funded by the Illinois Department of Human Services and provide domestic violence perpetrator services such as assessment, individual and group education, and case coordination with referral sources.

responsibilities, including reviewing incident reports; assessing the adequacy of evidence; contacting patrol officers for additional evidence or going directly to the victim for evidence; videotaping victim statements at the FJC; providing one-on-one training to police officers in teachable moments, when an officer has a question about how to handle a DV case; and accompanying advocates on home visits to victims.

Court structure

Peoria County has a domestic violence court with two specialized DV prosecutors who offer vertical prosecution after receiving the charges from the charging attorneys. One judge hears both misdemeanor and felony DV cases. The court system also conducts a weekly judicial review docket for batterers sentenced to probation. The Peoria County Probation and Court Services Department receives funds for 1.55 FTE domestic violence probation officers. The FVIP liaison is located at the East Peoria CFPA office. She serves as the liaison between the PAIP and the probation department. The FVIP maintains the list of offenders ordered to the program, and sends the list of offenders for that week's docket to the FJC project director, who then sends it to the probation department and the SAO.

Figure 3 in Chapter 6 shows the Peoria County DV-MDT logic model.

St. Clair County Domestic Violence MDT

The St. Clair County domestic violence MDT involves select components of the criminal justice system, victim services providers and three state-approved PAIPs. The MDT has a bifurcated structure, with a Steering Committee (SC) that is supposed to meet quarterly and other MDT members who meet monthly. Steering Committee members include the state's attorney, a representative from the Sheriff's Department, the Executive Director of the Violence Prevention Center of Southwestern Illinois (VPCSWI), and the Director of the Probation and Court Services Department. To date, the Steering Committee has not been operational, but the MDT is in a rebuilding process. Community agencies are not invited to the quarterly MDT meetings.¹⁰ Besides routine information sharing, monthly MDT meetings also serve as case review meetings.

As in Peoria County, a hallmark of the MDT response in St. Clair County is a "one-stop shop" named the Tracey Fogarty Domestic Violence Unit (DVU), in recognition of a victim who was stabbed to death by her husband in 1990. This separate facility for victims was a specific request for STOP Program funding in 2004. At the time called *Project Renee*, the building over the years deteriorated and in 2011, the DVU moved to its present location, approximately three blocks east of the county courthouse. The DVU was renamed and dedicated in October 2011 at an event with a number of speakers present, including U.S. Senator Dick Durbin.

Victim services and demographics

According to the required federal Annual Progress Reports, STOP Program funds covered services to a fairly consistent number of victims in St. Clair County over the course of the period under study. In 2006, 2,831 victims received services; in 2007, 3,105 victims; in 2008, 2,866 victims; in 2009, 2,769 victims; and in 2010, 2,283 victims received services. Of the victims served in 2010, the majority of victims were white (51.8%) followed closely by black (45.9%),

¹⁰ Community agencies do participate, however, in quarterly Family Violence Coordinating Committee meetings.

representing a disproportionate representation by black victims based on their percentage in the population. Only 31% of the overall St. Clair County population is black. Hispanic or Latino victims were a small percentage (2.1%). The greatest number of victims were ages 25-59 (60.1%), followed by victims ages 18-24 (34%). Only 1.7% of victims were persons with disabilities.

Overview of St. Clair County MDT activities

Several staff are co-located at the DVU, including the project coordinator, who is also a part-time prosecuting attorney; two specialized DV assistant state's attorneys (ASAs); two sheriff's deputies; a victim/witness coordinator; the Director of Legal Advocacy for the VPCSWI; and an administrative assistant. The primary responsibility of the two sheriff's deputies is to serve orders of protection, although they are available to transport victims or assist other DVU staff as needed. The DVU serves as a central location for victims to access the prosecutor's office and also victim services, and for local police departments to discuss cases with the ASAs or to interview victims. Four police advocates are co-located at the following police departments:

- Police advocate #1: East St. Louis, Centreville, Cahokia
- Police advocate #2: O'Fallon, Swansea, St. Clair County Sheriff's Department
- Police advocate #3: Fairview Heights (part time)
- Police advocate #4: Belleville (part time)

In addition to DVU staff and co-located advocates, STOP Program funding provides for one full-time specialized probation officer, who is based at the courthouse.

There are 30 local police departments in St. Clair County, together with individual police departments for the Casino Queen (a gambling casino), Southern Illinois University-Edwardsville, Union Pacific, and Scott Air Force Base. When a domestic incident call is received by local police, the patrol officer is dispatched, takes statements from the victim and witnesses, gathers evidence, and then hands the case to a detective to further develop. When the case is ready, the detective makes an appointment with an ASA at the DVU to bring in the case for charging¹¹. Co-located advocates receive a case report at the same time that ASAs learn of the case. Cases brought to the DVU are reviewed by the Director of Legal Advocacy, who follows-up with victims in jurisdictions that do not have police advocates. The intention of the MDT is that all domestic violence cases in St. Clair County will be investigated and when appropriate, prosecuted.

Court structure

St. Clair County has a domestic violence court for misdemeanor DV cases only. Order of protection hearings are conducted by the judge who handles the misdemeanor DV cases. Felony DV cases are dispersed among the four circuit judges who handle a variety of criminal cases. The specialized DV judge also conducts weekly judicial reviews of offenders in a DV diversion program for first-time misdemeanor DV offenders. In these cases, the defendant pleads guilty but the conviction is stayed so long as the defendant attends a PAIP and complies with other

¹¹ Subsequent to site visits, St. Clair County changed its charging processes; detectives now use a new electronic warrant application process through an integrated criminal justice computer system. The ASA then reviews the case and electronically notifies the detective if charges are to be filed.

court-ordered requirements. If the defendant is successful, the conviction will not be entered into his record. These cases are supervised by the judge with the assistance of the SAO. The St. Clair County Probation and Court Services Department receives funds for one FTE probation officer to supervise DV offenders on probation.

Figure 4 in Chapter 7 is the St. Clair County Domestic Violence MDT logic model.

Kankakee County Sexual Assault MDT

The Kankakee County Sexual Assault Multidisciplinary Team (MDT) consists of law enforcement officers, victim service providers, medical personnel, prosecutors, and probation officers who meet monthly to discuss issues related to sexual assault, problem solve, conduct case reviews, network to build relationships, and explore training needs. The funded partners include the Kankakee County Center Against Sexual Assault (KC-CASA), the Sheriff's Office, the SAO, and the Probation and Court Services Department. Unlike Steering Committees in the three DV counties, the Kankakee MDT meets as a unified whole, combining the functions of steering committee and the larger MDT group. All police departments in the county are invited to attend MDT meetings, along with the local Illinois State Police office. Local social services agencies are also invited to attend. The unified protocol for the MDT is based on the Illinois Model Guidelines and Sex Crimes Investigation Manual. The goal of the MDT is to heighten sensitivity to victims of sexual assault and abuse while improving the initial response, evidence collection, victim interviews, victim referrals, and prosecution and conviction rates.¹²

Victim services and demographics

According to the Annual Progress Reports, STOP Program funds provided services to a fairly consistent number of victims over the period under study, figures which are considerably lower than the number of victims served in the three DV counties. In 2006, 202 victims were given services, and in 2010, 146 victims were served by members of the MDT. There was a noticeable drop in the reported number of victims served in 2007 (N=115), which could be due to a change in how the data were collected and reported by the site, or could reflect a true drop in victims served. Of the 146 victims served in 2010, the majority of victims were black (63%) followed by white (26%), representing a disproportionate representation by black victims based on their percentage in the population. Only 15% of the total Kankakee County population is black. Six individuals were Hispanic or Latino. The greatest number of victims were ages 18-24 (43.2%), followed by ages 13-17 (23.3%) and ages 25-59 (16.4%). Two victims were over age 60 in 2010.

Overview of Kankakee County MDT activities

The Kankakee County MDT involves select components of the criminal justice system, including several advocates from KC-CASA, the project coordinator, two specialized assistant state's attorneys, a specialized sheriff's deputy, and 1.5 specialized probation officers. The project coordinator is responsible for setting up and facilitating MDT meetings, facilitating communication between MDT agencies and personnel, preparing required grant reports, and maintaining a local statistical database. She passes along training information to MDT members, and also researches and spearheads efforts to address special problems. In these respects, the

¹²Source: Kankakee MDT 2011 Proposal Narrative, p. 1.

responsibilities of the Kankakee County project coordinator are similar to project coordinators in the three domestic violence MDTs. As a trained advocate, she can also fill the advocacy role when called upon. The STOP Program funding has allowed the probation department to designate one probation officer to handle a strictly sex offender caseload. The Sheriff's Office acts as a resource agency for technical, investigative, and basic law enforcement support and training to the various local law enforcement agencies in Kankakee county.

Court structure

Kankakee County is close to having a misdemeanor sexual assault specialized court. In Kankakee County, two judges handle felony sexual assault cases, but these cases can be heard by other judges if there is a conflict of interest or scheduling conflict. Multiple judges handle misdemeanor SA cases. One judge conducts monthly judicial review of sex offenders on probation. This judge was also part of setting up the Children's Advocacy Center (CAC) and the domestic battery diversion program, and also hears DV cases. Kankakee County has two specialized prosecutors who use vertical prosecution after charging. Juvenile SA cases are heard by the juvenile court judge. The Kankakee County Probation and Court Services Department receives STOP Program funds for one full-time probation officer, and a probation officer with a partial sexual assault caseload is provided through match funding.

Several program elements set the sexual assault MDT apart from its cousin domestic violence MDTs. First, the DV MDTs are primarily focused on intimate partner violence, which generally affects victims who are in their teens or adult years. STOP Program funding is used only for activities affecting victims ages 13 and older. Child sexual assault is recognized as distinct from adult sexual assault, and is within the purview of the statewide network of CACs. The local Kankakee CAC is an active member of the Kankakee Sexual Assault MDT. The Kankakee CAC has its own multidisciplinary team to oversee forensic interviews of child/victims – an MDT that is separate and apart from the MDT that is the subject of this study. The second element distinguishing DV and SA MDTs is the need for trained medical staff to conduct forensic examinations. Between the two hospitals in the county, there is one certified Sexual Assault Nurse Examiner (SANE) nurse. There is also a CAC certification requirement that a physician be trained to conduct pediatric exams and attend case reviews. Finally, sexual assault centers may use volunteers as medical advocates to accompany the victim to medical examinations and police interviews.

Figure 5 in Chapter 8 is the Kankakee County Sexual Assault MDT logic model.

Funding and Staffing

The U.S. DOJ and ICJIA have made a considerable investment in MDT funding. Looking only at the funding for 2011/12, about \$1.6 million was granted to the four sites (Table 3-2). St. Clair County received the most funding, Kankakee County the least funding, and about 45 positions in total across the four sites are funded.

Table 3-2: STOP Program Funding and Funded Staff Levels, 2011/12

<i>Site</i>	<i>Federal</i>	<i>Match</i>	<i>Overmatch</i>	<i>Total</i>	<i>Federally Funded Staffing</i>
Kankakee	\$215,004	\$71,668	\$130,766	\$417,438	6.77 FTE
McLean	\$389,860	\$129,954	\$114,015	\$633,829	11.74 FTE
Peoria	\$430,539	\$143,514	\$172,025	\$746,078	13 FTE
St. Clair	\$523,196	\$174,398	\$131,914	\$829,508	13.62 FTE
TOTAL	\$1,558,599.00	\$519,534.00	\$548,720.00	\$2,626,853.00	45.13 FTE

STOP funds require at least a 25% match. Those funds are shown in the *Match* column in Table 3-1. “Overmatch” are additional funds which localities designate to assist with funding MDT operations that are above and beyond the minimum match requirement. For the most part, match and overmatch funding combined represents salaries for individuals whose salaries are paid from existing local revenues and whose work efforts supplement those of the federally funded MDT staff.

Table 3-3 presents additional detail regarding MDT staffing. The numbers represent full-time equivalent (FTE) positions. Positions marked with an asterisk (*) are *fully* funded through STOP Program funding. Other positions are locally funded. Positions funded for less than 50% time are *not* included in this table. More detailed information on staffing is provided in Chapters 5 to 8. The largest group of staff positions funded through the STOP Program is in the area of victim advocacy/services. Prosecution staff are funded at about half of victim advocacy/services, and the remaining three categories (administrative, law enforcement, and offender accountability) account for about six positions each. We should also note that in function, the law enforcement positions are partly supportive of victim services and partly support prosecution activities. Across sites, the two largest counties, Peoria and St. Clair, have the highest number of victim advocates. Bloomington Police Department in McLean County is unique in using STOP funds for overtime hire-back officers to follow-up with evidence needs. Peoria County is unique in having an FVIP liaison that is responsible for advising the MDT regarding offender progress in treatment. St. Clair County uses match funding to support a bailiff for the domestic violence courtroom, because there is no other security checkpoint. STOP Program funding allows MDT sites to focus resources based on local needs, and this provision results in these cross-site differences.

Table 3-3: MDT Staff Positions Funded at least 50% by STOP Program or Local Match Funding for 2011/12

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>	<i>TOTAL (a)</i>
<i>Administrative:</i>					4.17
Project coordinator	1.0*	1.0*	.50*	1.0*	3.5
Support staff	---	---	.67	---	.67
<i>Law enforcement:</i>					7.56

Specialized DV detective (city police department)	1.0 (BPD)	1.0*	---	---	3.0
Hire-back police officers (Bloomington PD)	1,018 hours/year*	---	---	---	---
Sheriff's deputy	1.0*	---	2.0*	1.0	4.0
Sheriff's deputy overtime	100% of overtime	---	---	100% of overtime	---
Patrol officer, Sheriff's Dept.	---	---	.56	---	.56
<i>Victim advocacy/services:</i>					16.35
Bilingual advocate	.75*	---	---	1.0*	1.75
Victim coordinator, SAO	---	1.0*	---	---	1.0
Court advocates (not law enforcement)	1.0	1.0* (OP Office) .6 (OP Office) 1.0* (FJC) 1.0* (Sheriff)	1.0	1.0*	6.6
Law enforcement/police advocate	1.0* 1.0	---	4.0 (two are part-time)	---	6.0
Director of legal advocacy	---	---	1.0	---	1.0
<i>Prosecution:</i>					8.6
Assistant state's attorney	1.0* .60	2.0*	2.0*	1.0* 1.0	7.6
Bailiff	---	---	1.0	---	1.0
<i>Offender accountability:</i>					7.05
Probation officer	2.0	1.0 .55	1.0*	1.0* .50	6.05
Family Violence Intervention Project (FVIP) liaison	---	1.0*	---	---	1.0

*Indicates position is fully funded by STOP Program.

Activities/Outputs

This section presents a cross-site comparison and analysis of the four MDT's *Activities/outputs*. These activities and outputs were identified from interview data, archival data review, and observation at MDT meetings. The categories correspond roughly with the statutory purpose areas that sites specified in their annual reports: training and victim services (all four sites); having a specialized unit including law enforcement, judges, prosecutors and other court personnel (McLean, Peoria and Kankakee); maintaining core victim and criminal justice services along with new initiatives (McLean and Peoria); assisting victims with immigration issues (St. Clair); implementing police, court, and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women (McLean).

As seen below, the four MDT sites presented slightly different administrative and decision-making structures. This section will describe the similarities and variations in activities and program structures, as well as our assessment of the strengths and weaknesses. This section is organized by the seven program theory categories.

Interagency collaboration activities/outputs

Interagency collaboration is defined in the current study as the various communicative and interactive efforts of MDT members to engage with one another to achieve a more coordinated and effective local response to violence against women. This concept encompasses all aspects of a collaboration: e.g., meeting attendance, informal communications between meetings, sharing information through data systems, etc. In this section, we compare and contrast interagency collaboration activities across counties. Table 3-4 presents eight types of collaborative activities that were observed, and notes whether each was present in a county.

Table 3-4: Interagency Collaboration Activities by County

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1. Ongoing communication among MDT members	Yes	Yes	Yes	Yes
2. Monthly MDT case review meetings	Yes	Yes	Yes	Yes- includes unfunded agencies
3. Seeking external funds for capacity building or MDT sustainability	Yes	Yes	Yes	No
4. Oversight of full time project coordinator	Yes	Yes	No	Yes
5. Cross-training of MDT members	Yes	Yes	Yes	Yes
6. Quarterly Steering Committee meetings	Yes	Yes	No	No
7. Quarterly or monthly MDT meetings with both funded and unfunded partner agencies	Yes	No	No	Yes
8. Access to data system by all funded partners	Yes	No	Yes	No-but has centralized database

Ongoing communication between MDT members

This occurs at all four sites. Each site reported that the presence of the MDT collaboration has greatly facilitated ongoing communication among frontline staff. Interview data strongly support that the MDT structure encourages frontline staff to regularly communicate on cases outside of the monthly or quarterly meetings. Such communication takes place in various formal and informal settings, whether at training or at a community outreach event or by phone or email. The communication is touted as one of the strongest benefits of the MDT. Across sites, stakeholders would comment they felt comfortable “picking up the phone” and “knew who to call” when they had a question.

Monthly MDT case review meetings

This occurs at all four sites and is one of the most substantial benefits of the MDT. MDT funded members are involved in these reviews at all four counties. In Peoria and St. Clair counties, this is a regular part of the monthly MDT meeting. Unfunded partner agencies are not asked to participate in monthly MDT meetings at these sites. In McLean County, separate monthly case reviews are held with only the ASA, law enforcement, and victim services providers. The case reviews in McLean County were spurred by a survey conducted by the MDT project coordinator, and then implemented under the direction of the project coordinator. In Kankakee County, funded and unfunded partner agencies meet together at monthly meetings. The project

coordinator generates a list of open cases by offender name for each police department, and these lists are reviewed at the monthly meeting. Issues related to evidence collection or concerns about the victim's participation are also frequently discussed by the assigned ASA and the relevant law enforcement department.

The case reviews are clearly a major benefit of the MDT. They are discrete activities which improve offender accountability and victim services and when MDT staff participate in these reviews, staff feel like their time is being well used. The case reviews are at the heart of and are made possible by the MDT approach.

Seeking external funds for capacity building or MDT sustainability

Three of four sites engage in this activity. One function of the interagency collaboration is to seek additional external funds to address specific MDT needs that cannot be met with the current STOP Program funding or local match funding. This may involve formal proposal writing to potential funders requesting grant funds, or alternatively, it may involve MDT members more or less informally building on existing community relationships that could lead to financial support of funds or in-kind goods. The Peoria County MDT is a good example of the first type of activity, having secured funding from a private foundation to support two self-sufficiency workers.¹³ An example of the informal type of resource enhancement is in St. Clair County where the MDT was able to secure a considerable amount of new computer equipment through a private business donation. Other MDT sites have also engaged in this type of local fund raising.

An additional aspect of capacity building is to become self-sustaining, either through local funds or continued state or federal funding. Acquiring additional funding to support program sustainability is a challenge for all four sites. Interview data are consistent that the national and state economic recession has had an adverse impact on resources available to MDT member organizations. In at least one case, the victim services provider had to close its doors for several days, and then lay off staff, in order to then reopen and offer services. Corporate and individual giving has also decreased, further impacting victim services agencies. Interview data suggest the current level of funding for the MDTs is considered adequate, but in some cases just barely.

Sustainability is an area in which MDT sites could benefit from training in how to seek corporate funding and individual giving, and how to improve grant writing. This would especially benefit the victim services agencies, as the MDTs themselves are not 501(c)(3) agencies and cannot receive private funding. However, corporate and individual giving can support victim services agencies. The data suggest that the MDT sites need more focus on program sustainability, both to ensure continuing service availability and to support the employment of staff whose jobs rely on STOP grant funding.

Oversight of full-time project coordinator

Three of four sites have a full-time project coordinator, meaning that nearly 100 percent of their time is spent directly on MDT management. Interview data suggest the role of the project coordinator is pivotal to the success of the MDT at all sites. At all four sites, the project coordinator is responsible for overall MDT management; i.e., gathering quarterly statistical and financial data, developing the agenda for SC and/or MDT meetings, running the meetings,

¹³ The workers help address victim's housing and other financial support needs.

responding to ICJIA requests, disseminating information to the membership, responding to requests from MDT member agencies and other community agencies, and other duties as requested by the SC or MDT membership. Each site also has a unique spin on the project coordinator's role. Kankakee and McLean counties have project coordinators who do not have case-level responsibilities. These project coordinators do not review police reports for advocacy purposes or provide direct services, as is the case in Peoria and St. Clair counties. They do serve on several community organization committees and boards, set up training events, and are very active with community activities on behalf of the MDT.

The project coordinators have varying backgrounds. Two of the project coordinators have a background in victim advocacy. One project coordinator has primarily a public sector administrative background. The fourth project coordinator is a practicing prosecuting attorney. In terms of meeting the demands of the job, interview data suggest the background of the individual is less important than the person's ability to manage multiple projects, meet multiple deadlines, comply with complicated and demanding grant requirements, respond to the needs of multiple MDT members, and also be politically sensitive to the demands of persons in authority at both the local and state levels.

The project coordinators in Peoria and St. Clair counties differ in critical aspects from the other two sites. In Peoria County, the project coordinator manages the work of the FJC, but in addition, is responsible for reviewing police incident reports every morning and assigning the cases to the appropriate advocate. Mondays are often particularly busy, due to the volume of incident reports generated over the weekend. Interview data suggest this responsibility prevents this project coordinator from being as actively engaged with community activities as they might otherwise be.

The St. Clair County MDT provides another model for the project coordinator. About 40% of the project coordinator's time is spent on MDT management, and the other 60% is spent actively prosecuting felony DV cases. This is the only site in which an assistant state's attorney was appointed as the project coordinator. Again, it appears this additional responsibility prevents this project coordinator from being as actively engaged with community activities as is the case in Kankakee or McLean counties.

The qualitative data in total suggest the decision regarding which model to adopt for the project coordinator position depends on the goals of the MDT. If the MDT wants to be very visible in the community, and have a project coordinator who is the public face of the MDT, then carrying case level victim advocacy or prosecutorial responsibilities will be difficult. The Kankakee and McLean MDTs have essentially adopted this high community visibility MDT model. The Peoria FJC project coordinator has perhaps the most balanced responsibilities of the four models. Although the Peoria County project coordinator is limited in the number of community meetings she can attend, advocates at the FJC also take on some of these responsibilities. In addition, having case responsibilities provides a certain level of authority or respect for the project coordinator within the MDT. That could be a benefit for the Peoria and St. Clair MDT project coordinators.

However, the part-time project coordinator model in St. Clair County may not be sustainable. Administrative responsibilities for an MDT, especially one with a one-stop facility, are considerable. Further, case prosecutions will always be the priority and are time intensive. Our recommendation is that St. Clair County work with ICJIA to explore other ways to address this issue. The addition of a part-time project assistant to the St. Clair County project coordinator would benefit this site. The assistant would be able to assist the project coordinator with gathering and aggregating quarterly statistics, preparing other grant materials, and responding in a timely manner to requests for information.

Cross-training of MDT members

All four MDT sites have engaged in some cross-training activities. Cross-training in the field of domestic violence was recommended in 1998 by the National Council of Juvenile and Family Court Judges in its recommendations for addressing the co-occurrence of domestic violence and child abuse. The recommendations were included in a publication referred to as the *Greenbook* (Schechter & Edleson, 1999). The *Greenbook* defines cross-training as “a process in which members of one system become exposed to the basic policies and practices of another system through training.” Cross-training offered in multiple and varied forums (formal training events, panel presentations, shadowing, and site visits) can promote empathy and understanding among members (Thies, Hill, & Bernardez, 2007). In Peoria County, victim services staff at the FJC are cross-trained to handle both county and city cases, and also serve as the SAO liaison in the event a staff member is absent. McLean County has conducted several cross-training events, most notably training on use of the ODARA risk assessment instrument. Members of the Peoria and the Kankakee MDTs have attended multidisciplinary conferences on how to develop and strengthen multidisciplinary collaborations. Kankakee, St. Clair and McLean MDT members have used MDT meetings to explore roles and responsibilities of their diverse membership.

Quarterly Steering Committee meetings

Two sites conduct quarterly steering committee meetings. A third (DV) site is in the process of initiating such meetings; Kankakee County does not use a steering committee. McLean and Peoria counties have bifurcated administrative structures, with a Steering Committee (SC) comprised of directors of the various agencies (state’s attorney’s office, law enforcement, victim services providers, judiciary and probation), and a separate multidisciplinary team that included frontline workers. Interview data suggest some benefits to this type of structure. First, the SC can provide the “30,000 foot” view of the MDT’s activities and engage in long-range planning particularly related to funding issues. Second, bringing together these leaders on a regular basis keeps them involved and invested in the MDT, which in turn demonstrates to their staff that this is important work and is taken seriously by their supervisors. Third, problems within the MDT or with the need to develop new protocols can be discussed at regular intervals. There are also benefits of the full MDT meeting separately from the SC. For example, regular MDT members suggested they felt freer to openly discuss problems with cases or even in their offices since the “boss” was not present. This open communication was cited time and again across sites as being critical to the success of the MDT.

The Kankakee County sexual assault MDT does not have a separate SC. This structure evolved from multidisciplinary efforts which took place prior to the STOP Program funding, and stakeholders feel the current structure, without a SC, works for them. This MDT has been in

place for many years and the community is essentially rural. Many members of the MDT know one another from other venues and MDT members often participate in other community meetings where the same individuals are present. Top decision makers from many organizations routinely attend the MDT meetings. However, having a separate SC may help Kankakee County with issues related to involvement by the medical community, by engaging leadership in the MDT's efforts and gradually convincing them of the need to make some changes in hospital policy relating to sexual assault victims.

Quarterly or monthly MDT meetings with both funded unfunded partner agencies

Two of four sites, Kankakee and McLean MDTs, allow unfunded partner agencies to participate in MDT meetings. The benefit of this arrangement is the wider sharing of information and collaboration that can occur with the larger group and the fact that any of those agencies might possess a key piece of information that could help with enhancing victim safety or offender accountability. The disadvantage of the larger group is that issues of victim confidentiality may prevent discussion regarding individual cases. At a third site, St. Clair County, unfunded partners routinely participate in the quarterly FVCC meetings.

Access to data system by all funded partners

Of the four MDT sites, two counties have centralized databases that are accessible by all partner agencies.¹⁴ McLean County criminal justice data are maintained in an online, county-wide case management system called the Integrated Justice Information System (IJIS)¹⁵. IJIS contains offender information that can be tracked through the whole criminal justice system. Law enforcement, SAO, probation, and co-located advocates all have access to the data, with different levels of access. Quarterly statistics to be submitted to ICJIA are gathered in large part from IJIS. St. Clair County has an Integrated Criminal Justice Information System that contains offender and victim information. Specifically, it contains information about the victim, offender, all court documents, the setting where the domestic violence occurred, and criminal histories. The system is accessible to staff of the State's Attorney, Probation Department, Sheriff's Office, and the Director of Legal Advocacy employed by the Violence Prevention Center. Peoria County does not have a county-wide data collection system. Quarterly statistics are gathered from individual MDT members and compiled for submission by the project coordinators.

Kankakee County has a database that is located within KC-CASA which is set up to track over 500 different pieces of information on a case from first recognition of a sexual assault, through conclusion of a case, through probation/parole. It contains detailed information such as how many times there have been continuances on cases, how long a case has been in the system, how many times the victim has been to court, and how many hours advocates have spent in court on a particular case. The database is accessible only at the sexual assault agency (KC-CASA); however, the project coordinator will produce any reports requested by MDT members. In the past, these reports have allowed the MDT to see patterns in judicial rulings and even in a perpetrator's method of operations.

¹⁴ The system in St. Clair County was put in place subsequent to site visits.

¹⁵ Also referred to as EJS, and acronym for the E*Justice System (EJS) software which McLean county uses for its information system.

On the whole, data system access is not an area of inter-agency collaboration where the MDTs have excelled. Greater collaboration would be useful for at least two reasons: to better monitor and improve program operations, and to more easily and accurately meet STOP program and ICJIA reporting requirements. As to the first goal, a well-designed MDT system could be used by MDT partners to more effectively share information about offenders and victims. If well designed, such a system could also be used to track progress towards outcome achievement.

Regarding the second issue, the absence of such systems may contribute to the substantial data issues that are noted throughout this report with respect to the data that were transmitted quarterly by the sites to ICJIA, and then annually by ICJIA to the Department of Justice. From our review, it is unclear to what extent the sites, ICJIA and/or federal reviewers were carefully monitoring the data in the annual progress reports. As noted at several points in this report, some of those data seemed to be simply in error.

The data follow the nationally prescribed format for grantee reports for the Office on Violence Against Women, Annual Progress Reports. The data are in fact directly submitted to the *Muskie School of Public Service*, University of Southern Maine, which is funded by the DOJ's Office on Violence Against Women to maintain a national reporting system of sorts, called the *Measuring Effectiveness Initiative*. State grantees of STOP funding -- such as ICJIA -- are required to submit annual progress reports. The annual report data -- mostly from 2005 to 2010 -- are the data which turned out to be so problematic in this report. STOP program subgrantees (the four sites) are responsible for completing quarterly whatever subsections of the federally mandated annual report are applicable to them. ICJIA then draws from the quarterly reports for each site and prepares a single annual report for each site.

It could be a future benefit to the Illinois sites were ICJIA to develop a new data system that could be used by all sites to expedite and improve data reporting. Such a system would be in addition to -- not instead of -- a system like the McLean county EJIS system.¹⁶ The new system could be hosted by each site's project coordinator's host agency and would then be used to improve the ability of the MDT to monitor its own progress towards key goals, and to develop standardized and accurate data reports that meet the *Muskie* reporting requirements.

Operational day-to-day real time reporting systems such as EJIS seem to have their own rewards, as well as costs. For an MDT, which has information about both victims and offenders, issues of appropriateness of data sharing must be addressed. Victim data are very sensitive and local decisions about data sharing would vary, perhaps by securing written consent of victims. However, sites are encouraged to tackle these issues and to develop their own new systems similar to the EJIS, if possible.

Law enforcement activities/outputs

Law enforcement plays a key role as a gatekeeper to the criminal justice system. The response to the victim by law enforcement officers at the initial call may mean the difference between a victim seeking services or trying to deal with the violence on her own. The Illinois Domestic Violence Act of 1986 (750 ILCS 60/301.1) requires that:

¹⁶ In Peoria County, a shared system is also used by the Sheriff, Probation Department and SAO.

Every law enforcement agency shall develop, adopt, and implement written policies regarding arrest procedures for domestic violence incidents consistent with the provisions of this Act. In developing these policies, each law enforcement agency is encouraged to consult with community organizations and other law enforcement agencies with expertise in recognizing and handling domestic violence incidents.

Participation in some type of community coordinated response is a benefit to law enforcement in complying with this law. In this section, we compare and contrast activities conducted by law enforcement as members of the MDTs. Table 3-5 presents five types of law enforcement activities that were found to exist and notes whether or not they were present in each county.

Table 3-5: Law Enforcement Activities by County

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1. Provide transportation for victims to court hearings	Yes	Yes	Yes	Yes
2. Evidence quality control and follow-up activities	Yes	Yes	No-but is part of prosecutorial case management	Yes
3. Assist in training of patrol officers in initial response protocols and provide on-the-job training and feedback	Yes	Yes	No	Yes
4. Accompany advocates on home visits	Yes	Yes	No	No
5. Interview victims at co-located facility	Yes	Yes	Yes	No

Provide transportation for victims to court hearings

All four MDT sites report that law enforcement MDT members are available to provide transportation to court for victims if necessary. While the victim may have her own transportation, or be able to secure transportation through friends or family, having law enforcement transportation has the benefit of providing a measure of safety for the victim from the offender’s friends or family. This provides a greater comfort for the victim and, theoretically, increases the likelihood she will participate with the prosecution. Other ways to provide transportation is to pay for bus service or cabs, or pay for parking.

Evidence quality control and follow-up activities

Three sites report that quality control of evidence and follow-up activities related to evidence are important activities of the law enforcement MDT members. Specialized investigators in McLean and Peoria counties review evidence brought in by patrol officers and coordinate follow-up. In McLean County, follow-up activities are conducted by hire-back officers for the Bloomington PD; Normal PD has an investigator funded by the county. The co-located investigator at the Peoria FJC coordinates follow-up activities. In St. Clair County, the Domestic Violence Unit (DVU) ASAs work with local law enforcement from the various city departments to gather additional evidence as needed. The St. Clair County MDT, led by the SAO, has developed an evidence checklist for law enforcement to be used at the initial report and then for evidence

follow-up. St. Clair County is currently training police departments on the use of these checklists.

Assist in training of patrol officers in initial response protocols

This occurs in three of four counties. In Kankakee, McLean, and Peoria counties, specialized law enforcement detectives assist with training patrol officers in responding to domestic violence calls. These calls are considered to be among the most difficult and frustrating (see Horwitz, et al., 2011). Using specialized investigators in this manner is beneficial as they are perceived by patrol officers as having “been there, done that,” with the legitimacy of a seasoned law enforcement officer. The specialized officers are also available to provide immediate feedback to a patrol officer, providing constructive criticism or positive feedback to a patrol officer following an incident call. In addition, through interactions with patrol officers, the specialized investigator can bring problems on the street back to the MDT. The St. Clair County MDT does not have specialized investigators; therefore, training for patrol officers is being conducted by a team that typically includes the state’s attorney, the project coordinator, and an advocate.

Accompany advocates on home visits

Two sites report that specialized law enforcement officers accompany advocates on home visits to victims. In Peoria County, the specialized investigator is available to accompany advocates on home visits, and the Sheriff’s Department will also provide that service. Advocates also do home visits in McLean County. St. Clair County does not have specialized investigators, and generally, advocates there do not make home visits due to safety concerns.

Interview victims at co-located facility

This occurs in two of the four MDT programs. The objective of minimizing the number of interviews a victim must complete, and thereby reducing secondary victimization, is an integral component of all three DV MDT programs. In McLean and Peoria counties, this means a victim can speak with a specialized detective and a victim advocate at either the police department (in McLean County), or at the FJC (in Peoria). In St. Clair County, this means the victim can speak with both an ASA and an advocate, and occasionally also with a law enforcement officer, at the same facility. Minimization of victim interviews is a key aspect of the long-standing MDT model for child sexual abuse (Jones, Cross, Walsh, & Simons, 2005).

The co-location that is part of the MDT model may be thought of as a force multiplier: more work can be accomplished without a corresponding increase in resource expenditures because the resources that exist are used more efficiently (Hurley, 2005). For example, it is not difficult to imagine a situation in which a victim is talking with an advocate but has questions about prosecution. In St. Clair County, the advocate can walk down the hall and get an answer to the question. Several stakeholders commented that law enforcement officers and ASAs sometimes do not have time to talk at length with a victim. If a victim is in crisis and the ASA and law enforcement staff members are unavailable, that person can be walked down the hall to an advocate for assistance. Although the Peoria County FJC does not have an ASA on site, both the SAO advocate and the project coordinator would typically be able to respond to prosecution-related questions, and the SAO is literally across the street. This greater coordination resulting from co-location may result in more victim participation with prosecution of the offender.

Victim advocacy/services activities/outputs

As discussed previously, providing advocacy and services to victims has been a primary focus of the four MDTs. In this section, we describe similarities and differences in victim advocacy and services. Table 3-6 presents three types of victim advocacy activities that were found to exist, and notes whether or not they were present in each county.

Table 3-6: Victim Advocacy / Services Activities by County

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1. Domestic violence / sexual assault advocates provide case management services (OP services, safety planning, court accompaniment, home visits, lethality assessments, education, keeping victims apprised of case status, hearings, logistical support, etc.)	Yes	Yes-at FJC	Yes-at DVU	Yes-and medical advocacy
2. Bilingual advocate provides support for Spanish-speaking victims	Yes	No	Yes	Yes
3. Daily review of police reports and assignment of victim cases	Yes	Yes, assign victims to advocates	Yes	Yes

Domestic violence advocates provide case management services (OP services, safety planning, court accompaniment, home visits, lethality assessments, education, etc.)

Advocates at all four sites provide a wide range of services. These include assisting victims with preparing order of protection paperwork, conducting lethality assessments and safety planning, accompanying the victim to court hearings, making home visits as needed, and educating victims about the cycle of abuse. Advocates may also provide self-sufficiency training related to maintaining a bank account, resume development, or getting an apartment. The primary difference between the sites is that in Peoria and St. Clair counties, some or all of these activities are conducted at the one-stop facility (the FJC in Peoria County, the DVU in St. Clair County). Both the FJC and the DVU are organizationally tied to the local victim services agency. In Peoria County, the CFPA co-locates an advocate at the FJC. In St. Clair County, the Director of Legal Advocacy is located at the DVU, but victims can be referred to the victim/witness coordinator or to advocates at the Violence Prevention Center of Southwestern Illinois (VPCSWI). In Kankakee County, advocates from KC-CASA provide counseling as well as legal and medical advocacy, accompanying victims both to court and to medical exams. MDT funding should increase the breadth and quality of services being provided, and the service should be provided more timely. This is because all actors in the MDT are communicating effectively and victim needs are assessed and addressed more quickly. Further, the enhanced advocate position funding provides additional manpower for victim services.

Bilingual advocate provides support for Spanish-speaking victims

This activity occurs in three of four MDT sites. All sites except Peoria County have a bilingual advocate available for Spanish-speaking victims. The Kankakee SAO has two Spanish-speaking ASAs, and KC-CASA has two bilingual advocates. Although census data suggest these communities are not growing in Hispanic populations disproportionately, the fact that victim services agencies are seeing more of this population supports the need for Spanish-speaking staff. Across the sites, several stakeholders commented that forms still needed to be translated into Spanish.

Daily review of police reports and assignment of victim cases

This occurs in three of four of the MDT programs. The activity is related to the role and responsibilities of the project coordinator. In Peoria County, the project coordinator is specifically assigned to daily review of police reports and assignment of victim cases to FJC advocates. The on-site Director of Legal Advocacy in St. Clair County reviews all police cases and then refers cases to advocates in the field or at the VPCSWI.¹⁷ While the two one-stop centers in Peoria and St. Clair counties seem to provide consistent and timely responses to victims, McLean County is also providing timely response to victims through co-located domestic violence advocates placed at police departments. The co-located advocates review police reports daily. Our review of the data suggests that co-location of staff is the key to more effective service provision, whether it is based in one building or at several physical facilities.

KC-CASA advocates provide case management services and counseling to victims, accompany victims to court, and stay with victims at the hospital or other medical settings. A major difference for this site is that KC-CASA is the existing victim services provider for sexual assault victims for the whole county. Other services are offered at their own agencies -- the local police department, the SAO, the Sheriff's Office, etc. While there is no effort to co-locate professionals in Kankakee County, the MDT functions well under its current structure in terms of fostering inter-agency communication. Rape crisis centers generally do not have the same flexibility with respect to co-location as domestic violence centers because of state statutes which protect the confidentiality of victim communications with rape crisis center workers. The key to collaboration without co-location is for agencies to stay focused on restoring the victim and holding the offender accountable. Through this focus, agencies should set aside organizationally self-interested decision making and instead resolve any differences that might arise, keeping the interests of the victim always in mind.

Prosecution/case processing activities/outputs

Another key objective of the MDTs is to increase the proportion of arrested offenders who are subsequently prosecuted and convicted. Specialized prosecutors and vertical prosecution, together with dedicated domestic violence courts, have been implemented at the three DV sites. This section provides comparative detail regarding the prosecution-related activities undertaken by the MDTs. Table 3-7 presents five types of prosecution activities that were found to exist, and notes whether or not they were present in each county.

¹⁷ Review of police reports in St. Clair County is also done routinely by the project coordinator in her role as an ASA. Her review is for charging and assignment of the case to one of the available ASAs.

Table 3-7: Prosecution Activities by County

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1. Vertical prosecution	Yes	Yes	Yes	Yes
2. Evidence quality control and follow-up	Yes-at case review meetings	Yes-MDT meetings	Yes-MDT meetings and personal communication	Yes-MDT meetings
3. Collaborate with advocates who provide services to support victims during prosecution (activities including scheduling reminders, transportation, arranging child care, etc.)	Yes	Yes	Yes	Yes
4. Specialized assistant prosecuting attorneys able to stay up-to-date on evolving law and policy	Yes	Yes	Yes	Yes
5. Operation of specialized domestic violence or sexual assault court with specialized judge for select cases	Yes	Yes	Yes	No

Vertical prosecution

This occurs in all four sites. With vertical prosecution, one attorney takes the case either at charging or after charging and then prosecutes the case throughout. Vertical prosecution is defined by Ford & Breall (2003) as having a single prosecutor work on a case from screening through case settlement. This suggests that vertical prosecution would only apply if the case were charged and then prosecuted by the same prosecutor. We believe this definition is too limited, and argue that vertical prosecution should also apply if a prosecutor handles a case after charging to its conclusion. Peoria, Kankakee, and McLean counties have a charging attorney who assigns cases for prosecution. St. Clair County ASAs generally charge and prosecute DV cases.

There are multiple benefits of vertical prosecution. Vertical prosecution allows a prosecuting attorney to become more familiar with the victim and her concerns, and be able to coordinate services with advocates. The victim benefits because she knows who to call about her case and can hopefully develop a level of comfort and confidence with the prosecutor. When vertical prosecution is carried out by specialized prosecutors, the prosecutor becomes an expert about both the dynamics of domestic violence and evidentiary issues, and becomes a resource within the prosecuting attorney’s office for other prosecutors who may occasionally be required to prosecute a DV case.

Evidence quality control and follow-up

The involvement of the SAO in evidence quality control and follow-up occurs at all four sites. Interview data suggest the MDT collaboration facilitates prosecution of the offender through enhanced communication between the ASA and law enforcement. In McLean, Peoria, and Kankakee counties, law enforcement officers and ASAs participate in regularly scheduled MDT meetings. Prosecutors in these sites consistently stated they felt comfortable calling their law

enforcement MDT counterpart to discuss evidence follow-up. In St. Clair County, law enforcement officers have not been meeting with the MDT. However, law enforcement agencies meet at the DVU with the ASA prosecuting the case, so professional relationships are developed.

Collaboration with advocates to provide services to support victims during prosecution activities including scheduling reminders, transportation, arranging child care, etc.

Collaboration between the SAO and victim services to enhance services to victims during the prosecution process occurs at all four sites. Advocates at all sites support victims during the prosecution process in a variety of formal and informal ways. Formally, advocates provide the case management and counseling services described previously. Theoretically, these activities not only help the victim to heal, but also encourage the victim to continue with prosecution of the offender. Interview data suggest that advocates also informally engage with the victim to arrange transportation or child care during court hearings, help with resume development, etc. Although there may be no measure of the impact these services have on victims, we believe these “small,” informal activities may be of great assistance to victims who may have no other reliable resource. In addition, ASAs prosecuting these cases know they can call upon the advocates to assist a victim, as a result of the relationships built through the MDT.

Operation of specialized domestic violence or sexual assault court with specialized judge

To provide some background on domestic violence courts, a recent national study of criminal domestic violence courts defined those courts as “courts that handle domestic violence cases on a separate calendar or assign domestic violence cases to one or more dedicated judges or judicial officers” (Labriola, Bradley, O’Sullivan, Rempel, & Moore, 2010).¹⁸ The study found considerable variation across the 208 courts studied. One of the most highly regarded courts is the Brooklyn (New York) Domestic Violence Court. The features of this court include an immediate response to domestic violence; enhancing victim safety by assigning each case to a victim advocate, and other features.¹⁹ Sack (2002) defined a domestic violence court as one in which a specialized caseload is handled by dedicated judges and court staff and linked to key partners such as victim advocacy groups.

By these criteria, the three domestic violence MDT sites could be considered to have a domestic violence court. In Peoria County, misdemeanor and felony domestic violence cases are heard by the same judge. A Domestic Violence Division of the SAO supports these cases through improved evidence quality, gathering witness statements and photographs, meeting with the victims, and other activities. There is also a weekly judicial review of batterer cases on probation in Peoria. In McLean County, one judge hears most criminal felony cases, and one judge hears misdemeanor DV cases. A new judge now hears orders of protection. McLean County also has a DV docket for post-conviction reviews, to ensure offenders are complying with the court’s orders. St. Clair County has a domestic violence court for misdemeanor DV cases only. Order of protection hearings are conducted by the same judge, as are weekly judicial

¹⁸Available at <https://www.ncjrs.gov/pdffiles1/nij/grants/229659.pdf>.

¹⁹Other features included accountability through scrutiny of the defendants’ compliance with court orders and frequent court appearances; consistency through case assignment to a single judge; increased information-sharing and coordinating among criminal justice and community-based service agencies through ongoing meetings; and use of customized technology. See <http://www.courtinnovation.org/project/brooklyn-domestic-violence-court>.

reviews of offenders in the DV diversion program. Felony DV cases are dispersed among the four circuit judges who handle criminal cases.

The Kankakee County court structure has some of the characteristics of a domestic violence specialized court. Two judges handle felony sexual assault cases, but these cases can be heard by other judges if there is a conflict of interest or scheduling conflict. However, one judge primarily handles misdemeanor SA cases. This judge also holds monthly judicial review of sex offenders on probation.

Specialized assistant prosecuting attorneys able to stay up-to-date on evolving law and policy
 This occurs at all four sites. The ability to stay up-to-date on evolving law and policy related to prosecuting DV and SA offenders is one of the strongest benefits of having specialized prosecuting attorneys. This is applicable as well to specialized law enforcement or specialized probation. However, prosecuting attorneys must be current on state, federal, and case law that can immediately affect cases they are prosecuting. Larger prosecuting attorney offices may be able more easily to move ASAs into specialized positions for a number of offenses, from DUI to DV to homicide. Smaller prosecuting attorney offices will find such specialization more difficult since they have fewer staff. Therefore, smaller MDT sites may want to consider seeking funding specifically to hire an ASA who can specialize in DV or SA cases. As an example of this, Kankakee County was experiencing an extensive backlog of SA cases due to lack of manpower prior to the MDT funding. The STOP Program funding allowed the SAO to hire an attorney to specialize in SA cases and address this backlog.

Table 3-8 provides a summary of prosecutions and convictions for 2006-2010, averaged across sites. Raw numbers from which these figures were drawn are presented in tables in Chapters 5 to 8.²⁰ Again, the reader is reminded that – while care was taken to secure the most accurate data possible -- reporting errors in the raw data used for Table 3-8 were substantial and these findings should not be considered a definitive representation of cross-county prosecution effectiveness.

Table 3-8: Prosecution Statistics by Site for 2006-2010

	<i>McLean County</i>	<i>Peoria County</i>	<i>St. Clair County</i>	<i>Kankakee County</i>
(A) Average number of MDT-funded specialized assistant state’s attorneys from 2006-2010	1.6	2.2	1.6	2
(B) Average number of DV/SA/Stalking incidents referred yearly by law enforcement to prosecution 2006-2010	(c)	1,101	1,483	53
(C) Average percentage of DV/SA/Stalking cases accepted for prosecution per year from 2006 to 2010	57%	42%	26%	62%
(D) Average percentage of cases convicted	(c)	58%	50%	75%

²⁰ The reader should consult the detailed year-by-year tables in the program Chapters to get a better sense of the large amount of unexplained variation from year to year and the extent to which reporting errors may yet be reflected in these figures.

from 2006 to 2010	(c)			
(E) Average number of convictions per year per funded FTE prosecutor from 2006 to 2010 (b)	318 (c)	123	130	13 (a)
(F) Convictions per 10,000 population from 2006 to 2010	90 (c)	73	39	7
<i>Source:</i> Annual Progress Reports from ICJIA to DOJ on STOP grants.				
(a) Only 2008-2010 data were available.				
(b) An example of how this is computed is drawn from Peoria County where there were a total of 1,351 convictions over the five years, producing an annual average of 270. That figure was then divided by the 2.2 FTE assistant state's attorneys.				
(c) Only 2008 to 2010 data useable in McLean county				

At the three DV sites, about 1,300 incidents of domestic violence were reported annually, on average, with Peoria County at the low end and St. Clair County at the high end. The counties appear to vary substantially in accepting a case for prosecution. McLean County was at the high end of the DV counties, where 57% of cases were pursued, while St. Clair County was at the low end, where only 26% were prosecuted (row C). The conviction rate was lowest, at 50%, in St. Clair County, and highest at 58% in Peoria County. Higher conviction rates in some counties could have resulted from a decision to prosecute only when the available evidence was quite compelling, while lower rates in other counties may have resulted from a decision to pursue riskier cases. Row E presents the number of convictions per funded prosecutor, and ranges from a low of 123 in Peoria County to a high of 318 in McLean County. Finally, row F presents convictions in relation to the overall county population, and ranges from a low of 39 per 10,000 persons in St. Clair County to a high of 90 in McLean County. Since the MDT in Kankakee County is specific to sexual assault and handles so many fewer cases than in the three DV counties, the comparisons between Kankakee County and the other three counties are of limited use. Again, the reader is reminded that these findings should not be considered a reliable representation of cross-county prosecution effectiveness.

Offender accountability (post-conviction) activities/outputs

Probation officers are key members of the MDT in all four sites, since a majority of offenders receive a community sentence and are supervised by probation. In Illinois, probation is a function of the judicial branch while parole is part of the executive branch. Probation officers monitor offenders serving probation sentences, and provide key information to other MDT members regarding the progress of offenders. This section compares and contrasts MDT activities related to offender accountability. Table 3-9 presents three types of post-conviction activities and notes whether or not they were present in each county.

Table 3-9: Offender Post-Conviction Activities by County

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1. Specialized probation officers provide supervision	Yes- county funded	Yes	Yes	Yes
2. PAIP / sex offender treatment providers report to probation on offender progress in treatment	Yes	Yes-has	Yes	Yes

		FVIP liaison		
3. Judicial review docket	Yes	Yes	Yes	Yes

Specialized probation officers provide supervision

All four of the MDT sites have specialized probation officers to supervise domestic violence/sexual assault offenders. In McLean County, two officers are funded by the county, although they were originally funded in the late 1990s through a grant. Kankakee, Peoria, and St. Clair counties each have one specialized probation officer for DV or SA cases funded through the STOP Program. Peoria and Kankakee counties also have one part-time probation officer funded through match.

Table 3-10 provides data from the Annual Progress Reports regarding probation activities for calendar year 2010. McLean County reported the highest number of contacts per offender for all three types of surveillance (face to face, telephone, or unscheduled). In all four counties, face to face contact was the primary mode of contact, followed by phone contacts, with unscheduled visits occurring least often. St. Clair County reported the lowest number of contacts per offender in face-to-face meetings and unscheduled surveillance. Additional research would be needed to clarify which offenders receive which form(s) of supervision (i.e., lower risk vs. higher risk) and how decisions are made about the frequency and type of contact.

Table 3-10: Probation Activities by County for CY2010

	<i>Kankakee</i>	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>
Number of MDT probation officers	1.5	2.0	1.55	1.0
<i>Face-to-face meetings with offenders</i>				
Number of offenders ordered to have face to face meetings	127	191	510	932
Number of face-to-face meetings	1,073	1,617	1,451	1,781
Contacts per offender	8.4	8.5	2.8	1.9
<i>Telephone contacts with offenders</i>				
Number of offenders ordered to have telephone contacts	83	191	499	489
Number of telephone contacts	185	1,127	643	786
Contacts per offender	2.2	5.9	1.3	1.6
<i>Unscheduled surveillance of offenders</i>				
Number of offenders ordered to have unscheduled surveillance	10	191	282	27
Number of unscheduled surveillance events	17	360	346	31
Contacts per offender	1.7	1.9	1.2	1.1
<i>Source: MDT Annual Progress Reports; however, McLean “number of offenders” counts provided by MDT: same offender counts used for all contact types.</i>				

PAIP / sex offender treatment providers report to probation on offender progress in treatment

This occurs in all four sites. In the three DV counties, PAIP providers provide batterer intervention services, while in Kankakee county, sex offender treatment providers work with sex offenders. All of the sites maintained contact with treatment providers through members of the MDT team; however, only in Peoria County is this activity funded by the STOP Program. In Peoria County, the FVIP liaison is located at the East Peoria CFPA office, which is the PAIP provider for the area. She serves as the liaison between the PAIP and the probation department. Due to the large number of PAIP providers serving Peoria County, compared to the other sites, using STOP funding for this specialized position is appropriate. The FVIP maintains the list of offenders ordered to treatment, and sends the list of offenders for that week's judicial review docket to the FJC project director, who then sends it to the probation department and the SAO. The position of FVIP liaison has been funded since the initial grant in 2004. The other MDT sites do not have a position funded to track offender progress. However, unfunded agencies providing services to the offender routinely report back to probation officers regarding offender progress.

From interviews at one site we learned about an issue relating to meetings attended by the treatment provider with a judge prior to the weekly judicial review docket for batterers. Treatment providers suggested that time spent waiting around the courthouse, when they are not able to hold reimbursable groups or counseling, is problematic. While providers could submit written updates in lieu of in-person meetings, it was felt that in-person reports by the treatment provider were by far the best mechanism to give the judge the full picture of the batterer's attitude from the perspective of the treatment providers who work so closely with offenders. Possibly additional positions such as the FVIP liaison in Peoria County could help out with this dilemma: the liaison may be able to participate in the judicial reviews in lieu of the treatment providers, provide rich data on the offender, and not take treatment providers away from their core (and reimbursable) work.

Judicial review docket

This occurs in three of four sites. McLean and Peoria counties conduct weekly judicial reviews of offender cases. In Peoria County, the review is conducted by the judge assigned to the DV Court. In McLean County, these may be conducted by a felony judge or a misdemeanor judge. All batterers currently serving probation are subject to review, depending on the provisions of the court order. A weekly judicial review for batterers specifically in the domestic violence diversion program is held in St. Clair County, which is a separate function from the MDT.

The sex offender judicial review docket in Kankakee County is held the first Wednesday of every month. The specialized probation officers advise the court of the status of each sex offender who is serving a probation sentence. If the probationer is not showing up or has violated a court order, the judge will address the offender and there may be a violation of probation filed with the SAO for a revocation of probation. If the probationer is doing well, he may not need to attend the court review every month.

Training activities/outputs

The MDT sites have used STOP Program funding to conduct training opportunities, described below. This is an appropriate and important use of STOP Program funding, in terms of

enhancing services to victims and also fostering a “team” culture within the MDT. Activities in this section include those in which STOP Program funding has been used to send MDT members to training conferences and events, rather than the collaboration providing training internally. Table 3-11 presents two types of training activities that were found to exist, and notes whether or not they were present in each county.

Table 3-11: Training Activities by County

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1. Send MDT members to multidisciplinary training	Yes	Yes	No	Yes
2. Send MDT members to professional training	Yes	No	No	Yes

Send MDT members to multidisciplinary training

Three of the MDT sites report they have used STOP Program funding to send teams to training. Multidisciplinary training describes training events at which teams of participants are trained together. Peoria County sent a team to view the San Diego FJC during the process of designing their FJC. All stakeholders commented that this was an opportunity to learn something new while at the same time learning more about each other’s responsibilities and concerns related to responding to domestic violence. The McLean County MDT participated in multidisciplinary training related to the ODARA, again providing an opportunity for participants to more thoroughly understand the work and challenges faced by other members of the team. The Kankakee County MDT has organized multidisciplinary trainings around SANE training, with trainers brought to the area using non-STOP Program funds. Clearly, the ability to send a team to an off-site location has benefits. However, in a time of economic pressures, organizing multidisciplinary training on-site has the benefit of being less expensive and possibly bringing more people to the training. Interview data suggests that funding for training has dropped over the years, and stakeholders suggested this benefit has been missed.

Send MDT members to professional training

This occurs in two of four sites. Interview data indicate the McLean County and Kankakee County MDTs have used their STOP Program funds to send MDT members to professional training related to domestic violence and sexual assault. For example, training for probation officers has provided a perspective on the victim’s concerns and issues, thus encouraging probation officers to discuss victim needs at MDT meetings – which is not the usual role for probation officers. Probation officers have also attended sex offender training.

Community outreach activities/outputs

Our definition of *community outreach* encompasses all activities that are conducted by MDT members that attempt to “reach out” to their communities. It would be fair to say that most of the organizations on MDTs were involved with community outreach prior to participating on the MDT, as part of their regular services. Victim services providers and law enforcement have been especially visible in school settings, but other MDT members (such as probation or an assistant state’s attorney) may engage in a community presentation by special request or as part of a law-related education activity. We can only touch briefly on some of the community outreach activities in which the MDTs are involved. However, we should also note that several

stakeholders across sites commented they engage in each other’s outreach activities, which may in fact be a result of their participation on the MDT. Table 3-12 presents two types of community outreach activities that were found to exist, and notes whether or not they were present in each county.

Table 3-12: Community Outreach Activities by County

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1. Engage in community presentations at schools, hospitals, and other venues	Yes	Yes	Yes	Yes
2. MDT members participate in each other’s outreach activities	Yes	Yes	Yes	Yes

Engage in community presentations at schools, hospitals, and other venues

This occurs in all four sites. Interview and other data suggest that all of the MDT sites participate in community presentations at various local venues. The McLean County and Kankakee County MDTs are particularly active in this regard, perhaps due to the structure of the project coordinator’s responsibilities previously discussed. McLean County has collaborated with partner agencies and local businesses on community outreach activities such as *It’s Time to Talk Day*, with the FVCC. In addition, the MDT spearheads the annual blood drive and *Empty Place at the Table* during National Crime Victims’ Rights Week. The Kankakee MDT engages in activities primarily through KC-CASA, the sexual assault services agency, which houses the project coordinator and sexual assault advocates. Community outreach is part of the mission of this agency. Similarly, the Violence Prevention Center (VPCSWI) in St. Clair County and the CFPA in Peoria County engage in school presentations and other community activities as part of their organizational mission. The MDTs in these two counties are intertwined in some ways with these victim services providers, so when a VPC advocate goes to a school, for instance, she is also representing the MDT.

There are two types of community activities. The first type of activity is specifically focused on a target audience, such as a school classroom, a senior citizen center, or a YMCA meeting. The second is targeted at the general community, and is more likely to include the MDT leadership and even political figures; for example, Vice-President Biden presenting the Partners in Peace Award to the FJC in Peoria. These events frequently serve as media events. Both types of activities support the work of the MDT. The first type of activity is designed to educate and sensitize the audience to the needs, concerns, and dynamics of domestic violence, stalking, and sexual assault. These activities can result in individuals coming to the speakers and divulging victimization. The second type raises awareness in the community regarding violence against women, with goals such as increasing donations or volunteering, or changing attitudes among potential jurors. Therefore, we believe it is appropriate and even necessary that the MDT actively create opportunities for these types of community outreach.

MDT members participate in each other’s outreach activities

This occurs in all four sites. This community outreach activity reflects the MDT members’ support of each other. An example is the *Walk In Her Shoes* activity for sexual assault in Kankakee County, in which men walk in women’s shoes. Some male MDT members

participated in this activity. MDT sites that have been together for a lengthy period of time, with less turnover, were more likely to engage in each other’s outreach activities. It should also be noted that if leaders of these organizations turn out for activities, this increases the likelihood that frontline workers will also turn out. Clearly, no one can participate in every activity; however, such participation can have substantial benefits in terms of understanding other members’ perceptions, their work challenges, and even developing ideas for improving MDT services.

Law enforcement officers have been involved with community outreach activities for many years, although it is fair to say the majority of these activities have revolved around school prevention activities. Nevertheless, acting on behalf of the domestic violence or sexual assault MDT is conceptually and in practice similar for law enforcement. Conceptually, the MDT is focusing its outreach efforts on a general audience through primary prevention activities, even though the primary goals of the MDT are secondary or tertiary (i.e., providing a victim with services after the violence and holding the offender accountable for the violence). When the MDT engages in community outreach, its members may be approached by adults who have been victimized and who can immediately engage the criminal justice system or request services. For law enforcement, this means they may be called upon to refer a victim immediately to a patrol officer to take a report, or even take the initial report themselves, and then refer the victim to services. This is similar to the situation in which a child or student comes to the officer to report an offense, in which case the officer immediately engages with child protective services. The presence of law enforcement at community events may serve to strengthen the relationship between the community and its police force, similar to efforts to strengthen relationships between youth and police. In addition, the presence of law enforcement lends a certain weight or credibility to the issue -- that domestic violence and sexual assault are crimes and are not the victim’s fault -- and that efforts will be made to prosecute the offender.

Mid-Term Outcomes Cross-Site Analysis

This section presents a comparison and assessment of the extent to which the various sites achieved their *Mid-Term Outcomes*. Conclusions presented here are drawn from a review of interview data, direct observation, and document review. The section is organized, again, by the seven categories used previously: Interagency collaboration, Law enforcement, Victim services, Prosecution/case processing, Offender accountability (post-conviction), Training, and Community outreach.

Each program chapter presented later in this report (chapters 5 through 8) contains detailed *Mid-Term Outcome* findings that were identified based on stakeholder interviews, focus groups, and document review. While each county’s outcomes were slightly different, for each outcome, the evaluators used a combination of data from those various sources to draw a tentative conclusion as to the level of success by an MDT in “achieving” a particular outcome. For each outcome, we used one of the four categories in the table below to summarize the totality of data provided for that outcome.

Table 3-13: Mid-Term Outcome Findings Categories

Category	Definition
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Successful	The MDT was successful in achieving the outcome.
Mixed success	The MDT had some success, but results were inconclusive.
Not successful	The MDT did not achieve the outcome or the results were largely unsatisfactory.
Insufficient data	The MDT identified the outcome but there were insufficient data to make an assessment.

While empirical data were cited and used extensively in making these various judgments, the reader should keep in mind that the decision to classify an outcome into one of these four categories was essentially a subjective decision by the evaluators. It was based on the totality of data available in relation to the outcome including data from various documents, interviews, observations of MDT meetings and other data sources. Before presenting the cross-site summary, Table 3-14 summarizes the results of assessments that are provided in the detailed program chapters.

Table 3-14: Mid-Term Outcome Results by County from Chapters 5 to 8

	McLean	Peoria	St. Clair	Kankakee
Successful	15	13	8	15
Mixed success	4	4	7	3
Not successful	0	0	5	0
Insufficient data	8	3	1	9
Total outcomes	27	20	21	27

Using these individual county assessments as only a starting point, in the balance of chapter 3, a systematic effort is made to draw on the detailed assessments in chapters 5 to 8 and to then further elaborate. In the process, the “outcomes” which were identified and discussed here are not necessarily identical to those presented in the later chapters. In some cases, for example, the outcome was identified in a different category in the program chapter than in this chapter (for example, “improve victim cooperation with prosecution process” might appear under “interagency collaboration” in one chapter and under “victim advocacy/services” in another). For purposes of this summary analysis, we have assigned the outcome to the category in which it is most applicable. In addition, if we have data relating to an outcome that helps inform the comparative analysis, we have included a discussion of the MDT site’s success on that outcome, in some instances, *even if* the stakeholders did not identify that outcome. As a result of this approach, some qualitative findings are presented in this portion of chapter 3 that are not presented in the later program chapters.

In reviewing the findings below, the reader will note that there are two additional categories into which an outcome might be classified in this chapter:

- **Not stated outcome of the MDT:** This means that, in some tables, the outcome was identified by some counties, but not other counties. Use of this category does not mean that the county did not intend to achieve the outcome; it simply means that in construction of logic models descriptive of the county processes, the logic models did not include this outcome.

- **Not applicable:** This means an outcome was not applicable to a MDT, e.g. an outcome specifically related to sexual assault in a domestic violence MDT county.

Limitations of Mid-Term Outcome Assessments

This portion of the evaluation is subject to some unique and specific limitations. First, we are attempting to make evaluative assessments based on limited qualitative and quantitative data. The qualitative data are limited to the dozen or so individuals interviewed at each program site, together with the unfunded community agency focus group and, in some instances, data from a focus group of the four project coordinators. While we are confident that we identified all pertinent stakeholders at each county for interviews, the number of interviewees is still quite small. Second, the only quantitative data we have for all sites is the data reported in the federally-required Annual Progress Reports.²¹ Through our review of these data, and attempts to double-check some of the data with the sites, it became clear that some of the data in these reports were reported incorrectly. We note those limitations extensively in the following discussion. Finally, in many cases we do not have data that would specifically measure the outcome. For example, for the outcome “enhance evidence collection,” we do not have baseline or subsequent data regarding what types of evidence were collected prior to the MDT or what kind of evidence is being collected now. Therefore, in many cases, tentative conclusions are drawn based on weak evidence. Nevertheless, the data overall provide a rich picture of the MDTs and some indication of their success.

This qualitative methodology overall may be thought of as four case studies having been conducted, one in each county, thoroughly describing local MDT activities. Midway during the study, researchers presented the preliminary logic models to the full MDT teams at each site, and then incorporated their feedback, and the models were revised. The question for researchers then became: were the mid-term outcomes which were identified in the logic models in fact achieved? A strength of the case study approach is the immersion in the local context and when successes or failures are evident, the ability to identify reasons contributing to those successes or failures. We used the data noted above to draw tentative conclusions about outcome achievement. While those conclusions were drawn in these case studies, it is important to remember that the case study approach as a research method is simply too weak to be able to say with confidence that an MDT (or certain MDT features) “caused” a particular outcome. Nor can you say that if you replicated an MDT model in another jurisdiction, the same outcomes would result.

Following completion of the four case studies, data were aggregated across the four sites in an effort to draw out more general lessons about the MDTs. The cross-site data presentation and resulting conclusions should be viewed as something of a meta-synthesis of the four case studies. The cross-site analyses and conclusions were thus unique and were not necessarily the sum of the four case study conclusions.

Interagency collaboration mid-term outcomes

²¹ Other quantitative data are of course included in this report: those data are just not part of this discussion of achieving cross-site mid-term outcomes.

Table 3-15 presents a summary snapshot of *Mid-Term Outcomes* related to interagency collaboration, together with an assessment of each county’s success in reaching the outcome.

Table 3-15: Interagency Collaboration Mid-Term Outcomes

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
1-A. Better education of MDT members regarding the responsibilities and challenges of other team members	Successful	Not stated outcome	Successful	Successful
1-B. Develop or refine protocols to address specific problems	Successful	Not stated outcome	Not stated outcome	Successful
1-C. Steering Committee maintains executive level buy-in and provides leadership to maintain funding through policy oversight and long-range planning	Successful	Successful	Not successful	N/A
1-D. Project coordinator provides ongoing communication with MDT members and community agencies and businesses, and supports grant management	Successful	Successful	Mixed success	Successful
1-E. Maintain a case management system that captures case-related information across partner agencies	Successful	Not successful	Not successful	Mixed success
1-F. Steering Committee ensures that staff members are committed to and participating on the MDT/addresses frontline workers’ needs quickly	Mixed success	Successful	Not successful	Not applicable
1-G. Enhance ongoing communication among MDT members to improve team process/improve service provision as a result of MDT information sharing	Successful	Not stated outcome	Mixed success	Successful
1-H. Reduce victim blaming and improve professional expertise when responding to victims	Mixed success	Insufficient data	Insufficient data	Mixed success
1-I. Improve service provision at MDT participant’s home agency as a result of MDT information sharing	Not stated outcome	Not stated outcome	Not successful	Successful

1-A. Better education of MDT members regarding and the responsibilities and challenges of other team members

Table 3-15 shows that on this outcome, McLean, Kankakee and Peoria counties were judged successful, while Peoria County had not specified this as an outcome. Based on our review of

the interview data and our observations, the structure of both the McLean and Kankakee MDTs is specifically designed to encourage education of all MDT members regarding the job responsibilities of and constraints on MDT members. Several stakeholders mentioned this as a benefit of MDT participation. Based on interview data, St. Clair County has been successful largely due to daily interaction taking place among staff at the DVU. While this was not mentioned as an identified outcome for Peoria County, we believe this MDT has also been successful. This outcome is clearly a benefit of operating an MDT in a county.

1-B. Develop or refine protocols to address specific problems

Table 3-15 shows that on this outcome, McLean and Kankakee counties were judged successful, while Peoria and St. Clair counties had not specified this as an outcome. In comparing protocol development across the four MDT sites, the Kankakee County MDT appears to have been the most successful. Its protocol is unified and is reviewed by the membership annually. The overall protocol has explicit instructions for each sector (law enforcement, healthcare, CAC, etc.). The McLean County MDT has also been successful in protocol development. Each sector has its own protocol, but these are reviewed regularly, although some of the agency protocols are older and in need of review.

This outcome was not identified in the Logic Model for either the Peoria or St. Clair MDT. However, the Illinois Domestic Violence Act of 1986 requires all law enforcement agencies to develop and implement written policies regarding DV incident arrest procedures, and to work with community organizations and other criminal justice agencies in developing these protocols (750 ILCS 60/301.1). The Peoria County MDT protocols, including the one for the Family and Justice Center are outdated, but county staff recognize this and will be pursuing protocol refinement in the next year. The St. Clair County MDT has been working on new protocols designed specifically for law enforcement staff throughout the county, led by the state's attorney who took office in early 2011. However, the MDT has not been successful at organizing or unifying protocols across agencies. Since there are so many diverse law enforcement agencies in the county, the St. Clair County MDT clearly has a considerable challenge not only in coordinating law enforcement protocols but also in development of new cross-agency protocols.

1-C. Steering Committee (SC) maintains executive level buy-in, and provides leadership to maintain funding through policy oversight and long-range planning

Table 3-15 shows that on this outcome, McLean and Peoria counties were judged successful; St. Clair County was not successful, and this did not apply to Kankakee County. The three DV MDTs identified these as *Mid-Term Outcomes* for their steering committees. The McLean County SC meets regularly and addresses problems and issues promptly. This SC is attentive to and expressed concerns regarding long term sustainability. The SC in Peoria County also meets regularly and addresses problems and issues promptly. This SC has been especially successful in obtaining external funding to expand capacity beyond the core MDT work. We believe the St. Clair County SC has been unsuccessful in addressing this outcome. It has not been meeting regularly for several years. In such a geographically large county containing such a diversity of agencies and social problems, a strong SC will be essential in the future for this MDT to move forward. Kankakee County currently combines the functions of a steering committee within its overall MDT structure.

1-D. Project coordinator provides ongoing communication with MDT members and community agencies and businesses, and supports grant management

Table 3-15 shows that on this outcome, all counties except St. Clair were judged successful, and St. Clair County had mixed success. The Kankakee, McLean, and Peoria MDTs have had full-time project coordinators for the majority of the funding period. The same individual has served as the project coordinator for the majority of time in Kankakee County. The MDT members rely on her, and she has been proactive in trying to engage law enforcement and healthcare representation. Peoria County has had two project coordinators, both of whom appear to have been effective in coordinating MDT activities and managing grant requirements. McLean County has had some turnover, but the Steering Committee recognized the problems, and the current project coordinator is considered a strength of the MDT. St. Clair County has had several individuals in this position, all of whom have been appointed by the SAO. The St. Clair MDT project coordinator who held the position during the evaluation period (2011/12) was in the position for a little more than a year, and was then rotated out. We believe this quick turnover does not benefit the MDT and has led to mixed results. It takes a substantial period of time for a person in this type of position (i.e., administrative, management) to learn the job, understand the politics of the organization, and become effective. In addition, the St. Clair County project coordinator is also a part-time prosecutor, so when that person is involved with a trial, s/he may be unavailable for a substantial period of time. St. Clair County may wish to consider appointing a part-time administrative support person who would stay in place even if the project coordinator is rotated out, and can provide the consistency needed to support the MDT collaboration.

1-E. Maintain a case management system that captures case-related information across partner agencies

Table 3-15 shows that on this outcome, McLean county was judged successful, Kankakee county had mixed success, and the other two counties were not successful. Our review of the data suggests that only McLean County has been effective in setting up a database that can be used across MDT partner agencies. Kankakee County has a database that collects a tremendous amount of information, but can only be accessed by the project coordinator. Both Peoria and St. Clair counties report no cross-agency data systems.

1-F. Steering Committee ensures that staff members are committed to and participating on the MDT and addresses frontline workers' needs quickly

Table 3-15 shows that on this outcome, Peoria County was judged successful; McLean County had mixed success; St. Clair County was not successful, and it did not apply to Kankakee County. Two of the MDTs – McLean and Peoria – have active Steering Committees, whose members worked on previous projects, worked together to develop the initial MDT grant proposal, and have met continuously throughout the funding period. Our assessment is that the Peoria County SC has been particularly successful in ensuring staff members are participating on the MDT and in turn, respond to MDT members' needs quickly. For example, the Peoria County SC moved quickly to procure cameras for its law enforcement officers to facilitate evidence documentation when responding to an incident. The McLean County SC is very committed to the MDT; however, interview data suggest a slight weakening of commitment on the part of MDT members. This may be due to turnover, or to the fact that there are several similar

meetings and members must decide which meetings to attend. The St. Clair County SC has not been meeting for several years, and Kankakee County does not have a separate SC structure.

1-G. Enhance ongoing communication among MDT members to improve team process/improve service provision as a result of MDT information sharing

Table 3-15 shows that on this outcome, McLean and Kankakee counties were judged successful, St. Clair County had mixed success, and it was not a stated outcome in Peoria. The interview data strongly support that both McLean and Kankakee MDTs have been successful in enhancing ongoing communication among team members. However, given the challenges experienced in St. Clair County, we believe this MDT has met with mixed success in enhancing ongoing communication and information sharing. In early grant years, this MDT reportedly experienced some levels of internal tension and conflict, a situation which impaired good communication and the free flow of information. Finally, although outcome 1-G was not specifically identified in Peoria County, indications are that the Peoria MDT has been successful in this regard.

1-H. Reduce victim blaming and improve professional expertise when responding to victims

Table 3-15 shows that on this outcome, McLean and Kankakee counties had mixed success, and for both other counties, there were insufficient data to make a determination. In order to assess this outcome with solid evidence, we would need data relating to training outcomes, including short- and long-term attitude change, together with long-term changes in practice. We do not have these data. However, a number of stakeholders, particularly in McLean and Kankakee counties, suggested the MDT has improved professional responses to victims. These two MDTs have the broadest representation at regular meetings, and both have engaged in training that involved multiple agencies. One benefit of MDTs in general is the routine contacts between the criminal justice actors and the victim service agency actors in each county. These contacts are an opportunity for victim service agencies to “educate” prosecutors, law enforcement and probation staff about the needs and circumstances of victims. If successful, this educational process should reduce victim blaming by criminal justice staff. Conversely, the MDTs are also an opportunity for victim advocates to learn details about the process of successfully prosecuting offenders. The resultant increased skillsets may be thought of as a further professionalization of the victim service work.

1-I. Improve service provision at MDT participant’s home agency as a result of MDT information sharing

Table 3-15 shows that on this outcome, Kankakee County was judged successful, St. Clair County was judged not successful, and it was not a stated outcome in the other two sites. Two counties – Kankakee and St. Clair – specifically mentioned this as a desired outcome of their MDT collaboration and training efforts. Law enforcement members and focus group participants in Kankakee County both indicated they felt attitudes and some practices had changed as a result of their participation on the MDT. Members of the St. Clair MDT expressed hope that law enforcement attitudes toward DV victims would change as a result of co-located DV advocates stationed at several police stations. However, advocates reported they frequently did not have direct contact with police officers, which would be necessary to affect attitudes.

Although McLean and Peoria MDTs did not identify this as a specific outcome, interview data suggest these MDTs are in fact having positive effects on participant’s home agencies. A

number of McLean MDT stakeholders indicated that their own day-to-day practice had changed as a result of their MDT participation, and their improved attitudes and practices had diffused to other individuals working in the home agencies. In Peoria County, law enforcement leaders suggested the FJC has had an unintended consequence of making the law enforcement “*look good*” to victims and the community, because now police officers have a solid and reliable resource for victim referral. In addition, stakeholders at the CFPA in Peoria view the FJC as a visible extension of their longstanding work with victims. Rather than requiring victims to come to the shelter or to the courthouse, which can be intimidating, the services are instead provided onsite at the FJC.

Law enforcement mid-term outcomes

Table 3-16 provides *Mid-Term Outcomes* related to law enforcement, together with our assessment of the success of each MDT.

Table 3-16: Law Enforcement Mid-Term Outcomes

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
2-A. Improve initial response to victims/improve law enforcement relationship with victims	Successful	Successful	Not successful	Successful
2-B. Enhance staff safety through law enforcement accompaniment	Successful	Successful	Not stated outcome	Not applicable
2-C. Improve/enhance evidence collection, documentation, and report writing by law enforcement	Successful	Successful	Not successful	Mixed success

2-A. Improve initial response to victims and improve relationships between law enforcement and victims

Table 3-16 shows that on this outcome, St. Clair County was judged not successful, and the other three counties were considered successful. This outcome reflects a practice that is a step or two removed from the daily work of the MDT. To fully assess this outcome, we would need information from victims, both at some baseline and then at a follow-up. However, those data are not available. From interview data, we believe successes at improving the relationship between law enforcement and victims occurred through different means at different sites.

Kankakee County has substantial involvement by local law enforcement agencies on its MDT, as well as detailed response protocols and policies. Interview data suggest that actively-participating police agencies are, in fact, using these policies.²² The McLean County MDT also has active MDT participation on the part of law enforcement agencies, specialized investigators at all three agencies (two police departments and the Sheriff’s Office), and two co-located DV advocates. Interviews with the advocates and law enforcement representatives in McLean County suggest that participation on the MDT has on the whole improved how law enforcement

²² There are police departments in Kankakee County that do not regularly participate on the MDT. Although all agencies have received the policies, we do not know the extent to which these other police departments have used the policies to improve the initial response to victims in their jurisdictions.

responds to victims. The Peoria FJC has a specialized investigator who handles DV calls after the initial response, and can provide one-on-one training to police officers in how to handle these calls. As noted, early problems on the St. Clair MDT seem to have hindered its ability to affect law enforcement's response to victims. However, the efforts of the current state's attorney to personally engage in law enforcement training should improve the law enforcement response to victims. We note again that we do not have solid empirical data from *victims* regarding whether MDT efforts have improved relationships with law enforcement. We are making an assessment instead based on available data regarding how *agency* policies and practices have changed as a result of the MDT.

2-B. Enhance staff safety through law enforcement accompaniment

Table 3-16 shows that on this outcome, McLean and Peoria counties were judged successful; it was not a stated outcome for St. Clair County, and it did not apply to Kankakee. Both McLean and Peoria MDT members indicated the specialized law enforcement investigators are available to accompany DV advocates on home visits, if the advocate has been unable to reach the victim or has other concerns. We are basing our assessment on the basis of this activity, without having a baseline for "staff safety" without law enforcement accompaniment. St. Clair County does not have advocates conduct home visits due to safety concerns, and sexual assault advocates in Illinois also do not make home visits.

2-C. Improve evidence collection, documentation, and report writing by law enforcement

Table 3-16 shows that on this outcome, McLean and Peoria counties were judged successful, Kankakee County was mixed success, and St. Clair was not successful. While the data are not systematic, there is some evidence that law enforcement procedures are improving. In McLean County, Bloomington officers are hired overtime to do follow-up work with evidentiary needs in misdemeanor cases. Further, the case review meetings in the county, which include law enforcement, prosecution and victim service agencies, are an opportunity to talk about evidence issues on a case by case basis. In Peoria, the co-located DV investigator at the FJC provides a level of evidence quality control that is much needed. With their weekly review of cases at the FJC, evidence deficiencies can be identified early and addressed. This may include assistance of patrol officers in Peoria County. Importantly, case reviews are also part of the Peoria MDT meetings. In Kankakee County, law enforcement participates with MDT meetings where case reviews are conducted. In St. Clair, when an investigator brings a case to the DVU for review, the DVU charging attorney reviews evidence using a checklist and identifies deficiencies; however, law enforcement is not a regular participant in the St. Clair MDT meetings.

Prosecution and conviction outcome data from the Annual Progress Reports (Table 3-17) may be viewed as indirect measures of evidence collection quality. Again, the reader is reminded of the data quality issues with these tables and that we should not attempt to compare one county against another.

Table 3-17: Prosecution and Conviction Rates for MDT Counties, 2006-2010

	2006	2007	2008	2009	2010
<i>Prosecution Rate: Number and percent of DV/SA cases accepted for prosecution*</i>					
Kankakee County	31/43 (72.1%)	20/30 (66.7%)	28/48 (58.3%)	43/65 (66.2%)	39/81 (48.1%)
McLean County	564/520 (108%)	620/620 (100%)	1,558/1,924 (80.9%)	429/886 (48.4%)	662/1,529 (43.3%)
Peoria County	364/1,030 (35.3%)	462/1,182 (39.1%)	528/1,019 (51.8%)	527/1,097 (48%)	499/1,178 (42.4%)
St. Clair County	672/1,638 (41%)	462/1,662 (27.8%)	292/1,453 (20.1%)	285/1,302 (21.9%)	278/1,361 (20.4%)
<i>Conviction Rate: Number and percent of DV/SA cases convicted**</i>					
Kankakee County	unavailable	unavailable	25/28 (89.3%)	26/43 (60.5%)	29/39 (54.8%)
McLean County	72/564 (12.8%)	333/620 (53.7%)	985/1,558 (63.2%)	280/429 (65.3%)	263/662 (39.7%)
Peoria County	266/364 (73.1%)	290/462 (62.8%)	250/528 (47.3%)	296/527 (56.2%)	249/499 (49.9%)
St. Clair County	357/672 (53.1%)	330/462 (71.4%)	139/292 (47.6%)	93/285 (32.6%)	120/278 (43.2%)
*Denominator is number of cases referred by law enforcement for prosecution consideration.					
**Denominator is number of cases accepted for prosecution.					
Source: MDT Annual Progress Reports. See program chapters for additional information.					

The prosecution rate reflects the percentage of cases accepted for prosecution, and we assume that both the prosecution and conviction rates are based in part on the strength of the evidence collected and documented. Based on these data, we believe the Peoria MDT has been modestly successful. The prosecution rate in Peoria increased slightly over the grant years examined. We ascribe these changes in part to the efforts of the specialized investigator and to the active participation of law enforcement leadership, and also to training events. In McLean County, the prosecution rate decreased, but we suspect this drop in part results from data anomalies from 2006 through 2008. Looking just at the last two years, the McLean County prosecution rate leveled off at about 45%. As noted above, McLean County has attempted to enhance evidence collection through specialized investigators, hire-back officers, substantial training opportunities, having law enforcement use some of the ODARA questions at initial contact with the victim, and co-locating DV advocates. Therefore, overall we evaluate McLean County's efforts in this regard as largely successful.

In both Kankakee and St. Clair counties, the prosecution rates and conviction rates decreased during the study period, although the St. Clair conviction rate data were up and down.²³ But interview data and the strong Kankakee MDT policies suggest that evidence collection, documentation, and report writing by law enforcement have probably in fact improved due to the STOP funding. Therefore, we evaluate Kankakee County's success on this outcome as mixed.

²³ In recent reporting periods, mostly beyond the formal period of study for this report, the St. Clair County prosecution acceptance rate has reportedly increased substantially.

As noted, St. Clair County has recently addressed this outcome by creating a DV checklist for law enforcement to improve case quality, conducting law enforcement training, co-locating DV advocates at several police departments, and having ASAs personally meet with detectives at the DVU to review evidence and coordinate follow-up. Interview data suggest that St. Clair County evidence quality is improving, but only weakly so. Because so much of the St. Clair improvement has taken place since January 2011, we evaluate the St. Clair MDT overall, for the whole five year period, as not successful regarding this outcome.

Victim advocacy/services mid-term outcomes

Table 3-18 outlines Mid-Term Outcomes related victim advocacy and services identified by the MDTs, together with our assessment of the success of each MDT.

Table 3-18: Victim Advocacy/Services Mid-Term Outcomes

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
3-A. Enhance victim safety and service coordination	Successful	Successful	Successful	Successful
3-B. Increase victim understanding and reduce fear of court system	Successful	Successful	Successful	Successful
3-C. Minimize number of interviews for victims as a result of co-location/reduce duplication of work and improve efficiency	Successful	Successful	Successful	Successful
3-D. Improve access to orders of protection and other victim services	Successful	Successful	Successful	Not applicable
3-E. OP and other services more available to Spanish-speaking victims	Successful	Not stated outcome of MDT	Successful	Not stated outcome of MDT

3-A. Enhance victim safety and service coordination

Table 3-18 shows that all four counties were judged successful on this outcome. This is clearly a critical activity and outcome for all four MDT programs. Three of the four sites (Kankakee, McLean, and Peoria counties) are judged to have been very successful in achieving this outcome, while St. Clair County has also been successful. The critical elements in these programs include co-locating DV advocates at law enforcement agencies (McLean, St. Clair), having a separate facility with co-located staff (Peoria, St. Clair), and protocols that are collaboratively produced and continually reinforced by the MDT (Kankakee, McLean). The involvement of probation is also beneficial to enhancing victim safety in Kankakee, McLean, and Peoria counties. Both service coordination and improved victim safety are natural results of MDTs that function properly. The ongoing sharing of information involving the advocates, police, prosecutors, probation and others leads to a more comprehensive and accurate picture of the victim’s needs and safety issues.

3-B. Increase victim understanding and reduce fear of court system

Table 3-18 shows that all four counties were judged successful on this outcome. This is a difficult outcome to measure using the data collection procedures adopted in this evaluation, as we do not have data directly from victims. Further, to support an outcome of “increasing victim understanding and reducing fear,” we would need a data baseline against which we could measure attitude change over time. Having said that, all four programs identified this as a Mid-Term Outcome, so some sort of assessment is required. We have reviewed several activities that are designed to address this outcome which have been implemented by all four counties:

- Vertical prosecution
- Immediacy of emotional support from advocates
- Court accompaniment for victims
- Timely follow-up with victims following initial incident by advocates
- Timely notification to victims of court dates

By these measures, all four MDT sites have achieved a high level of success in implementing measures directed towards increasing victim understanding of the court system and reducing fear. All four counties use vertical prosecution during the prosecution phase. All four counties have advocates immediately available for emotional support, and all four counties provide advocates for court accompaniment. These advocates are also responsible for timely follow-up with victims following the initial incident and timely notification of court dates.

The Annual Progress Reports provide a slightly different picture, however. Table 3-19 presents the percentage of cases declined for prosecution due to victim unavailability or concerns for the victim’s safety, which we take as proxy measures of victim cooperation. We would want to see these percentages *decrease* over time, indicating that *more* cases were being carried forward for prosecution. As shown, none of the counties report a decline in the number of cases being prosecuted based on victim cooperation. Again, however, we have some concerns about the validity of the data.

Table 3-19: Percentage of Cases Declined for Prosecution due to Victim Unavailable or Victim Safety, by County, 2008-2010

	2008	2009	2010
Kankakee County	12.5%	31.2%	24.7%
McLean County	13.2%	42.7%	17%
Peoria County(a)	22.6%	Not available	Not available
St. Clair County	29.2%	25%	76.2%

Source: Annual Reports. Percents in these tables reflect cases where the reason for declining cases was either “insufficient evidence / victim unavailable” or “Request of victim / victim safety”.
(a) See Table 6-3 for further detail on 2009 and 2010

Therefore, while we evaluate the MDT programs as being successful on this outcome, it would appear that the available data on reasons why prosecutors decline prosecution are inadequate.

3-C. Minimize number of victim interviews as a result of co-location/reduce duplication of work and improve efficiency

Table 3-18 shows that all four counties were judged successful on this outcome. McLean County has attempted to minimize the number of victim interviews by co-locating DV advocates at the two police departments and the SAO. St. Clair County has co-located ASAs and DV advocates at the Domestic Violence Unit, and also co-located advocates at several police departments. Kankakee County has reduced duplication of work and improved efficiency in handling sexual assault cases by coordinating with the Children’s Advocacy Center to provide services to families, and by codifying in its protocol explicit steps each agency must take regarding SA cases. Peoria County has co-located one police detective at the FJC, together with DV advocates; a possible future co-location of an ASA at the FJC would be an added benefit.

3-D. Improve access to orders of protection and other victim services

Table 3-18 shows that this outcome did not apply to Kankakee County, but the three DV counties were all judged successful. With the opening of the FJC, Peoria County has a centralized core of advocates who are not located in the courthouse who can help victims prepare OP paperwork. Further, Annual Report Data indicate that the percentages of both temporary and final orders of protection, assisted by victim advocates, have increased in Peoria County during the study period.²⁴ Therefore, we assess the Peoria MDT as successful on this outcome. In McLean County, victim services efforts include co-locating advocates at law enforcement departments and obtaining a bilingual advocate to provide support for Spanish-speaking victims. Annual Report Data suggest a slight decrease in the percentage of temporary OPs granted in McLean County and a more substantial – but uneven -- decrease in final orders granted. However, given the considerable effort expended to improve access to services, we still judge the MDT’s efforts with regard to victim services as successful. In St. Clair County, advocates are available at the DVU, the courthouse, and at several police departments to assist with OP paperwork. In this case, the Annual Report Data indicate an increase in the percentage of temporary OPs granted, while granted final orders of protection are essentially level over the years. However, again, given the substantial effort to increase the number and distribution of DV advocates, together with a review of the interview data, we evaluate St. Clair County as successful on this outcome. Orders of protection are not frequently requested in sexual assault cases, so this outcome was deemed as not applicable for Kankakee County.

3-E. OP and other services more available to Spanish-speaking victims

Table 3-18 shows that McLean and St. Clair counties were judged successful, and this was not a stated outcome in the other two sites. The McLean MDT has used STOP Program funding to hire a Spanish-speaking advocate who works with victims at the advocacy agency and at the SAO. In St. Clair County, the Director of Legal Advocacy located at the DVU is also the bilingual advocate and is funded through STOP Program funding.

Prosecution/case processing mid-term outcomes

Table 3-20 identifies *Mid-Term Outcomes* related to prosecution and case processing, and our assessment of those outcomes.

²⁴ See Tables 5-5, 6-4 and 7-5 for more detail on the orders of protection granted in various counties.

Table 3-20: Prosecution/Case Processing Mid-Term Outcomes

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
4-A. Increase percentage of DV/SA cases accepted for prosecution and convicted	Successful	Successful	Not successful	Not successful
4-B. Improve prosecution of offenders because prosecutors use vertical prosecution and focus on DV/SA cases	Insufficient data	Insufficient data	Insufficient data	Insufficient data
4-C. Improve victim cooperation with prosecution process	Insufficient data	Insufficient data	Insufficient data	Insufficient data

4-A. Increase percentage of DV/SA cases accepted for prosecution and convicted

Table 3-20 shows that McLean and Peoria counties were judged successful on this outcome, while St. Clair and Kankakee counties were judged not successful. The data available to assess this outcome comes from the Annual Progress Reports, and were presented earlier in Table 3-17. To calculate the prosecution rate, the number of DV/SA cases accepted for prosecution was divided by the total number of incidents referred to law enforcement for prosecution consideration. The conviction rate is based on the number of cases that resulted in convictions divided by the number of cases accepted for prosecution. These data suggest that only Peoria County saw an increase in the percentage of cases accepted for prosecution, from 35.3% in 2006 to 42.4% in 2010. The other three counties show substantial decreases in the prosecution rate. Stakeholders in all counties believed that the MDT had resulted in more cases being prosecuted. Other than data reporting errors, so we have no explanation for such dramatic decreases in the prosecution rates.

If we take 2006 as a base, McLean county shows a small increase in the conviction rate.²⁵ This could be attributable to prosecutors having better evidence during the case selection phase, so that the cases selected to move forward are more likely to be successfully prosecuted. Kankakee and St. Clair counties show a drop in the conviction rates. Available interview data do not explain what may have been at work in the counties that could have possibly caused such a drop. We evaluate Peoria and McLean County’s efforts regarding prosecution and conviction as successful – in Peoria county, the success is attributable to the prosecution acceptance rate. Due to the finding of decreased prosecution and conviction rates in Kankakee and St. Clair counties, we assess these MDTs as not successful on this outcome.

4-B. Improve prosecution of offenders because prosecutors use vertical prosecution and focus on DV/SA cases

Table 3-20 shows that there are insufficient data to draw a conclusion on this outcome in any of the four counties. As previously discussed, all four MDT sites have vertical prosecution, at least from the charging attorney forward. As with most other outcomes, however, available data do not allow us to conclude that vertical prosecution resulted in improved prosecution of offenders. Vertical prosecution has many benefits, such as allowing a prosecutor to focus on a specific set of cases and become proficient at those cases, and allowing the victim to know by name the

²⁵ As we saw in Table 3-16, however, the McLean 2006 figures were flawed.

person who is prosecuting her case. We hypothesize that vertical prosecution increases the knowledge level of the prosecutor, leading to improved prosecution of offenders. Site staff who were interviewed as part of the study were supportive of vertical prosecution and it seems to be a widely accepted best practice.

4-C. Improve victim cooperation with prosecution process

Table 3-20 shows that all four counties were judged as having insufficient data on this outcome. This is another outcome identified by all four MDT programs, but one which is even more difficult to address. There are many other factors that affect victim cooperation and which are simply not within the control of the criminal justice system, including fear of the batterer’s family; fear of being ostracized by friends or family; being lied to by the batterer; and similar such factors.²⁶ Victims may have co-morbid issues with substance abuse or mental health; victims sometimes leave the area to make a fresh start; and sometimes victims just refuse to cooperate. The factors that encourage or discourage victim participation in the prosecution process are beyond the scope of this evaluation.

Many of these factors likely affect our findings regarding this outcome. The Annual Progress Report data regarding victim cooperation for all four counties, although suspect, are presented in Table 3-19 above. These data do not support a finding that victims are cooperating in greater numbers as a result of the MDTs’ efforts. However, except for St. Clair County, interview data from the other three counties indicate that stakeholders perceived more victim cooperation to have been occurring. Importantly, we also note that stakeholder interviews from all sites indicate that victim cooperation is an ongoing issue, as the victim must be available to testify should the case go to trial. Given these results overall and the lack of solid data to support achievement of this outcome, we assess all four counties as “insufficient data” in increasing victim cooperation in Table 3-20.

Offender accountability (post-conviction) mid-term outcomes

Mid-Term Outcomes identified by the MDT sites for batterer/offender accountability (post-conviction) are outlined in Table 3-21 followed by our assessment of each outcome.

Table 3-21: Offender Accountability (post-conviction) Mid-Term Outcomes

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
5-A. Hold offenders accountable on a more consistent basis, because the same judge presides over disposition, sentencing, review of offender progress, and violation of OP hearings (i.e., the role of the court)	Successful	Successful	Successful	Successful
5-B. Improve probation office monitoring of offender compliance with court orders	Successful	Not successful	Not successful	Successful
5-C. Increase offender compliance with court	Not	Not	Successful	Mixed

²⁶ Other factors are wanting the batterer to come home; needing the batterer to come home to provide financial resources and help with family responsibilities; need for healthcare provided through the batterer’s employer; wanting things to be “normal” for the children; and keeping the children in the same school.

orders	successful	successful		success
5-D. Improve offender accountability for non-compliance	Mixed success	Mixed success	Successful	Successful
5-E. Improve offender accountability through post-conviction information sharing (i.e., create effective role for probation on the MDT)	Successful	Successful	Not successful	Successful

5-A. Hold offenders accountable on a more consistent basis, because the same judge presides over disposition, sentencing, review of offender progress, and violation of OP hearings (i.e., the role of the court)

Table 3-21 shows that all four counties were judged successful on this outcome. This is related to the court structures of the counties. Peoria, McLean and Kankakee counties conduct post-conviction judicial review dockets for offenders sentenced to probation.²⁷ All four counties have specialized/dedicated judges who hear only misdemeanor DV or SA cases. In McLean and Kankakee counties, two judges are designated to hear criminal felony DV or SA cases. In St. Clair County, felony DV cases are dispersed among the four circuit judges who handle criminal cases, a decision that the MDT is generally not in a position to change. Finally, a designated judge hears orders of protection requests in McLean, St. Clair, and Peoria counties.

We should note that *holding offenders accountable* is an outcome with many possible measures. One measure is disposition – specifically, whether the offender receives a prison or a probation sentence. The disposition decision is based on a number of factors that are not addressed in the current study; e.g., factors related to the incident such as whether a weapon was used, charges, and whether a plea agreement was reached. The following discussion of outcomes is related only to offender compliance while serving a probation sentence.

5-B. Improve probation office monitoring of offender compliance with court orders

Table 3-21 shows that McLean and Kankakee counties were judged successful on this outcome, while St. Clair and Peoria counties were judged not successful. The decision rule used to classify a county as successful or not was whether an increase in monitoring activity from 2006 to 2010 occurred in two of the three activities in Table 3-10. Those findings are presented in Table 3-22. By this criterion, we evaluate the Kankakee and McLean MDTs as successful on this outcome, while Peoria and St. Clair counties are less successful. McLean County has two specialized probation officers, and exhibited an increase in the frequency of both telephone contacts and unscheduled surveillance of offenders. Kankakee County has 1.5 officers, and saw slight but uneven increases in the frequency of face-to-face meetings and unscheduled surveillance. We evaluate Peoria and St. Clair counties as not successful on this outcome. Both of these counties have larger caseloads. Peoria County has 1.55 specialized probation officers, and exhibited an increase in only face-to-face meetings, with a slight decrease in the frequency of telephone contacts. St. Clair County has one specialized probation officer, and exhibited an increase in telephone contacts, with a substantial decrease in unscheduled surveillance of offenders.

²⁷ St. Clair county also has reviews for a misdemeanor diversion program.

Table 3-22: Observed Change in Probation Monitoring Activity by Type Activity and County

<i>2006-2010</i>	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
Frequency of face-to-face meetings between probation officer and offender	No change over time	Modestly increased	Decreased	Modestly increased
Frequency of unscheduled surveillance of offenders	Increased	Decreased	Decreased substantially	Modestly increased
Frequency of telephone contacts	Increased	Modestly decreased	Increased	No change over time
Source: Annual Reports, as detailed in tables in chapters 5 to 8				

5-C. Increase offender compliance with court orders

Table 3-21 shows that St. Clair County was judged successful on this outcome, Kankakee County was mixed success, and Peoria and McLean counties were judged not successful. The challenge in measuring this outcome is that increased monitoring almost inevitably leads to an increased number of identified violations, many of which are technical violations. Some probation departments will take a harder line on technical violations, while others may not report all technical violations. Only two measures are used to measure this outcome: the number of probationers who completed probation with violations – and without violations. These annual report data are drawn from detailed tables in later chapters.

In both McLean and Peoria counties, the percentage of probationers who completed probation *with* violations increased, and the percentage that completed *without* violations decreased. These data suggest that these counties have been unsuccessful in increasing offender compliance with court orders. Conversely, in St. Clair County, the percentage of offenders who completed without violations increased from 2006-2010, and the percentage who completed with violations decreased. Based on these data, we assess St. Clair County as successful on this outcome. We judge Kankakee County as having mixed success on this outcome, because the percentage of offenders who completed probation with and without violations *both* increased. As these data are very limited and interpreting over-time trends in percentages is imprecise, the reader is reminded that these conclusions about probation department performance are not definitive.

5-D. Improve offender accountability for noncompliance

Table 3-21 shows that on this outcome, St. Clair and Kankakee counties were judged successful, while McLean and Peoria counties were judged “mixed success”. The rationale for these ratings relates mostly to the rows of Table 3-23 where counties which took “no action” or had only verbal/written warnings were judged to have been less successful. Counties which revoked probation in total or in part were judged more successful.

**Table 3-23: Actions Taken for Probation Noncompliance by Site
Average Percentages from 2006 to 2010**

	<i>McLean</i> N=819	<i>Peoria</i> N=1,945	<i>St. Clair</i> N=811	<i>Kankakee</i> N=253
No action taken	21.9%	--*	16.5%	9.9%
Verbal/written warning	7.3%	2.4%	.1%	0%
Fine	0%	.5%	.7%	.8%
Conditions added	1%	1.6%	32.9%	33.2%
Partial revocation of probation	16.5%	2.6%	9.5%	13.8%
Probation revoked / incarcerated	53.4%	21.2%	40.2%	42.3%
Source : Annual Reports: see detailed tables in chapters 5 to 8.				

*The percent “no action taken” was not available for Peoria.

This outcome relates to actions taken when offenders do not comply with court-ordered requirements. It is a function of the probation department to identify noncompliance, and then the state’s attorney’s office must decide whether to initiate action against the offender. Many factors may affect whether action is taken for noncompliance. A probation officer may decide that a technical violation (such as breaking curfew) is minor and should not be reported as a violation. Other factors, such as missing a treatment session, may be more important, but the reason for missing the session may be both reasonable and verifiable, and again, the violation is not reported. However, the SAO may also decide not to proceed against an offender, taking into account the history of the offender’s compliance as well as internal factors such as caseload. It is unclear what role the MDT actually played in these revocations, although interview data suggest that MDTs facilitate and improve relationships between the SAO and probation. Chapter six provides more detail on the absence of Peoria data for “No action taken”.

5-E. Improve offender accountability through post-conviction information sharing (i.e., create effective role for probation on the MDT)

Table 3-21 shows that on this outcome all counties were judged successful except St. Clair County. The McLean County MDT has been proactive in adapting the strengths of probation to the work of the MDT. STOP Program funding has been used several times to send probation officers to training. The MDT was instrumental in bringing the ODARA training to the county, and the Probation and Court Services Department has been very willing to implement this risk assessment instrument, in an effort to enhance safety for victims while increasing accountability for batterers. The department has also reorganized its officers so that one officer sees primarily lower-risk offenders and one officer can specialize in higher-risk offenders. We assess this MDT as very successful in creating an effective role for probation.

In Peoria County, the DV-MDT is an opportunity for victim advocates, in particular, to share concerns the victims have regarding their safety, or related concerns, with the probation officer. In turn, this is an opportunity for probation officers to explain their limitations so that the advocates can explain this to victims. Similarly, in Kankakee County, the MDT provides a place for probation officers to meet with advocates to discuss victims concerns. In addition, the Kankakee MDT has actively engaged both law enforcement and probation in improving the sex offender registration process in the county. Interview data from St. Clair County suggest that the

role of probation on the MDT is unclear to all concerned. The St. Clair MDT is not judged to have been effective with regard to information sharing.

Community outreach mid-term outcomes

Mid-Term Outcomes identified by the MDT sites regarding community outreach are presented in Table 3-24.

Table 3-24: Community Outreach Mid-Term Outcomes

	<i>McLean</i>	<i>Peoria</i>	<i>St. Clair</i>	<i>Kankakee</i>
6-A. Active involvement with unfunded community agencies in addressing domestic violence/sexual assault issues	Successful	Mixed success	Not successful	Successful
6-B. Educate the community regarding what constitutes domestic/dating violence and sexual assault, and services available for victims	Successful	Successful	Successful	Successful

6-A. Active involvement with unfunded community agencies in addressing domestic violence/sexual assault issues

Table 3-24 shows that on this outcome McLean and Kankakee counties were judged successful, Peoria County was “mixed success” and St. Clair County was judged not successful. As described in chapter 2, focus groups were conducted with a purposive sample of unfunded community agencies to assess effects the MDT might be having on those agencies. Both the McLean and the Kankakee MDTs hold regular MDT meetings that involve community agencies – monthly in Kankakee and quarterly in McLean. We were able to meet with a number of representatives from unfunded community agencies in both of those counties. In both cases, the community agency representatives were highly supportive of the work of the MDT, indicating that the project coordinator was responsive to their concerns and that they felt comfortable expressing themselves. Therefore, the McLean and Kankakee MDTs are judged as successful regarding involvement with unfunded community agencies.

Peoria County is in a unique situation. The CFPA receives funds for DV advocacy, sexual assault advocacy, elder abuse, and houses the PAIP. That agency does a great deal of community work. The FJC does not engage with a large number of agencies in its daily work, on the other hand, because the CFPA handles all of these issues. In this report, we describe the Peoria MDT as primarily involving the activity of the FJC. For that reason alone, we have assessed the Peoria MDT as having mixed success in actively involving community agencies. Participants in the St. Clair County unfunded community agency focus group expressed concern primarily about the extent to which relationships had disintegrated in recent years, and the negative effects of that disintegration on victims, consistent with stakeholder interview data. The interview data also suggested that the MDT had not been actively involved with other community agencies in recent years. Therefore, we assess the St. Clair MDT as not successful

regarding this outcome. We should note again that with a new state’s attorney in St. Clair County, the respondents in this county were encouraged and hopeful about change taking place.

6-B. Educate the community regarding what constitutes domestic/dating violence and services available for victims

Table 3-24 shows that on this outcome all four counties were judged successful. Interview data suggest that two of the four MDT programs – McLean and Kankakee counties – have been very proactive in working with local community agencies in a number of ways. First, these two counties include community agencies in regular MDT meetings. This provides an opportunity for MDT members to educate community agencies about the services their agencies provide and their constraints, while in turn learning about services available through community organizations. Second, members of these MDTs have participated with community organizations in community outreach activities. Related to community outreach, the victim service providers in all four MDT counties have community outreach as part of their ongoing mission. However, McLean and Kankakee counties appear to be particularly proactive in reaching out to local organizations. In Peoria and St. Clair counties, interview data suggest that community outreach is less highly stressed, although MDT members do engage in some community outreach in those counties as well. These two MDTs rely heavily on the local DV agency for community outreach, since the MDT is focused on the work of the “one-stop shops” (the FJC in Peoria and the DVU in St. Clair).

Some stakeholders and focus groups suggested that it is debatable whether the MDT should be active in community outreach at all. Such activities are often coordinated by FVCCs, which are active in every circuit. We believe that what is more important are the educational outputs that result from having community agencies attend MDT meetings. We do not think this rises to a level of best practice, but urge MDTs to consider how best to utilize and access the benefits of engaging community agencies in MDT work.

Summary of Mid-Term Outcomes

From this analysis of MDT-identified *Mid-Term Outcomes*, we believe the MDTs as a whole exhibit strengths in a variety of core areas including improving education regarding each other’s professional responsibilities and enhancing communication among team members. In addition, the important role of the project coordinator cannot be overstated. It is clear that across all sites, the project coordinator is the individual who keeps the MDT functioning, and it is essential that MDTs have processes in place to address a situation where an existing project coordinator is ineffective. The weight of the evidence suggests that a steering committee is an important part of MDT efforts. It brings important community and agency leaders together to address common issues, and can also bring the political weight sometimes needed to effect change. However, some counties in the study managed to operate MDTs without a SC in place.

The MDT model can be effective in improving the law enforcement response to victims in DV and SA cases, so long as victim service providers and law enforcement are able to meet together to freely to openly share concerns and develop responses that meet the various agencies’ needs. The MDT also appears to be a successful model for improving relationships between the state’s attorney’s office and law enforcement. The MDT model can be effective toward improving

evidence collection, documentation, and report writing by law enforcement, through a combination of strong law enforcement leadership combined with ongoing officer training. The counties that were most successful regarding law enforcement had the complete support of law enforcement leadership as well as active and involved investigative officers.

An overarching strength of the MDT model is the communication among MDT members, which takes place during MDT meetings, in the (sometimes separate) case review meetings, and individually, as needed, in between MDT meetings. Such communication is key to enhancing victim safety and coordinating victim services, as all involved agencies are meeting as a team to coordinate a “wrap-around” model of service delivery. At the same time, they operate as a team to hold the offender accountable.

The extent to which the MDT has had a measurable impact on prosecutorial efforts at the four sites is unclear. Recognizing the data reporting weaknesses, only McLean and Peoria counties showed some success in improving prosecution acceptance and conviction rates of DV cases. Since there are so many factors that affect whether a prosecution is carried forward to a successful conclusion, the issues related to successfully measuring this process are considerable. Efforts expended by MDTs to involve probation officers with the MDT seemed productive. We believe this is an undeveloped area of collaboration, and that the MDTs will continue to identify new ways to involve probation and court services.

The MDTs we evaluated were judged to be somewhat less effective with outcomes that are more difficult to measure, such as attitude change among law enforcement officers, victim perceptions, or rehabilitating offenders. This does not mean that no progress was made in these areas, but simply that this study did not detect progress with available data. Each of these areas is a research effort on its own.

It was also observed that in some cases, the MDT was viewed as less important locally than the Family Violence Coordinating Council in each circuit. Often some of the same individuals were involved with both the MDT and the circuit’s FVCC. Judicial involvement on the FVCC makes it an attractive venue for select issues. Since the FVCC jurisdiction is normally well beyond a single county, however, it cannot replace a local MDT. MDTs may benefit from initially identifying the ways in which its mission and activities differ from those of the FVCC, and remain focused on its unique purpose and outcomes, in order to maintain the interest and participation of the membership. MDTs may also include the judiciary, as occurred in Peoria County.

Chapter 4 IMPACT ANALYSIS

The implementation of a multidisciplinary team to address violence against women should have an impact on both victims and offenders. Accordingly, the quantitative impact analysis conducted as part of this evaluation draws on one victim-centric dataset and one offender-centric dataset. For both datasets, the evaluators acquired case-level data from both MDT and comparison sites for years before and after the implementation of the MDT. Each dataset thus provided two sources of comparison for outcomes during MDT implementation. Outcomes in the MDT counties during implementation years were compared against (a) outcomes in the same counties *before* MDT implementation, and (b) outcomes in similar comparison counties that do not have funded MDTs. In essence, we want to determine the difference in outcomes between MDT and comparison counties before MDT implementation, and then see how that difference changes after MDT implementation. These “difference-in-difference” analyses can allow for claims of causality under optimal conditions.

Comparison Counties

Fourteen counties were selected to serve as comparison sites for the four MDT counties. We selected counties that were somewhat geographically and demographically similar to the MDT counties in the sense that they all have a combination of urban, suburban, and rural areas within the county boundaries. These comparison counties are Champaign, Coles, DeKalb, McDonough, Rock Island, Sangamon, Tazewell, Winnebago, Kane, Adams, Effingham, Jackson, Jefferson, and Macon.

The 14 DV counties were divided into two groups, “high collaboration counties” and “low collaboration counties,” based on the results of surveys of state’s attorneys, probation directors, sheriffs, and victim service providers. Survey results indicated that there was a fair amount of variation among the non-MDT counties in the levels of collaboration among local agencies. Although none of the comparison counties receive designated DV or SA funds at a level anywhere near that of the MDT sites, some counties had smaller special grants to support advocacy and prosecution efforts. To categorize the comparison counties, ILLAPS staff reviewed all available survey evidence from all of the comparison counties, particularly looking at responses on issues like:

- self-reported levels of interagency collaboration
- presence of an MDT
- goals, activities, and leadership of an MDT, when applicable
- use of vertical prosecution and “no drop” policies
- presence of law enforcement personnel designated specifically for DV cases
- presence of written DV protocols for prosecution, law enforcement, and probation
- presence of any special grants or programs for DV services
- presence of advocates
- victim services’ self-reported quality of relationships with law enforcement and prosecution

Responses to these questions were used to develop a rough profile of DV and SA services in the comparison counties. Based on these profiles, evaluators assigned each comparison county to

either the “high collaboration” or “low collaboration” group. Six high collaboration counties and eight low collaboration counties were identified. In the analyses that follow, results are often broken out by the individual MDT counties and by these groups of comparison counties. Note that some survey respondents may have been mistakenly referring to the Children’s Advocacy Center MDT for serving child/victims of sexual assault, as opposed to the STOP-funded MDT. Although we cannot identify for certain whether respondents were referring to the CAC MDT, we did analyze other variables in order to increase the likelihood of identifying counties with domestic violence MDTs.

Findings from Analysis of Infonet Data on DV Victims

Infonet is the web-based data collection system used by victim service providers in Illinois. This database was developed by ICJIA for use by domestic violence and sexual assault centers, including shelters. Each victim that accesses the services of these centers is given a unique, anonymous identifier, and several case-level details are recorded. Some of these details include victim demographics, presenting issues, sources of incoming referrals, organizations for outgoing referrals, OP status, and victim engagement with the criminal justice system. Infonet is the only source of statewide, standardized victim service data. It is not a perfect dataset for studying the MDTs, as noted in the limitations section below, but it does provide a rich portrait of the services received by victims and their engagement with the justice system.

Important caveats about Infonet data

Infonet data *cannot* provide a comprehensive set of all DV victims in a county in a given time. The only victims present in Infonet data are those that had some direct contact with victim service centers. Only a portion of all DV victims will contact centers of this sort, meaning that Infonet data in general represents a somewhat biased subset of all DV victims. Moreover, the specific missions, capacity, and services of centers can vary from center to center. For example, some centers might be long-term shelters that primarily serve victims of severe cases, while others may not offer housing. In other words, each center has its own slightly differently biased subset of DV victims.

These differences among centers will lead to substantially different baseline rates on the outcomes included in the analysis. For example, in the baseline years prior to MDT funding, 55% of the victims in Infonet for County A received a referral from law enforcement to the center, while only 35% of the victims in Infonet for County B received a referral. This difference in baseline rates is not necessarily a reflection on the quality of law enforcement in the two counties. Rather, the difference in baseline rates could simply be due to differences in the types of victims served in County A’s center versus County B’s center. For this reason, we are not interested in the absolute rates of particular victim outcomes before or after MDT implementation. Rather, we are interested in how the rates of particular outcomes *change* from the time period before MDT implementation to the time period after MDT implementation.

Another challenge with using Infonet data is the extent of missing data. Some fields in the Infonet database are not mandatory, and with many shelters and victim service providers being understaffed, it is not surprising that missing data is common. Some variables that would have been of interest for this study, such as indicators of evidence collection procedures by law enforcement, were missing at rather high rates and had to be excluded from this study. An

examination of missing data was conducted at the outset of the Infonet analysis. This procedure not only looked at the rates at which particular variables had missing data, but also examined if the rates of missing data varied substantially from county to county. Ultimately, we limited the dataset to variables that were missing at rates of less than 20% and did not have substantial county-to-county variation in rates of missing data.

Due to missing data, some of the research questions we initially intended to explore had to be dropped. Those questions included:

How does the presence of a funded MDT in a county affect...

- the likelihood of victims being referred *to* law enforcement or prosecutors?
- the likelihood of evidence photos being taken and held by police?
- the likelihood of victim interviews taking place with prosecutors, legal advocates, or law enforcement?
- the likelihood that the victim participates in the prosecution of the offender?

Exclusion of Infonet data for sexual assault victims

The Infonet data system is used by both DV and SA victim service centers. In theory, Infonet data from Kankakee and SA centers in the comparison counties could be used to evaluate the success of Kankakee MDT for SA. Unfortunately, missing data issues make a high quality analysis of that data impossible. When descriptive statistics were initially run for Kankakee's Infonet data, it was readily apparent that Infonet was being used inconsistently from year to year. The fluctuations in victim counts were way too wide to be plausible, and these statistics were inconsistent with findings from our qualitative work. The sexual assault center in Kankakee currently uses an internally developed database to track extensive case information, and it is quite possible that Infonet was somewhat redundant to this system, leading to inconsistent use. Because Kankakee's internal database is unique and contains many personal victim identifiers, it is not possible to conduct any sort of comparison analysis with those data. Accordingly, the analysis of Infonet data is restricted solely to the domestic violence MDTs and the comparison counties.

Outcomes in the InfoNet Analysis and the Rationale for Their Use

Attempting to quantify the results of an intervention like the MDTs can be difficult. The MDTs are attempting to improve services throughout the criminal justice process for DV cases. It is a complex intervention, and there is no single indicator that can adequately capture the effectiveness of an MDT. For analysis of complex interventions, it is often useful to break the intervention into parts and attempt to quantify outcomes related to those steps. We have taken this approach for analysis of the DV MDTs using Infonet data. Because the funded agencies are directly involved in these outcomes, we consider these to be proximal outcomes of the MDTs' work.

While DV service providers received enhanced funding in the MDT counties, the vast majority of MDT funds go to law enforcement, prosecution, and probation. Although Infonet data is centered on the operations of domestic violence shelters and service providers, there are some fields within the data that indicate interactions between the victim, the criminal justice system, and the service providers. Those fields can provide evidence of changes in the frequency of

those interactions in the years following the implementation of the MDTs. They are by no means perfect indicators of MDT operations, but they are useful clues that can serve as proxies for broader aspects of MDT operations. The following outcomes are included in our Infonet analysis of DV victims:

Victim was referred to center by law enforcement: Infonet captures the sources of incoming referrals. These include many sources that probably would be unaffected by the presence of an MDT, like friends, relatives, hotlines, and others. However, one might predict that the presence of an MDT would increase the proportion of referrals coming directly from law enforcement. All three DV MDTs have emphasized training for law enforcement, including a number of ways that officers can be more helpful for victims. These steps can include providing a packet of information, and offering encouragement for safety planning and persistence with supporting prosecution efforts. The MDTs also have victim services personnel who connect quickly with victims after incidents and may refer victims to appropriate shelters or centers. In short, better training of law enforcement officers resulting from the MDT should lead to an increase in the likelihood that a DV victim in an MDT county will receive a referral to a service provider from law enforcement.

Number and length of victim services received, including legal advocacy services: Infonet includes extensive records of the specific services received by victims. These data include the specific type of service, the number of service sessions, and the length of each session. The MDTs focus heavily on providing legal advocates to help victims understand their options regarding OPs and engagement with the criminal justice system. If there is a particular victim service which is most likely to be impacted by the presence of the MDT, it is definitely legal advocacy. From this section of the Infonet database, we identified four related outcomes:

- Total sessions of victim services received, all types of services
- Total hours of victim services received, all types of services
- Total sessions of legal advocacy services received
- Total hours of legal advocacy services received

We anticipate that the MDTs will have a larger effect on the legal advocacy services specifically than on all victim services in general.

Victim has an order of protection approved: Both funded and unfunded agencies in MDT sites may provide assistance to victims with the OP process. Better services to victims, including legal advocacy, should increase the likelihood that a victim in an MDT county will have an order of protection approved.

Victim has any recorded decision on an order of protection: To some extent, the final decision on an application for an order of protection may be beyond the control of MDT affiliates and the victims themselves. Some judges are considerably more inclined to grant OP requests than others. The presence of any recorded OP decision in a victim's records is an indication that at least an OP was pursued, even if it was not successful. Increasing the likelihood that a victim completes the necessary paperwork for an OP and files it could be regarded as an outcome of having an MDT.

Victims included in the Infonet analysis

The initial data extraction included all Infonet records for the domestic violence shelters and centers serving the MDT counties and the 14 comparison counties. This dataset was then narrowed down using criteria related to the victim's county of residence, the date of initial contact, and the victim's presenting issue.

Victim county of residence: This evaluation is primarily interested in the functions of city-level and county-level criminal justice agencies. If the MDTs have an impact, the populations where that impact will be most observable will be those residing in Peoria, St. Clair, and McLean counties. However, domestic violence shelters and centers do not necessarily have distinct jurisdictions, and many of these entities serve victims from several counties. The center in Peoria, for example, gets a majority of their clients from Peoria County, but a substantial portion of their clients come from Tazewell and other nearby counties. Since we want to isolate the effects of the MDT as much as possible, we have limited the dataset to only those victims that reside in the MDT counties and the comparison counties.

Year of first contact with center: The analytical techniques used in this portion of the evaluation require the inclusion of victim records from time periods both before and after the implementation of the MDTs in 2004. There are eight full years of data (2004-2011) for the time period after MDT implementation. Theoretically, we would also like to use eight years of data from the time period before MDT implementation. However, Infonet was not in regular usage prior to the late 1990s, and data from before that time tend to have odd annual fluctuations and higher rates of missing data. After analysis of these trends, we determined that we would use 1999-2003, five full years of data, for the pre-MDT time period. Since we are primarily interested in the rates or likelihoods of particular outcomes for *each individual*, having eight treatment years and five control years is not necessarily a problem.

Presenting issue: Since the MDTs have a clearly stated emphasis on domestic violence cases, it is likely that any observable impacts of the MDT would be most evident among victims of domestic violence cases. The vast majority of victims connecting with the centers are in fact victims of domestic violence, but there are also some victims that list other primary presenting issues. We have restricted the dataset to those victims that have emotional domestic violence, sexual domestic violence, or physical domestic violence listed as their primary presenting issue.

Findings from Descriptive Analysis of Infonet Data

Tables below provide a snapshot of the victims from MDT or comparison counties served by shelters and centers over the last 13 years. Again, keep in mind that centers can have considerably different profiles, capacity, and services, meaning that these data may not be representative of DV trends in these counties as a whole.

Center-contacting victims by county type and year

Table 4-1 displays the number of DV victims contacting shelters or centers by year. Annual averages for the time periods before and after MDT implementation are provided. One might anticipate that the presence of an MDT would increase the average number of victims contacting centers because more incidences of DV would be pursued through criminal justice and victims would receive better information from responding officers and advocates. Indeed, in McLean

and Peoria counties, the annual averages increased substantially in the MDT years, as compared to the pre-MDT years. The annual average in McLean County increased 51%, and the average in Peoria County increased 68%. The average in St. Clair County decreased about 7% from the pre-MDT years to the post-MDT years. Changes based on a per capita computation and shown in Table 4-1 are similar.

We need to consider the possibility that the upward trends in McLean and Peoria counties were not necessarily due to the MDT but were just part of a general upward trend in the state. The comparison county data indicate otherwise, providing some support for the argument that the presence of the MDT increased the annual averages in Peoria and McLean counties. The annual average in high collaboration counties increased less than 1% in the years of MDT implementation. In low collaboration counties, the annual average decreased about 1%.

Table 4-1: Number of DV Victims Contacting Centers by County and by Time Period

		Victim's County				
		McLean MDT	Peoria MDT	St. Clair MDT	High Collaboration County	Low Collaboration County
Pre MDT Years	1999	389	781	900	2069	2347
	2000	362	756	935	1958	2333
	2001	379	567	925	1776	2222
	2002	359	472	887	1976	2357
	2003	459	600	966	2068	2273
	Annual Average	389.6	635.2	922.6	1969.4	2306.4
	Annual Average per 100,000 residents*	253.6	347.5	358.6	264.1	208.3
MDT Years	2004	948	738	914	2147	2512
	2005	574	845	688	2109	2347
	2006	517	1089	870	2007	2357
	2007	516	1133	910	1980	2310
	2008	555	975	874	2050	2130
	2009	548	1018	874	1958	2153
	2010	534	1181	826	1801	2043
	2011	510	1566	898	1740	2378
	Annual Average	587.8	1068.1	856.8	1974.0	2278.8
	Annual Average per 100,000 residents*	358.8	579.1	323.8	245.2	199.2
Pre-MDT to Post-MDT Percentage Change in Annual Average per 100,000 residents		+41.5%	+66.6%	-9.7%	-7.2%	-4.4%

*Source: Infonet data and survey data. For the pre-MDT years, the average estimated populations for 2000-2003 were used in these calculations. For the MDT years, the average estimated populations for 2004-2010 were used in these calculations.

Type of DV presenting issue by county type

Table 4-2 breaks out the victims contacting centers or shelters by their primary presenting issues. The results are relatively consistent across the MDTs and the comparison counties. About half of the victims present with physical domestic violence, and slightly less than half present with emotional domestic violence. One to three percent present with sexual domestic violence.

Table 4-2: Type of Presenting Issue by County Type

		Types of Domestic Violence		
		Emotional	Physical	Sexual
Victim's County	McLean MDT	48.0%	49.9%	2.0%
	Peoria MDT	44.6%	53.3%	2.0%
	St. Clair MDT	48.2%	50.4%	1.4%
	High Collaboration County	38.3%	60.6%	1.1%
	Low Collaboration County	44.1%	53.3%	2.7%

*Source: Infonet data and survey data.

Victim Race/Ethnicity by County type

Table 4-3 breaks out victims' race/ethnicity by county.²⁸ Among centers in the MDT counties, McLean County has the highest proportion of white victims, and St. Clair County has the lowest proportion. Fifty-five percent of the victims contacting centers in high collaboration counties were white, and 77% of the victims contacting centers in low collaboration counties were white. The majority of other victims were black. High collaboration comparison counties were the only group with a Hispanic population greater than 10% (about 22%) and a sizeable "Other" population (about 29%).

Table 4-3: Victim Race/Ethnicity by County Type

		Race/Ethnicity			
		White	Black	Hispanic	Other
Victim's County	McLean MDT	76.0%	19.4%	4.4%	4.5%
	Peoria MDT	62.5%	32.0%	4.3%	5.4%
	St. Clair MDT	51.2%	45.4%	2.2%	3.2%
	High Collaboration County	55.3%	15.4%	22.3%	29.3%
	Low Collaboration County	76.5%	16.4%	5.6%	7.0%

*Source: Infonet data and survey data.

²⁸ Rows do not total to 100% because Hispanic is not a race, but an ethnicity. A Hispanic individual can have a race of white, black, or other, which leads to some overlap and totals greater than 100%.

Victim educational attainment by county type

Like race, socioeconomic status tends to be correlated with many outcomes in the social sciences. Table 4-4 examines the educational attainment of victims contacting centers or shelters in the various counties. Among MDT counties, victims in St. Clair County had the highest educational attainment, while Peoria County had the lowest. However, these differences are not particularly large. 11% of the victims in St. Clair County were high school dropouts compared to 26% of the victims in Peoria County. About 10-15% of victims overall were college graduates, a lower percentage than the population overall.

Table 4-4: Victim Educational Attainment by County Type

		Education		
		College Graduate or More	High School Graduate/ Some College	Less Than High School Graduate
Victim's County	McLean MDT	13.0%	70.9%	16.2%
	Peoria MDT	11.7%	62.5%	25.9%
	St. Clair MDT	14.7%	74.1%	11.2%
	High Collaboration County	9.4%	63.1%	27.5%
	Low Collaboration County	11.2%	64.9%	24.0%

*Source: Infonet data and survey data.

Victim employment status by county type

Table 4-5 examines victims' employment status by county. The results are similar to those in the previous table on education. St. Clair County has the highest percentage of victims with full-time employment, and Peoria County has the lowest among the MDT counties. The differences among the county types are not very large. In general, about 40% of the victims are full time employed, 40% are part-time employed and 15-20% are unemployed.

Table 4-5: Victim Employment Status by County

		Employment		
		Full Time	Part-Time	Unemployed
Victim's County	McLean MDT	43.2%	38.8%	18.0%
	Peoria MDT	40.6%	42.8%	16.5%
	St. Clair MDT	45.7%	37.4%	16.9%
	High Collaboration County	37.8%	46.5%	15.8%
	Low Collaboration County	39.3%	43.7%	17.0%

*Source: Infonet data and survey data.

Victim marital status by county type

Table 4-6 examines victims' marital status by county. About 30-40% of victims were married, and 40-50% of victims were single. About 15-20% of victims were divorced.

Table 4-6: Victim Marital Status by County

		Marital Status		
		Married/ Common Law Married	Divorced/ Separated	Single
Victim's County	McLean MDT	35.4%	19.0%	46.5%
	Peoria MDT	31.6%	18.9%	50.9%
	St. Clair MDT	38.4%	17.5%	46.2%
	High Collaboration County	44.6%	15.6%	40.9%
	Low Collaboration County	38.1%	20.3%	43.0%

*Source: Infonet data and survey data.

Referral sources and services received by victims before and after MDT implementation

Tables below provide a snapshot of the sources of incoming referrals (referrals to a center or shelter) and the types of services provided to victims. The data below are broken into time periods before and after MDT implementation. Keep in mind that these shelters and centers may have substantially different baseline capacities and functions. *Again, we are not interested in the absolute rates at which these services are provided, but rather how those rates change over time.*

Referral source by county by time period

Table 4-7 examines some of the major sources of incoming referrals in the various counties broken out by time, either before or after MDT implementation. The most notable trend is the increase in the percentage of referrals coming from police in the post-MDT years in the three DV MDT counties. The proportion of referrals coming from police in McLean County increased 9 percentile points, and the proportion increased five percentile points in Peoria County. This change is particular noteworthy when you consider that the annual average number of cases in Peoria County and McLean County was also increasing in the MDT years. Not only were there more cases coming in, but a greater proportion of them were coming from police. St. Clair County witnessed a smaller gain of about 1.5 percentile points.

We can combine data on the absolute number of cases with the proportion of referrals coming from police. In McLean County during the MDT years, there were 164 more referrals from police each year on average than from the time period before MDT implementation. In Peoria County, the average number of referrals coming from police increased by 182 referrals in the MDT years compared to the earlier time period.

Table 4-7: Type Incoming Referral by County

		Incoming Referral							
		Police		Hospital		Social Services		Public Legal System	
		Pre-MDT	Post-MDT	Pre-MDT	Post-MDT	Pre-MDT	Post-MDT	Pre-MDT	Post-MDT
Victim's County	McLean MDT	57.4%	66.0%	2.8%	0.8%	8.7%	5.4%	2.7%	2.9%
	Peoria MDT	30.4%	35.2%	4.4%	5.8%	20.3%	8.1%	6.1%	3.7%
	St. Clair MDT	53.9%	55.3%	2.0%	2.2%	9.7%	5.9%	6.7%	6.6%
	High Collaboration County	27.6%	27.8%	7.6%	6.1%	9.9%	7.5%	9.3%	8.3%
	Low Collaboration County	41.6%	37.7%	2.1%	3.0%	13.5%	7.6%	12.1%	8.6%

*Source: Infonet data and survey data.

Services received by victim by county type and time period

Table 4-8 and 4-9 examines the support services received by domestic violence victims before and after the implementation of the MDTs. Table 4-8 covers all types of victim services recorded in Infonet, and Table 4-9 focuses solely on services related to legal advocacy. Given the emphasis on advocacy services in the MDTs, we would anticipate that the MDTs would have stronger positive effects on legal advocacy services than on the full range of services overall.

Each table includes the average number of services per victim incident per year, the average hours of services per victim incident per year, the absolute number of services provided per year, and the total hours of services provided per year. This approach was designed to capture a few different ways in which counties might improve service provision for DV victims. If counties increased the number or hours of services provided per victim, such a change could be considered a positive impact of the MDTs. Or, if counties maintained the same average number or length of services per victim but reached more victims, that change could also be considered a positive impact. The columns on the right side of the tables provide absolute service numbers and hours that are adjusted for county populations. Since some counties are growing faster than others, it is important to provide these adjustments to the overall annual service figures.

Table 4-8 focuses on all types of services. For the total number of services and hours of services per victim there are no consistent trends among the MDT counties. Peoria and McLean have moderate increases in the number of services per victim, but their hours of service per victim declined. St. Clair had declines on both measures per victim, the high collaboration counties had almost flat per victim figures, and the low collaboration counties were flat on services per victim and had a decline in the hours of services per victim. The total number of services and service hours for the MDTs, however, tell a different story. Both McLean and Peoria delivered considerably more services and more service hours, and this trend held true after adjusting for population changes. St. Clair and both types of comparison counties had declines on both total measures after accounting for population trends. These data indicate very positive results for victim outcomes for the McLean and Peoria MDTs, a result which is common across the Infonet analyses in this report.

Table 4-9 focuses on only those services specifically related to legal advocacy, which is an emphasis of the MDTs. More specifically, the following service classifications are included in this category: Civil Legal Advocacy/OP, Criminal Legal Advocacy/Charges, Criminal Legal Advocacy/Obtain OP, Legal Advocacy/Advocate, IDVA Legal Services/Attorney, Legal

Services/Attorney, Group IDVA Advocacy, DV Court Orientation, and Indiv. Advocacy-Criminal Justice. As we anticipated, when positive effects on victim services outcomes were present with MDTs (as in Peoria and McLean), they were more pronounced among these particular services than they were on victim services overall. On the number of legal advocacy services received per victim, Peoria and McLean had moderate positive trends, while St. Clair and both types of comparison counties had negative trends. Turning to the absolute number of legal advocacy services and the hours of services received, Peoria and McLean show dramatic increases. *After accounting for population changes, both counties showed more than 95% increases in the total number of advocacy services received and more than 75% increases in the total hours of advocacy services received.* St. Clair and both types of comparison counties showed declines on these outcomes. Peoria and McLean not only had modest increases in advocacy services per victim, but they also served substantially more victims in the MDT years than in the years preceding MDT implementation.

Table 4-8: Domestic Violence Victim Services – Number and hours of service contacts received, all services types

Domestic Violence Victim Services- Number and hours of services received, all service types						
	Annual Average PRE MDT ('99-'03)	Annual Average MDT Years ('04-'11)	Pre MDT to Post MDT % Change	Pre-MDT Years-Annual Average per 100,000 residents ('99-'03)	MDT Years-Annual Average per 100,000 residents ('04-'11)	Pre MDT to Post Per 100,000 residents % Change
High Collaboration Comparison Counties						
Average # of services received per incident	17.4	18.4	5.8%	N/A	N/A	N/A
Average # of hours of services received per incident	14.1	13.6	-3.8%	N/A	N/A	N/A
Total average services received per year	34228.2	36301.9	6.1%	4590.9	4509.4	-1.8%
Total average hours received per year	27740.1	26645.9	-3.9%	3720.7	3310.0	-11.0%
Low Collaboration Comparison Counties						
Average # of services received per incident	20.0	19.8	-1.2%	N/A	N/A	N/A
Average # of hours of services received per incident	14.9	12.4	-16.6%	N/A	N/A	N/A
Total average services received per year	46174.1	45050.9	-2.4%	4169.8	3938.1	-5.6%
Total average hours received per year	33147.1	27907.1	-15.8%	2993.4	2439.5	-18.5%
Peoria						
Average # of services received per incident	17.4	18.6	6.9%	N/A	N/A	N/A
Average # of hours of services received per incident	10.0	8.5	-14.8%	N/A	N/A	N/A
Total average services received per year	11039.8	19845.8	79.8%	6039.7	10759.1	78.1%
Total average hours received per year	6297.7	9068.7	44.0%	3445.4	4916.5	42.7%
St. Clair						
Average # of services received per incident	10.9	8.8	-19.1%	N/A	N/A	N/A
Average # of hours of services received per incident	9.2	8.8	-3.6%	N/A	N/A	N/A
Total average services received per year	10019.4	7530.8	-24.8%	3894.3	2846.2	-26.9%
Total average hours received per year	8462.5	7572.2	-10.5%	3198.3	2861.8	-10.5%
McLean						
Average # of services received per incident	13.2	15.6	18.1%	N/A	N/A	N/A
Average # of hours of services received per incident	8.7	7.5	-13.9%	N/A	N/A	N/A
Total average services received per year	5158.3	9186.5	78.1%	3357.2	5608.8	67.1%
Total average hours received per year	3202.5	4377.4	36.7%	2084.3	2672.6	28.2%

*Source: Infonet data and survey data.

Table 4-9: Domestic Violence Victim Services – Number and hours of services contacts received, legal advocacy services only

Domestic Violence Victim Services- Number and hours of services received, Legal advocacy services only						
	Annual Average PRE MDT ('99-'03)	Annual Average MDT Years ('04-'11)	Pre MDT to Post MDT % Change	Pre-MDT Years-Annual Average per 100,000 residents ('99-'03)	MDT Years-Annual Average per 100,000 residents ('04-'11)	Pre MDT to Post Per 100,000 residents % Change
High Collaboration Comparison Counties						
Average # of services received per incident	3.9	3.8	-2.8%	N/A	N/A	N/A
Average # of hours of services received per incident	4.4	4.1	-6.7%	N/A	N/A	N/A
Total average services received per year	6136.4	6268.9	2.2%	823.0	778.7	-5.4%
Total average hours received per year	6866.3	6736.5	-1.9%	920.9	836.8	-9.1%
Low Collaboration Comparison Counties						
Average # of services received per incident	5.1	4.5	-12.0%	N/A	N/A	N/A
Average # of hours of services received per incident	4.2	3.6	-15.2%	N/A	N/A	N/A
Total average services received per year	9749.4	8681.7	-11.0%	880.4	758.9	-13.8%
Total average hours received per year	8123.6	6972.3	-14.2%	733.6	609.5	-16.9%
Peoria						
Average # of services received per incident	4.0	4.3	9.3%	N/A	N/A	N/A
Average # of hours of services received per incident	2.8	2.7	-3.2%	N/A	N/A	N/A
Total average services received per year	1945.9	3880.2	99.4%	1064.6	2103.6	97.6%
Total average hours received per year	1362.0	2405.4	76.6%	745.1	1304.0	75.0%
St. Clair						
Average # of services received per incident	5.4	3.9	-28.3%	N/A	N/A	N/A
Average # of hours of services received per incident	5.0	5.0	-0.5%	N/A	N/A	N/A
Total average services received per year	4669.7	3180.9	-31.9%	1815.0	1202.2	-33.8%
Total average hours received per year	4314.6	4079.6	-5.4%	1630.6	1541.8	-5.4%
McLean						
Average # of services received per incident	4.8	6.0	24.8%	N/A	N/A	N/A
Average # of hours of services received per incident	2.6	3.1	15.8%	N/A	N/A	N/A
Total average services received per year	1577.3	3287.8	108.4%	1026.6	2007.3	95.5%
Total average hours received per year	867.3	1677.9	93.4%	564.5	1024.4	81.5%

*Source: Infonet data and survey data.

Orders of protection data

Legal advocacy services should help more victims pursue orders of protection and have them approved. Tables below examine the percentage of victims contacting centers who had an OP approved or had any OP decision recorded, indicating that they completed and submitted OP paperwork. There can be multiple OP records per victim incident because OPs often need to be extended and plenary OPs are often pursued at the end of emergency OPs. For these tables and

all other OPs analyses, we examined the first eight OP records for each victim incident. The vast majority of victim incidents have zero to three OP records, but a small percentage of them have more. Usually, victims that have more than three or four OP records are simply getting extensions to OPs that were approved previously. Examining the first eight OP records captured 99.5% of all OP records.

Victims with OPs granted by county type and time period

Tables 4-10 and 4-11, respectively, describe the proportion of victims having an OP granted and the proportion of victims that have record of pursuing an OP. Again, McLean and Peoria show positive trends, with percentile point increases of 4.1 and 10.1, respectively, on the proportion of victims having an OP approved. St. Clair County showed a small decrease in the proportion of victims receiving an OP. The increase in proportions in Peoria and McLean counties is particular noteworthy when one considers that the annual average number of victims was also increasing in the MDT. We can combine these proportions with the average number of victims to calculate the change in the average number of victims receiving OPs before and after MDT implementation. In McLean County, an additional 90 victims per year on average had an OP approved in the years of MDT implementation, as compared to the years before the MDTs. In Peoria, an additional 355 victims per year received an OP on average in the MDT years.

Table 4-10: Percentage of Victims With Orders of Protection Granted by County and Time Period

		Orders of Protection Granted		
		Pre-MDT	Post-MDT	Difference
Victim's County	McLean MDT	33.1%	37.2%	+4.1%
	Peoria MDT	57.2%	67.3%	+10.1%
	St. Clair MDT	74.1%	71.3%	-2.8%
	High Collaboration County	37.8%	37.5%	-0.3%
	Low Collaboration County	59.3%	61.1%	+1.8%

*Source: Infonet data and survey data.

In Peoria County, the proportion of victims receiving any OP decision also increased, though the proportions in McLean and St. Clair counties declined slightly (Table 4-11). In Peoria County, an additional 372 victims per year had any OP decision recorded in the MDT years, as compared to the time period before MDT implementation. In McLean County, an additional 67 victims per year had any OP decision recorded during the MDT years.

Table 4-11: Percentage of Victims with Record of Pursuing an OP by County and Time Period

		Victims with any OP Decision		
		Pre-MDT	Post-MDT	Difference
Victim's County	McLean MDT	45.8%	41.7%	-4.1%
	Peoria MDT	60.5%	70.8%	+10.3%
	St. Clair MDT	81.9%	78.0%	-3.9%
	High Collaboration County	40.0%	40.0%	0.0%
	Low Collaboration County	63.5%	66.5%	+3.0%

*Source: Infonet data and survey data.

Findings from Advanced Analysis of Infonet Victim Data

The preceding tables provide some preliminary indications that the presence of a funded MDT is associated with increased rates of referrals from police, receipt of legal advocacy services, and OPs being pursued and granted in two of the three DV MDT counties. However, since victim demographics tend to be associated with different rates of these outcomes, there is the possibility that a change in victim demographics over time could lead to the positive outcomes noted above. Multivariate analyses can help control for such issues and allow for somewhat stronger claims regarding the effectiveness of the MDT programs. The results of four such analyses are described below. The results have been presented in a manner that aims to be accessible to a non-technical audience.

Regression results: what these analyses tell us

Most of the equations used in these analyses predict the likelihood of particular binary events for each individual while controlling for the victim’s demographics, including educational attainment and employment status, as well as county, presenting issue, and time period of contact with a center. An example of a binary event would be “Received referral from police” vs. “Did not receive referral from police.” Other events with binary outcomes that are analyzed below include “Had order of protection granted” vs. “Did not have an order of protection granted” and “Had any order of protection decision recorded (indicating that an OP was sought)” vs. “No record of any OP decision”. The goal is to best isolate the association between the victim’s county, the time period, and the likelihood of a particular outcome. More specifically, the interaction of county and time period is the main effect of interest for this analysis. We are most interested in how being in an MDT county *and* being in time period two (the MDT implementation years, 2004-2011) are associated with the likelihood of particular outcomes.

An additional set of regressions use counts of services received or the total number of hours of services received as the outcomes of interest. Again, the goal is to best isolate the association between the victim’s county, the time period, and the likelihood of a particular outcome, and the interaction of county and time period is again the main effect of interest for this analysis. The

count outcomes analyzed in these regressions include total number of all victim services received, total minutes of all victim services received, total number of *legal advocacy* services received, and the total minutes of *legal advocacy* services. We hypothesized that the presence of MDTs would have a stronger positive effect on legal advocacy services than on victim services in general.

Understanding these tables

The first set of analyses provide a baseline likelihood of a binary event occurring and then show how different victim characteristics change that baseline likelihood. For example, in Table 4-11, the baseline chance that a victim was referred to her DV center by police is 58.59%. That value is listed at the top of the table. It refers to the chance that victims with a certain set of characteristics (the reference values or baseline for each variable) received a referral from the police. The reference values reflect a relatively advantaged subset of this population of victims. These victims are white, have no children, and are employed full-time. Selecting a relatively advantaged group for the reference category makes it easier to see how disadvantaged groups are less likely to have desirable outcomes in many cases. These reference category victims were from low collaboration comparison counties, presented with physical domestic violence, and had their presenting issue occur in the pre-MDT years.

The values listed in the other rows of the table are the modifiers of that baseline rate that correspond with particular victim characteristics. For example, the value next to variable “Unemployed” is -14.76%. Therefore, among unemployed victims contacting DV centers, the likelihood that an individual was referred to the center by police is approximately 58.6% minus 14.8%, or 43.8%.

For non-binary outcomes like the number or hours of services received, these tables work essentially the same way, except the baseline value is the number of services received or the minutes of services received for the reference category of victims. For example, in table 4-13, the baseline number of services received for victims in the reference category is 10.62. As with the tables for binary outcomes, the values in the other rows are modifications to the baseline value based on particular victim characteristics. However, in this case, these modifications are not percentage changes but rather are changes in the average number of sessions or minutes of services received. For example, in table 4-13, compared to the reference category of white victims, black victims received 5.46 more services on average.

Most of the control variables in these sets of tables are binary, but the education variable is an exception. The education variable is coded on an ascending six-part scale. The lowest level of education (e.g., “no high school”) has a value of zero, and higher levels of education have values of one to five. The modifier value listed in the tables describes the change associated with moving up one education level. If you want to compare results for someone with an education level of two versus the baseline of somebody with education level zero, you would need to double the modifier listed in the table.

Some of the rows list multiple variables with an asterisk (*) between them. These are the interaction effects associated with victims who have two particular characteristics. The row

“black*unemployed” describes how being unemployed affects the outcome if the victim is black. The row “black*education level” describes the modification to the baseline for moving up one education level if the victim is black.

The most important rows for this evaluation are positioned near the top of each table. These rows describe the modifications to the baseline rate for victims who contacted DV centers in time period two, the years of MDT implementation from 2004-2011, as shown in Table 4-13. Positive values on these rows indicate that the presence of an MDT increases the likelihood of the outcome occurring, and negative values, the opposite. For example, the interaction of time period two with the victim’s county (e.g., “MDT years*St. Clair County” is a value of -2.86 services) is an estimate of the effect of having an MDT in St. Clair County on victim referrals by police. Those values should always be modified relative to the overall MDT years effect (-0.28 services), however $[-2.86 - (-0.28) = 2.58]$. Thus, St. Clair County experienced a loss of 2.6 total service sessions from the pre-MDT years to the post-MDT years, while Peoria County experienced a gain and McLean was essentially flat.

There are also rows that list only county types (e.g., “St. Clair County”). These rows describe how the victim’s county modifies the baseline likelihood in the pre-MDT years. As noted earlier, these variables are not necessarily noteworthy for this evaluation. Because the centers in different counties may have different profiles or capacity, substantial differences in baseline rates are likely to occur. This evaluation is primarily interested in how those rates change in time period two, regardless of the original baseline rate.

Victim was referred to center by police (binary outcome)

Table 4-12 describes the regression results for the first advanced analysis in the Infonet study. The outcome (dependent variable) for this analysis is whether or not the victim was referred to the center by law enforcement. For the baseline victim (white, full-time employed, no children, lowest level of education, low collaboration county, presenting issue of physical domestic violence, pre-MDT years), about 59% of victims received a referral from law enforcement. Black, Hispanic, unemployed, poorly educated victims, and victims who presented with emotional or sexual DV were less likely to receive a referral from law enforcement. In time period two (2004-2011), the baseline victim was slightly *less* likely to receive a police referral, but victims in the three MDT sites were *more* likely to get a police referral. Victims in the high collaboration comparison counties were also more likely to get a referral, but the size of this difference is smaller than the effects associated with the MDT counties. Victims in the low collaboration counties were less likely to have a police referral, suggesting that lower levels of collaboration resulted possibly in fewer referrals to police. McLean County MDT has the largest positive effect with almost a 15 percentile point increase in the likelihood that a victim received a referral from police. St. Clair and Peoria County MDTs had nine and six percentile point increases, respectively. Again, these results are particularly noteworthy when you consider that the absolute number of victims contacting centers was on the rise in MDT counties during the MDT years (as shown earlier in Table 4-1).

Table 4-12: Regression Results -- Factors Affecting Referral to Center by Police²⁹

Victim was Referred to Center by Police	
Baseline Chance***	58.59%
Victim Variables	Change in Chance
MDT Years	-2.47% **
MDT Years *St. Clair County	8.91% **
MDT Years *Peoria County	6.13% **
MDT Years *McLean County	14.79% **
MDT Years *High Collaboration Counties	3.49% **
Black	-5.55% **
Other Race	-4.28% **
Hispanic	-13.28% **
Education Level (white, other race)	-1.22% **
Unemployed (white, other race)	-14.76% **
Part-Time Employed	-2.99% **
Black * Unemployed	-0.90%
Black * Education Level	2.14% **
Hispanic * Unemployed	6.77% **
Hispanic * Education Level	2.26% **
Unemployed * Education Level	0.82% *
Has Children	-3.16% **
Emotional Domestic Violence	-11.09% **
Sexual Domestic Violence	-14.07% **
McLean County	6.70% **
Peoria County	-10.17% **
St. Clair County	8.43% **
High Collaboration County	-12.04% **

* $p < .05$

** $p < .01$

***Baseline victim variables include white race, full-time employed, no children, physical domestic violence, and the time period prior to MDT creation.

Nagelkerke Pseudo R-square= .082

Receipt of all types of victim services (count outcome)

Tables 4-13 and 4-14 present regression results for two outcomes related to the full range of victim services received by individuals. Table 4-13 covers the outcome of the total number of service sessions received by the individual. Table 4-14 covers the total duration of all services received, as expressed in minutes. Again, the primary effects we are interested in are the interactions between the counties and the MDT years variable (e.g. McLean * MDT years). The values next to these variables are an estimate of the effect the presence of the MDT has on the number or minutes of services received by the average victim, after controlling for a range of

²⁹ In this and subsequent tables, “low collaboration counties” is also a baseline victim or reference variable.

victim characteristics. [Technical note: These are negative binomial regressions rather than poisson. Dispersion parameter estimates indicate that negative binomial is a better fit for these data than poisson. Model fit, as indicated by Pearson chi-square/ degrees of freedom, is still not ideal. Indicators of two different p-values for parameter estimates are included in the table: one for model-based estimates, which tend to have very small standard errors, and another for robust estimates, which tend to have larger standard errors. Also, service durations for Table 4-14 were generally entered by end users in 15 minute increments. The data were converted to minutes in order to allow for regression models that fit the data better.]

Table 4-13: All Services – Total service sessions

All Services- Total service sessions	
Baseline Number***	10.62
Victim Variables	Amount of Change
McLean County	-1.13 services*
MDT Years *McLean County	0.34 services
Peoria County	-1.04 services*
MDT Years *Peoria County	1.17 services*
St. Clair County	-3.55 services**
MDT Years *St. Clair County	-2.86 services**
High Collaboration Comparison County	-0.53 services*
MDT Years *High Collaboration Comparison County	-0.13 services
MDT Years	-0.28 services
Emotional Domestic Violence Presenting Issue	-1.39 services**
Sexual Domestic Violence Presenting Issue	1.83 services**
Black	5.46 services**
Hispanic	5.35 services**
Unemployed	9.93 services**
Works Part Time	2.89 services**
Has Children	2.72 services**
Education Ascending	0.42 services**
Black * Unemployed	0.66 services*
Hispanic * Unemployed	-2.48 services**
Black * Education Ascending	-1.05 services**
Hispanic * Education Ascending	-0.13 services
<i>Pearson/df value 6.002</i>	
<i>*Significance value below .05 in model based estimates</i>	
<i>** Significance value below .05 in robust estimates</i>	
<i>***Baseline victim variables include white race, full-time employed, no kids, physical domestic violence, and prior to MDT creation.</i>	

Tables 4-13 and 4-14 both indicate that populations that traditionally have greater needs are indeed receiving more services than more advantaged victims. Compared to the average white victim who is full-time employed, the average unemployed black victim received about 16 more service sessions and almost 550 more minutes of services total. Similar trends were evident for

Hispanic victims. Victims with children and victims of sexual domestic violence also received more services and more service minutes compared to victims without children and victims of physical domestic violence, respectively. Victims of emotional domestic violence received slightly fewer services and fewer minutes of service than victims of physical domestic violence.

In the pre-MDT years, the average victim in Peoria and McLean received about one less service session than victims in low collaboration comparison counties and about 100-130 fewer minutes of service time overall. Victims in St. Clair received about 3.5 fewer services and about 120 fewer minutes of services than victims in the low collaboration comparison counties during this same time period. In the MDT years, the average victim in Peoria received about one more service than similar victims in the pre-MDT years. McLean had a small positive effect in the MDT years, but it was not statistically significant. The high collaboration comparison counties and St. Clair all had downward trends in the number of services received in the MDT years, as compared to the pre-MDT years. In the MDT years, St. Clair victims received almost 3 fewer services on average than similar victim in the earlier time period. In terms of minutes of services in the MDT years, victims in all counties received fewer minutes of services in the MDT years than they did in the earlier time period, though McLean saw a particular decline.

Overall, for the number of services received, Peoria had modest positive trends in the MDT years on a per victim basis, and McLean was basically flat across the time periods. For the total minutes of services received, Peoria victims received less service time in the MDT years, but this total did not decline nearly as much as in McLean, St. Clair, and the low collaboration comparison counties. Bear in mind that Peoria and McLean served substantially more victims per year in the MDT years than they did in the pre MDT years, so even maintaining consistent service provision per victim could be considered a success. To have increases in both the absolute number of victims service and the number of service sessions received per victim is a substantial accomplishment for Peoria, and McLean did well to serve more victims and maintain the same number of service sessions per victim.

It is important to remember that these results include all victim services, not just those services that the presence of an MDT is most likely to affect (i.e. legal advocacy services). The next section, including tables 4-15 and 4-16, addresses regression results specifically legal advocacy services.

Table 4-14: All Services: Total Minutes of Service Received

All Services- Total Minutes of Service Received	
Baseline Number***	480.16
Victim Variables	Amount of Change
McLean County	-98.43 minutes**
MDT Years *McLean County	-60.98 minutes*
Peoria County	-133.0 minutes**
MDT Years *Peoria County	-4.32 minutes
St. Clair County	-121.0 minutes**
MDT Years *St. Clair County	22.57 minutes
High Collaboration Comparison County	26.41 minutes*
MDT Years *High Collaboration Comparison County	23.05 minutes*
MDT Years	-80.19 minutes**
Emotional Domestic Violence Presenting Issue	-50.90 minutes**
Sexual Domestic Violence Presenting Issue	90.75 minutes**
Black	172.38 minutes**
Hispanic	376.92 minutes**
Unemployed	342.35 minutes**
Works Part Time	102.75 minutes**
Has Children	121.0 minutes**
Education Ascending	31.21 minutes**
Black * Unemployed	30.73 minutes*
Hispanic * Unemployed	-112.84 minutes**
Black * Education Ascending	-43.21 minutes**
Hispanic * Education Ascending	-25.45 minutes*
<i>Pearson/df value 5.662</i>	
<i>*Significance value below .05 in model based estimates</i>	
<i>** Significance value below .05 in robust estimates</i>	
<i>***Baseline victim variables include white race, full-time employed, no kids, physical domestic violence, and prior to MDT creation.</i>	

Receipt of legal advocacy services (count outcome)

Tables 4-15 and 4-16 present regression results for two outcomes related to the legal advocacy services received by individuals. Table 4-15 covers the outcome of the total number of legal advocacy sessions received by the individual. Table 4-16 covers the total duration of all legal advocacy services received, expressed in minutes. Again, the primary effects we are interested in are the interactions between the counties and the MDT years variable (e.g. McLean * MDT years). The values next to these variables are an estimate of the effect the presence of the MDT has on the number or minutes of advocacy services received by the average victim, after controlling for a range of victim characteristics.

Table 4-15: Legal Advocacy Services – Total Service Sessions

Legal Advocacy Services- Total Service Sessions	
Baseline Number***	4.54
Victim Variables	Amount of Change
McLean County	0.11 services
MDT Years *McLean County	1.98 services**
Peoria County	-0.80 services**
MDT Years *Peoria County	0.98 services**
St. Clair County	0.54 services**
MDT Years *St. Clair County	-0.74 services**
High Collaboration Comparison County	-1.23 services**
MDT Years *High Collaboration Comparison County	0.59 services**
MDT Years	-0.58 services**
Emotional Domestic Violence Presenting Issue	-0.31 services**
Sexual Domestic Violence Presenting Issue	0.44 services**
Black	-0.57 services**
Hispanic	2.07 services**
Unemployed	0.14 services**
Works Part Time	0.15 services**
Has Children	0.52 services**
Education Ascending	0.14 services**
Black * Unemployed	-0.37 services**
Hispanic * Unemployed	-0.20 services
Black * Education Ascending	0.07 services
Hispanic * Education Ascending	-0.37 services**
<i>Pearson/df value 1.92</i>	
<i>*Significance value below .05 in model based estimates</i>	
<i>" Significance value below .05 in robust estimates</i>	
<i>***Baseline victim variables include white race, full-time employed, no kids, physical domestic violence, and prior to</i>	

Tables 4-15 and 4-16 both indicate that *some* populations that traditionally have greater needs are indeed receiving more services than more advantaged victims, but this trend is less consistent and less pronounced than it was for all types of services. Compared to the average white victim who is full-time employed, the average unemployed Hispanic victim received about 2 more legal advocacy sessions and about 150 more minutes of service. The average black unemployed victim, on the other hand, received about 1 fewer service sessions than a full-time employed white victim and about 70 fewer minutes of service. Generally, more educated victims received more services, but this trend did not hold true for Hispanic victims. Compared to victims of physical domestic violence, victims of sexual domestic violence received slightly more advocacy services, and victims of emotional domestic violence received slightly fewer advocacy services.

Table 4-16: Legal Advocacy Services: total minutes of service received

Legal Advocacy Services- Total Minutes of Service Received	
Baseline Number***	225.22
Victim Variables	Amount of Change
McLean County	-73.20 minutes*"
MDT Years *McLean County	85.58 minutes*"
Peoria County	-68.69 minutes*"
MDT Years *Peoria County	24.77 minutes*"
St. Clair County	40.54 minutes*"
MDT Years *St. Clair County	57.43 minutes*"
High Collaboration Comparison County	-11.71 minutes*"
MDT Years *High Collaboration Comparison County	27.70 minutes*"
MDT Years	-36.94 minutes*"
Emotional Domestic Violence Presenting Issue	-13.51 minutes*"
Sexual Domestic Violence Presenting Issue	33.11 minutes*"
Black	-35.58 minutes*"
Hispanic	165.08 minutes*"
Unemployed	-8.56 minutes*"
Works Part Time	2.03 minutes
Has Children	32.21 minutes*"
Education Ascending	8.56 minutes*"
Black * Unemployed	-24.10 minutes*"
Hispanic * Unemployed	-4.73 minutes
Black * Education Ascending	7.43 minutes*"
Hispanic * Education Ascending	-25.0 minutes*"
<i>Pearson/df value 1.691</i>	
<i>*Significance value below .05 in model based estimates</i>	
<i>" Significance value below .05 in robust estimates</i>	
<i>***Baseline victim variables include white race, full-time employed, no kids, physical domestic violence, and prior to MDT creation.</i>	

In the pre-MDT years, the average victim in St. Clair received .5 more legal advocacy sessions than victims in low collaboration comparison counties (Table 4-15). In the same time period, McLean victims received the same number of legal advocacy sessions as victims in low collaboration comparison counties, and Peoria victims received about .8 fewer service sessions than this comparison group. In the MDT years, however, both Peoria and McLean demonstrated positive trends on this outcome, with McLean having a particularly large increase of 1.5 sessions per victim and Peoria having an increase of .4 sessions per victim. In the MDT years, St. Clair and the low collaboration counties demonstrated downward trends on this outcome, and the high collaboration comparison counties were essentially flat. In the MDT years, the average St. Clair victim received about 1.3 fewer legal advocacy services than a similar victim in the pre-MDT years. In terms of the minutes of legal advocacy services received, St. Clair and McLean had positive trends in the MDT years, with average gains of 20 and 50 minutes of additional service, respectively. In the MDT years, the average victim in Peoria declined very slightly on this

outcome, receiving about 12 fewer minutes of legal advocacy services than a similar victim in the earlier time period. Both types of comparison counties declined slightly in the MDT years on this outcome.

Overall, for the number and minutes of legal advocacy services received, McLean had the strongest positive results, demonstrating substantial gains on both outcomes in the MDT years. Peoria had a positive trend on the number of services received and a negligible negative trend on the minutes of services received. Again, bear in mind that Peoria and McLean served substantially more victims per year in the MDT years than they did in the pre MDT years, so even maintaining consistent service provision per victim could be considered a success. St. Clair had a noticeable negative trend on the number of services received, but these sessions were apparently longer, since St. Clair also demonstrated a positive trend in the minutes of services received. Considering that McLean and Peoria served substantially more victim in the MDT years, one has to conclude that both counties achieved considerable success in improving victim access to legal advocacy services in the MDT years.

Victim had an order of protection request approved (binary outcome)

Table 4-17 describes the regression results for analysis of the binary outcome concerning whether or not the victim had an order of protection request granted in the first eight attempts. For the baseline victim (white, full-time employed, no children, lowest level of education, low collaboration county, presenting issue of physical domestic violence, pre-MDT years), about 71.6% of victims had an OP approved. Black, Hispanic, unemployed, part-time employed, and poorly educated victims were less likely to have record of an OP request being approved. Victims presenting with emotional or sexual DV were slightly less likely to have an OP approved. Victims who sought a plenary OP in the first or second OP application were substantially more likely to have an OP approved. (This could be due to self-selection on the part of victim. Those individuals seeking a plenary OP may be more likely to show up for the court hearing, for example.) In the high collaboration counties, there was a small decrease in the likelihood of having an OP granted associated with time period two (2004-2011), as compared to time period one; in the low collaboration counties, there was a small increase in that likelihood. Likewise, the likelihood of the victim receiving an order of protection in St. Clair County declined slightly in time period two, though the change was very small. As with the previous two outcomes, both McLean and Peoria counties have noteworthy positive effects associated with time period two. Victims in Peoria and Mclean counties were 5.4 and 8.0 percentile points, respectively, more likely to receive an OP.

Victim had any decision on an order of protection request recorded (binary outcome)

Table 4-18 describes the regression results for analysis of the binary outcome concerning whether or not the victim had any decision on an OP recorded, indicating that at least they attempted to get an OP. For the baseline victim, about 78.5% of victims had any order of protection decision recorded. As expected, this rate is somewhat higher than the rate for OP approvals. Black, Hispanic, unemployed, part-time employed, and poorly educated victims were less likely to have had any order of protection decision recorded. Victims presenting with emotional or sexual DV were slightly less likely to have any OP decision recorded. For all

county types, including all of the MDTs, the difference in the likelihood of having any OP decision recorded in time period two, as compared to time period one, was small. Peoria County had a small increase of 2.8 percentile points and McLean and St. Clair counties had small decreases. The fact that decent-sized positive effects were seen for Peoria and McLean counties on the previous outcome (OP approved), but such effects were not seen for this outcome, suggests that the “batting average” of legal advocates in McLean and Peoria counties improved during MDT years. In other words, victims were likely to have OPs approved when they sought one.

Table 4-17: Regression Results -- Factors Affecting Whether Victim had Order of Protection Petition Granted

Victim had an Order of Protection Application Granted	
Baseline Chance***	71.57%
Victim Variables	Change in Chance
MDT Years (Low Collaboration Counties)	2.10% **
MDT Years *St. Clair County	-1.60%
MDT Years *Peoria County	5.37% **
MDT Years *McLean County	8.03% **
MDT Years *High Collaboration Counties	-2.61% **
Black	-14.79% **
Other Race	-9.56% **
Hispanic	-14.14% **
Education Level (white, other race)	-1.15% **
Unemployed (white, other race)	-15.85% **
Part-Time Employed	-5.13% **
Black * Unemployed	-4.81% **
Black * Education Level	3.42% **
Hispanic *Unemployed	3.44% **
Hispanic * Education Level	2.43% **
Unemployed * Education Level	0.10%
Has Children	2.38% **
Emotional Domestic Violence	-5.89% **
Sexual Domestic Violence	-4.67% **
Plenary OP Sought First or Second Try	16.80% **
McLean County	-33.66% **
Peoria County	0.08%
St. Clair County	10.42% **
High Collaboration County	-14.11% **

* $p < .05$

** $p < .01$

***Baseline victim variables include white race, full-time employed, no children, physical domestic violence, no plenary OP sought in the first or second OP, and the time period prior to MDT creation.

Nagelkerke Pseudo R-square= .138

Table 4-18: Regression Results -- Factors Affecting Whether Victim had Any Order of Protection Decision Recorded

Victim had any Order of Protection Decision Recorded	
Baseline Chance***	78.45%
Victim Variables	Change in Chance
MDT Years (Low Collaboration Counties)	2.02% **
MDT Years *St. Clair County	-3.69% **
MDT Years *Peoria County	2.79% **
MDT Years *McLean County	-1.32%
MDT Years *High Collaboration Counties	-2.52% **
Black	-17.03% **
Other Race	-9.99% **
Hispanic	-15.64% **
Education Level (white, other race)	-1.18% **
Unemployed (white, other race)	-16.00% **
Part-Time Employed	-5.07% **
Black * Unemployed	-4.20% **
Black * Education Level	3.36% **
Hispanic * Unemployed	4.18% **
Hispanic * Education Level	2.55% **
Unemployed * Education Level	-0.07%
Has Children	2.58% **
Emotional Domestic Violence	-2.41% **
Sexual Domestic Violence	-3.39% **
McLean County	-17.15% **
Peoria County	1.09%
St. Clair County	11.86% **
High Collaboration County	-14.67% **
* $p < .05$	
* $p < .01$	
***Baseline victim variables include white race, full-time employed, no kids, physical domestic violence, and the time period prior to MDT creation.	

Nagelkerke Pseudo R-square= .152

Summary of Infonet Data Findings

There would appear to be some alignment between the findings of the qualitative and quantitative analyses. Generally speaking, the qualitative results indicated that the Peoria and McLean MDTs have been functioning at relatively high levels over the past several years. The St. Clair MDT, however, had several years in which relationships among law enforcement, prosecutors and other stakeholders were reportedly not very collaborative. Inconsistent leadership in St. Clair also seems to have made substantial progress difficult. Although St. Clair County has recently made substantial changes and is currently implementing a number of promising practices, victim services results from earlier years may still reflect the time period of

less robust MDT cooperation. Based on the qualitative results, one could predict that moderately strong positive results would be evident for McLean and Peoria counties in the Infonet analyses. St. Clair County, on the other hand, might be predicted to have negligible changes on the outcomes in question.

The results presented here largely support those hypotheses. Both McLean and Peoria had positive trends virtually across the board, particularly when you consider that these counties served considerably more victims per year in the MDT years. On outcomes like the receipt of referrals from police, all the MDT counties increased their likelihood of this outcome by 6 to 15 percentile points. On the outcome of having an OP granted, McLean and Peoria increased the rates of this outcome by 8 and 5.4 percentile points, respectively. Comparing pre-MDT year to post-MDT years, Peoria and McLean also increased the number of legal advocacy sessions that the average victim received. Moreover, the average annual number of victims was increasing substantially in these sites during MDT years. The percentile changes alone could be viewed as somewhat modest effects in the sense that most increases were around 10 percentile points. However, when you combine the higher rates of service per victim with an increased number of victims served, the positive effects from McLean and Peoria counties are fairly strong indeed. The use of comparison counties, extensive victim demographic controls, and a quasi-experimental design adds an additional degree of confidence to these findings. It would be unwise to claim that the presence of the MDTs definitively caused the changes in the likelihood that victims receive referrals from police, receive legal advocacy services, or have OPs, or was the only activity in the community that might have affected these outcomes. Nonetheless, these findings provide some hints as to the effectiveness of the MDTs in Peoria and McLean counties.

The results in St. Clair County fit the hypothesis and the qualitative data as well. Although there are some positive effects associated with St. Clair in time period two (e.g., +8 percentile points in the likelihood of police referrals), most often the effects are small or negative. Moreover, the average annual number of victims served in St. Clair County actually declined during the MDT years. Basically, the rates of most outcomes in St. Clair County were stagnant across time periods and the total number of victims each year was declining. This is a stark contrast to the results in Peoria and McLean counties.

Compared to the low collaboration comparison counties, the high collaboration counties tended to have better slightly better outcomes than low collaboration counties. This finding is consistent with our expectation that counties that are more collaborative and communicative in general — with or without an MDT — would result in better outcomes. In terms of all victim services and legal advocacy services, victims in high collaboration counties received slightly more services and were slightly more likely to receive a referral from police. After accounting for population growth, both types of comparison counties had small declines in the number of victims served per year. Neither type of comparison county comes close to duplicating the substantial improvements evident in McLean and Peoria.

Limitations

Infonet data is problematic for a number of reasons, as discussed earlier, including the fact that these victims are a biased subsample of the population of victims, because all of these victims

voluntarily contacted DV centers. Other complications include the possibility that different centers can have substantially different baseline rates of outcomes. Also, there is no single best outcome that can be used to quantify the effectiveness of victim services in the MDTs. Lastly, the Infonet database has a fairly large amount of missing data, requiring some variables to be dropped from the analysis.

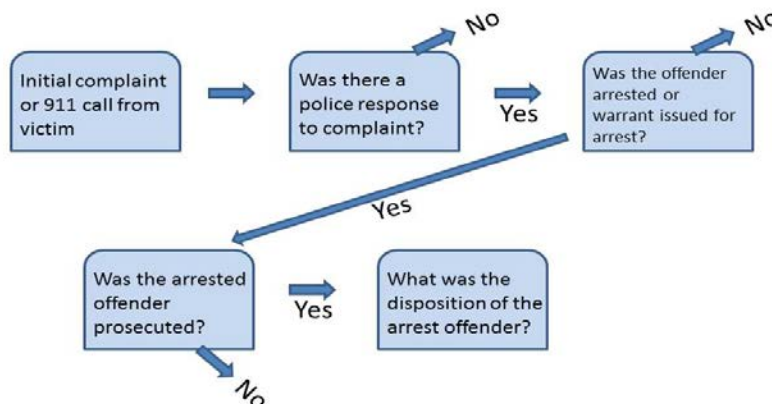
Within the scope of these limitations, we have attempted to identify quantitative outcomes that provide some indication that MDTs are having positive effects. These difference-in-difference regression models are substantial improvements over simple descriptive data, and they help control for some of the other factors that may have contributed to the observed outcomes. The results here should be interpreted with caution, but there are reasons to believe that the MDTs in Peoria and McLean counties have had a substantial effect on the number of victims seeking support from DV centers and on the services they receive through those centers, MDT staff, and other local stakeholders.

Findings from Analysis of CHRI data

One of the goals of the MDTs is to improve offender accountability, particularly through the criminal justice system. One could treat victim services data, particularly legal advocacy data, as a proxy for offender accountability, but looking directly at offender data would be preferable. In this evaluation, we have attempted to identify offender accountability impacts produced by the presence of an MDT. However, data quality and data availability issues have impaired our ability to conduct an ideal analysis along these lines. The analysis we include here largely focuses on arrest data from the MDT counties and the comparison counties.

What sort of offender outcomes might be articulated for programs like the MDT? If one had comprehensive data, analyzing various aspects of the decision tree in Figure 1 might be ideal.

Figure 1: Decision tree for offender accountability



At each step in this decision chain, some cases will stop and other cases will keep moving forward. The MDTs focus heavily on training police officers to follow best practices at the scene of an incident and collect high quality evidence. These efforts, combined with improved victim engagement, could result in fewer cases dropping out of this decision chain. For example, one might examine what percentage of initial complaints produced a police response or what percentage of initial complaints led to an arrest. One could also look at the percentage of initial complaints or arrests that are prosecuted or led to a conviction. MDTs also focused on best practices by prosecutors. As we saw in Chapter 3, data from annual reports were presented on the prosecution rate and conviction rate in an effort to develop proxy impact measures. However, data limitations were substantial, and only limited conclusions could be drawn from those tables. Since there is a funded probation component of the MDTs, one could also look beyond this decision tree to measure the likelihood of offender recidivism on DV offenses.

To expand on the decision tree somewhat, generally what we hypothesize to occur as a result of an MDT is:

- Higher rate of reporting of DV offenses by the general public
- For reported incidents, higher and better response by victim service agencies to victim needs
- More timely, victim-sensitive and evidence-preserving police response to reported offenses
- Higher arrest rate
- Increased percent of cases where the SAO decides to prosecute
- Increased percent of convictions
- For offenders sentenced to probation, increased compliance with terms of probation and participation in available treatment programs, and
- For all offenders, lower domestic violence recidivism.

Limitations of our available data

Unfortunately, we are not able to analyze a full decision tree like the one presented above because our data have substantial gaps in the chain of events. For starters, we do not have initial complaint or 911 call data. This stage would contain the largest number of cases and would serve as the first indication that law enforcement was made aware of a domestic violence or sexual assault incident. Our data, which are derived from a subset of the Illinois State Police's LEADS database, start at the arrest event. Thus, our decision tree is somewhat truncated on the front end.

Moreover, our decision tree is also truncated towards the latter end. Our dataset, known as CHRI, does indeed contain arrest information, prosecution/disposition information, and sentencing information. However, we determined the prosecution/disposition and sentencing information in CHRI for the MDT counties was not sufficiently complete or reliable to be used to evaluate the impact of the MDTs. As with the Infonet data for sexual assault in Kankakee, initial examination of CHRI case counts by year revealed some unusual fluctuations in the number of cases prosecuted from year to year in the MDT counties. These data did not align well with what we found in our qualitative analysis and the extent of the fluctuations did not seem plausible. Further discussions with ICJIA confirmed our suspicions. We learned that earlier comparisons of CHRI data with disposition data from the Administrative Office of the

Illinois Courts (AOIC) revealed that there were often substantial discrepancies across these datasets and that some counties had larger discrepancies than others. One of the MDT counties – St. Clair County -- was among the group that had particularly wide discrepancies between the CHRI data and the AOIC annual report in terms of conviction information. Also, there is a distinct lack of information regarding actual State’s Attorneys’ Offices prosecutorial filing decisions, as many State’s Attorneys’ Offices do not submit data into CHRI. In order to ease administrative burdens in large jurisdictions, the State Police have allowed counties to sign agreements that state that the charges brought by police at the time of arrest are to be considered those also filed in court. For these counties, the State Police merely duplicate individuals’ arrest charges into the corresponding State’s Attorney Tables in the CHRI system. In some of these cases, however, the State’s Attorney *does* file substantially different charges, or does not initiate a prosecution at all. These deviations from the initial arrest charge will not be recorded in the CHRI data. As a result, prosecution information in the CHRI data is generally considered unreliable for research purposes. So, if an offender’s charges were changed between arrest and prosecution, as often occurs, these changes would not be captured well in the data. One of the MDT counties is among the group of counties that uses this practice. It is also worth noting that the data from some of our comparison counties would also be considered somewhat unreliable for the same reasons outlined above.

Given these issues, we were forced to conclude that we should not analyze prosecution, disposition, or sentencing information for this evaluation. Any such analysis would be so deeply problematic and full of caveats that the results would be rendered almost meaningless. Cutting out the prosecution data reduces our ability to do more advanced analyses like regressions, but we felt that excluding the unreliable data was the most appropriate decision. Our analysis is thus restricted to descriptive analyses of DV and SA arrest data and offender recidivism (at re-arrest³⁰) over time. We do still utilize a difference-in-difference logic in these descriptive analyses though, comparing the MDT counties to both types of comparison counties, both before and after the implementation of the MDTs.

Domestic Violence and Sexual Assault Incidents Included in the Analysis

This analysis focuses on arrests for a range of common domestic violence and sexual assault charges. For a full list of all the specific criminal statutes that were used to select cases for this analysis, see Appendix. More generally, the domestic violence cases that were selected included a charge in at least one of the following categories:

- Aggravated Domestic Battery
- Domestic Battery
- Interfering with DV Report
- Order of Protection Violation

CHRI data is organized by arrest event, and each arrest event or case can have multiple charges, some of which may not be related to DV at all. We have broken out the descriptive data by both cases and charges, but we have only retained those charges that are directly DV-related. The sexual assault cases that were selected included a charge in at least one of the following categories:

³⁰ Meaning that we count a case as a recidivist if another arrest event occurs, whether or not that arrest event led to filing of charges or other possible dispositions.

- Aggravated Sexual Assault
- Criminal Sexual Assault
- Sex Offender Registration Violation

The data presented in the tables below includes arrest incidents from the start of 2001 through the end of 2010. Using this time frame provides us with three years of data prior to the start of the MDTs in 2004 and seven years of data after the MDTs were implemented. The same set of high collaboration and low collaboration comparison counties were used in the CHRI analysis as in the Infonet analysis. (For more detail on the comparison counties and how they were selected and categorized, see the preceding Infonet section.)

Domestic Violence Arrests - Total Cases and Total DV Charges

Table 4-19 and 4-20 present annual averages for DV arrests in the MDT and comparison counties before and after implementation of the MDTs. The first table is a count of cases and the second is a count of DV charges related to those cases. The arrest data in these tables generally correspond to what we saw in Table 4-1 regarding reported DV incidents on Infonet: Peoria county was the highest, McLean county was the lowest, and St. Clair was in between. The first two columns in the tables provide the absolute annual averages for the pre-MDT years ('01-'03) and the years of MDT implementation ('04-'10). The third column provides the percentage change in absolute annual average arrests, comparing the first time period vs. the second time period. Since some of the counties are growing faster than others, the simple absolute number of arrests could be misleading. The last three columns are similar to the first three columns, except they adjust for the counties' population sizes by presenting annual average arrests per 100,000 residents. The last column, which provides the Pre-MDT to Post-MDT percentage change in annual arrests per 100,000 residents, is probably the best single measure of the changes in annual DV arrests over time.

Table 4-19 provides the number of cases or arrest incidents, and Table 4-20 provides the total number of DV charges. In Table 4-19, cases are identified by the most serious DV charge in the arrest incident. So, if a case included an aggravated domestic battery charge and a lesser charge of interfering with a DV report, the case is listed under aggravated domestic battery. In terms of absolute annual average arrests, both types of comparison counties demonstrate modest increases of 5-8% in the MDT years, but after you account for population growth, the comparison counties are basically flat across the two time periods. After accounting for population growth, McLean has a 2% increase in annual DV arrests, and Peoria has a 6% increase. St. Clair is the only county or group to show a decline in the MDT years. After accounting for population growth, the annual average number of arrests in St. Clair declined 14% in the MDT years.

Among the specific categories of charges, aggravated domestic by far showed the most growth, with some counties and county groupings posting 100% increases in annual averages on this charge. Aggravated domestic battery only accounted for 1-3% of all charges, however, on average. Domestic battery accounted for 85%-90%.

Table 4-19: Number of Annual Domestic Violence Arrests by County Grouping by Time Period

Average Annual Domestic Violence Arrests- Number of Cases	Annual Average PRE MDT ('01-'03)	Annual Average MDT Years ('04-'10)	Pre MDT to Post MDT % Change	Pre-MDT Years- Annual Average per 100,000 residents ('00-'03)	MDT Years- Annual Average per 100,000 residents ('04-'10)	% Change in Arrests per 100,000 residents (Pre-MDT years to MDT years)
High Collaboration Comparison Counties	2,977.7	3,222.9	8.2%	399.4	400.3	0.2%
Aggravated Domestic Battery	57.00	94.57	65.9%	7.65	11.75	53.7%
Domestic Battery	2578.33	2785.71	8.0%	345.82	346.04	0.1%
Interfering with DV Report	4.67	11.00	135.7%	0.63	1.37	118.3%
Order of Protection Violated	337.67	331.29	-1.9%	45.29	41.15	-9.1%
Low Collaboration Comparison Counties	5,637.0	5,906.6	4.8%	509.1	516.3	1.4%
Aggravated Domestic Battery	58.67	156.71	167.1%	5.30	13.70	158.6%
Domestic Battery	4920.67	5165.14	5.0%	444.36	451.51	1.6%
Interfering with DV Report	10.33	8.29	-19.8%	0.93	0.72	-22.4%
Order of Protection Violated	647.00	576.29	-10.9%	58.43	50.38	-13.8%
McLean	508.0	553.3	8.9%	330.6	337.8	2.2%
Aggravated Domestic Battery	21.33	25.29	18.5%	13.88	15.44	11.2%
Domestic Battery	445.00	469.14	5.4%	289.62	286.43	-1.1%
Interfering with DV Report	3.67	4.86	32.5%	2.39	2.97	24.3%
Order of Protection Violated	38.00	54.00	42.1%	24.73	32.97	33.3%
Peoria	1,235.3	1,317.4	6.6%	675.8	714.2	5.7%
Aggravated Domestic Battery	25.67	52.57	104.8%	14.04	28.50	103.0%
Domestic Battery	1052.00	1126.29	7.1%	575.54	610.60	6.1%
Interfering with DV Report	1.00	2.57	157.1%	0.55	1.39	154.8%
Order of Protection Violated	156.67	135.86	-13.3%	85.71	73.65	-14.1%
St. Clair	745.3	660.6	-11.4%	289.7	249.7	-13.8%
Aggravated Domestic Battery	10.00	19.57	95.7%	3.89	7.40	90.3%
Domestic Battery	674.33	574.00	-14.9%	262.10	216.94	-17.2%
Interfering with DV Report	1.00	0.29	-71.4%	0.39	0.11	-72.2%
Order of Protection Violated	59.67	66.57	11.6%	23.19	25.16	8.5%

Source: University of Illinois Springfield interpretation of CHRI data

Table 4-20 provides the annual average of total DV charges in MDT and comparison counties, before and after MDT implementation. These counts are higher than arrests because each arrest may lead to multiple charges. In terms of absolute annual average number of charges, both types of comparison counties demonstrate increases in the MDT years, even after accounting for population growth. This means that in recent years in all counties that are part of the study there is an increased likelihood of DV-related charges being filed. The high collaboration comparison counties did not have much growth in the number of cases but they increased their number of charges by 11% after accounting for population growth. After accounting for population growth,

McLean has a 1% increase in annual DV charges, and Peoria has a 6% increase. These changes are very similar to the changes in the number of DV cases, indicating that the average number of charges per arrest has not changed. St. Clair is the only county or group to show a decline in the MDT years on this measure. After accounting for population growth, the annual average number of arrests in St. Clair declined 15% in the MDT years, which is similar to the decline St. Clair had in the annual average number of cases.

Table 4-20: Number of Annual Domestic Violence Charges by County Grouping by Time Period

Average Annual Domestic Violence Arrest- Number of DV Charges	Annual Average PRE MDT ('01-'03)	Annual Average MDT Years ('04-'10)	Pre MDT to Post MDT % Change	Pre-MDT Years- Annual Average per 100,000 residents ('00-'03)	MDT Years- Annual Average per 100,000 residents ('04-'10)	% Change in Arrests per 100,000 residents (Pre-MDT years to MDT years)
High Collaboration Comparison Counties	3,440.7	4,138.0	20.3%	461.5	514.0	11.4%
Aggravated Domestic Battery	59.67	102.14	71.2%	8.00	12.69	58.5%
Domestic Battery	2887.67	3499.57	21.2%	387.31	434.72	12.2%
Interfering with DV Report	109.67	149.71	36.5%	14.71	18.60	26.4%
Order of Protection Violated	383.67	385.57	0.5%	51.46	47.90	-6.9%
Low Collaboration Comparison Counties	6,362.3	6,754.9	6.2%	574.6	590.5	2.8%
Aggravated Domestic Battery	66.00	167.43	153.7%	5.96	14.64	145.6%
Domestic Battery	5273.33	5616.43	6.5%	476.21	490.96	3.1%
Interfering with DV Report	283.33	310.86	9.7%	25.59	27.17	6.2%
Order of Protection Violated	737.33	656.71	-10.9%	66.59	57.41	-13.8%
McLean	622.0	669.7	7.7%	404.8	408.9	1.0%
Aggravated Domestic Battery	24.00	29.86	24.4%	15.62	18.23	16.7%
Domestic Battery	492.67	517.00	4.9%	320.65	315.65	-1.6%
Interfering with DV Report	57.67	55.00	-4.6%	37.53	33.58	-10.5%
Order of Protection Violated	47.67	67.86	42.4%	31.02	41.43	33.5%
Peoria	1,363.0	1,460.6	7.2%	745.7	791.8	6.2%
Aggravated Domestic Battery	27.00	56.71	110.1%	14.77	30.75	108.2%
Domestic Battery	1103.67	1188.00	7.6%	603.80	644.06	6.7%
Interfering with DV Report	38.33	44.86	17.0%	20.97	24.32	16.0%
Order of Protection Violated	194.00	170.71	-12.0%	106.14	92.55	-12.8%
St. Clair	789.7	692.4	-12.3%	306.9	261.7	-14.7%
Aggravated Domestic Battery	10.33	19.86	92.2%	4.02	7.50	86.9%
Domestic Battery	696.00	589.57	-15.3%	270.52	222.82	-17.6%
Interfering with DV Report	13.00	8.57	-34.1%	5.05	3.24	-35.9%
Order of Protection Violated	70.33	74.29	5.6%	27.34	28.08	2.7%

Source: University of Illinois Springfield interpretation of CHRI data

Sexual Assault Arrests- Annual Average Cases and Charges

Compared to domestic violence, the incidence of sexual assault is much lower. Tables 4-21 and 4-22 present annual averages for SA arrests in the MDT county and comparison counties before and after implementation of the MDT. The first two columns provide the absolute annual averages for the pre-MDT years ('01-'03) and the years of MDT implementation ('04-'10). The third column provides the percentage change in absolute annual average arrests, comparing the first time period to the second time period. The last three columns are similar to the first three columns, except they adjust for the counties' population sizes by presenting annual average arrests per 100,000 residents. The last column, which provides the Pre-MDT to Post-MDT percentage change in annual arrests per 100,000 residents, is probably the best single measure of the changes in annual SA arrests over time.

Table 4-21 provides the number of cases or arrest incidents, and Table 4-22 provides the total number of SA charges. In Table 4-21, cases are identified by the most serious SA charge in the arrest incident. So, if a case included an aggravated sexual assault charge and a lesser charge, the case is listed under aggravated sexual assault. After you account for population growth, all counties have fairly substantial reductions in the annual number of SA arrests. The low collaboration counties have a reduction of almost one-third, and the high collaboration comparison counties declined by 17%. Kankakee, the MDT county, had a smaller decline of 11%, which is largely due to a 20% decline in aggravated sexual assault arrests. Arrests for criminal sexual assault in Kankakee actually went up slightly by 2%. Although this analysis tends to look for improvement in a county over time, it is worth noting that Kankakee's arrests per 100,000 residents were substantially higher than those in the comparison counties, both before and after MDT implementation.

Table 4-21: Number of Annual Sexual Assault Arrests by County Grouping by Time Period

Sexual Assault Arrests- Average Annual Number of Cases	Annual Average Pre-MDT Years ('01-'03)	Annual Average MDT Years ('04-'10)	Pre MDT to Post MDT % Change	Pre-MDT Years- Annual Average per 100,000 residents ('00-'03)	MDT Years- Annual Average per 100,000 residents ('04-'10)	Arrests Per 100,000 residents % Change (Pre-MDT years to MDT years)
High Collaboration Comparison Counties	221.9	197.4	-11.1%	23.9	19.9	-16.67%
Aggravated Sexual Assault	126.3	104.3	-17.4%	13.6	10.5	-22.6%
Criminal sexual assault	95.3	91.1	-4.4%	10.3	9.2	-10.4%
Sex Offender Registration Violation	0.3	2.0	506.1%	0.0	0.2	467.8%
Low Collaboration Comparison Counties	251.9	179.2	-28.9%	27.3	18.7	-31.3%
Aggravated Sexual Assault	125.0	90.6	-27.5%	13.5	9.5	-30.1%
Criminal sexual assault	124.3	86.6	-30.3%	13.4	9.0	-32.8%
Sex Offender Registration Violation	2.6	2.0	-23.1%	0.3	0.2	-25.8%
Kankakee	43.6	40.7	-6.7%	41.5	36.9	-11.2%
Aggravated Sexual Assault	27.3	22.7	-16.8%	26.0	20.6	-20.8%
Criminal sexual assault	16.3	17.4	6.7%	15.5	15.8	1.6%
Sex Offender Registration Violation	0.0	0.6	N/A	0.0	0.5	N/A

Source: University of Illinois Springfield interpretation of CHRI data

Table 4-22 provides the annual average of total SA charges in the MDT county and comparison counties, before and after MDT implementation. In terms of absolute annual average number of charges, both types of comparison counties demonstrate decreases in the MDT years, although the decline in the low collaboration counties was much larger at 28%. The high collaboration comparison counties declined only 4% over the time period. After accounting for population growth, Kankakee had a 18% decline in the annual number of SA charges in the MDT years compared to the pre-MDT years. Again, it is worth noting that Kankakee's charges per 100,000 residents were substantially higher than those in the comparison counties, both before and after MDT implementation. The overall number of cases in Kankakee is fairly small as well, so changes of just a few cases can have a fairly substantial impact on percentage changes. Thus, while domestic violence charges per 100,000 residents were found earlier to increase in the MDT years, similar sexual assault charges decreased over the same period.

Table 4-22: Number of Annual Sexual Assault Charges by County Grouping by Time Period

Sexual Assault Arrests- Average Annual Number of Charges	Annual Average PRE MDT ('01-'03)	Annual Average MDT Years ('04-'10)	Pre MDT to Post MDT % Change	Pre-MDT Years- Annual Average per 100,000 residents ('00-'03)	MDT Years- Annual Average per 100,000 residents ('04-'10)	Arrests Per 100,000 residents % Change (Pre MDT years to MDT years)
High Collaboration Comparison Counties	272.0	278.8	2.5%	29.3	28.1	-4.0%
Aggravated Sexual Assault	156.3	156.4	0.1%	16.8	15.8	-6.3%
Criminal sexual assault	115.0	120.4	4.7%	12.4	12.1	-1.9%
Sex Offender Registration Violation	0.7	2.0	203.0%	0.1	0.2	183.9%
Low Collaboration Comparison Counties	300.0	223.4	-25.5%	32.5	23.3	-28.1%
Aggravated Sexual Assault	148.7	119.7	-19.5%	16.1	12.5	-22.3%
Criminal sexual assault	148.3	101.1	-31.8%	16.0	10.6	-34.2%
Sex Offender Registration Violation	3.0	2.6	-13.3%	0.3	0.3	-16.4%
Kankakee	49.3	42.7	-13.5%	46.9	38.7	-17.6%
Aggravated Sexual Assault	30.3	23.4	-22.8%	28.8	21.2	-26.5%
Criminal sexual assault	19.0	18.4	-3.2%	18.1	16.7	-7.8%
Sex Offender Registration Violation	0.0	0.9	N/A	0.0	0.8	N/A

Source: University of Illinois Springfield interpretation of CHRI data

Recidivism Results for Domestic Violence

Table 4-23 provides a breakdown of the percentage of DV offenders who were arrested more than once for DV crimes from the period 2001-2010. For offenders who were first arrested in 2001, a full ten years of additional arrest records are available, so the figure listed for those offenders is a 10-year recidivism. As the year of first arrest gets closer to 2010, however, fewer years of data are available, so the provided rates are 1-9 year recidivism rates.

It is very important to note that these statistics were not calculated with statewide data. Rather, offense data restricted to MDT counties and comparison counties were used. This fact means that DV offenses are only captured in these data if they took place in one of these counties. These figures are most likely underestimates of the overall recidivism rate because these figures

fail to capture DV offenses outside of the MDT or comparison counties. Recidivists who are committing DV offenses in multiple counties are likely not captured here.

As predicted, each additional year of data available is associated with a higher percentage of offenders who were arrested more than once for DV crimes. The overall average 10-year recidivism rate across the counties (for offenders arrested in 2001) is fairly high at 36.5%. The MDT counties of McLean and St. Clair were below this average at 30%, and Peoria was well above it at 48%. These positions relative to the overall average basically held true across the remaining nine years. Peoria consistently had the highest recidivism rate, usually about one-third higher than the overall average in a given year. McLean was generally slightly below and relatively even with the overall average, and St. Clair tended to be below the overall average. Compared to low collaboration counties, high collaboration counties generally had slightly lower DV recidivism rates.

Table 4-23: Domestic Violence Recidivism Rate by County Group by Year

Single Recidivism Rates for Domestic Violence										
	2001 First Arrests; 10-year recidivism rate	2002 First Arrests; 9-year recidivism rate	2003 First Arrests; 8-year recidivism rate	2004 First Arrests; 7-year recidivism rate	2005 First Arrests; 6-year recidivism rate	2006 First Arrests; 5-year recidivism rate	2007 First Arrests; 4-year recidivism rate	2008 First Arrests; 3-year recidivism rate	2009 First Arrests; 2-year recidivism rate	2010 First Arrests; 1-year recidivism rate
High Collaboration Counties	33.70%	30.20%	28.70%	28.30%	25.70%	25.00%	20.50%	16.90%	12.40%	5.40%
Low Collaboration Counties	37.10%	35.10%	31.50%	30.40%	28.00%	24.40%	22.30%	19.30%	14.10%	7.80%
McLean	30.00%	28.20%	28.50%	32.40%	26.30%	27.10%	20.10%	17.20%	16.70%	6.40%
Peoria	48.80%	42.40%	37.40%	37.40%	36.00%	33.00%	31.70%	24.40%	19.00%	10.10%
St. Clair	30.30%	27.10%	24.50%	21.50%	21.50%	15.20%	14.70%	14.50%	14.60%	11.50%
Weighted Average*	36.50%	33.70%	30.70%	29.90%	27.60%	24.90%	22.10%	18.80%	14.20%	7.40%

Source: University of Illinois Springfield interpretation of CHRI data

*The weighted average accounts for the number of offenders from each category. In other words, the average from the high collaboration counties has a greater influence on the weighted average than St. Clair's average because the high collaboration counties have many more offenders.

Recidivism Results for Sexual Assault

Table 4-24 provides a breakdown of the percentage of SA offenders who were arrested more than once for SA crimes from the period 2001-2010. Overall, recidivism rates for sexual assault are considerably lower than those for domestic violence with a 10-year recidivism rate of 11% as compared to 36% for DV. It is important to note that since the total of offenders involved here is relatively small, the recidivism of just a few offenders can produce substantial shifts in the overall rate for a given year. Indeed, these rates are more volatile year-to-year than DV recidivism rates. For the majority of years, Kankakee's recidivism rates tend to be slightly higher than the overall average, but one might hesitate to draw any conclusions from that due to the low number of offenders involved. Overall, Kankakee's recidivism rates appear to be in the same

ballpark as the rates in the comparison counties, and there are substantial trends evident in the data when compares pre-MDT years to post-MDT years.

Table 4-24: Sexual Assault Recidivism Rate by County Group by Year

Single Recidivism Rates for Sexual Assault										
	2001 First Arrests; 10-year recidivism rate	2002 First Arrests; 9-year recidivism rate	2003 First Arrests; 8-year recidivism rate	2004 First Arrests; 7-year recidivism rate	2005 First Arrests; 6-year recidivism rate	2006 First Arrests; 5-year recidivism rate	2007 First Arrests; 4-year recidivism rate	2008 First Arrests; 3-year recidivism rate	2009 First Arrests; 2-year recidivism rate	2010 First Arrests; 1-year recidivism rate
High Collaboration Counties	9.40%	8.60%	7.30%	6.60%	10.90%	7.70%	7.10%	3.10%	4.40%	3.70%
Low Collaboration Counties	12.90%	11.70%	9.10%	4.60%	7.80%	10.00%	6.40%	1.30%	4.50%	1.30%
Kankakee	11.10%	16.90%	6.90%	20.60%	13.20%	12.90%	7.70%	5.90%	9.40%	7.70%
Weighted Average	11.20%	11.10%	8.20%	6.80%	9.80%	9.10%	6.90%	2.60%	4.90%	2.90%

Source: University of Illinois Springfield interpretation of CHRI data

Discussion of CHRI Results

Although the Infonet victim-centered data was a somewhat limited subset of victims in a given county, it nonetheless offered a fairly rich portrait of victim services and also included fairly detailed victim demographics. It was possible to do advanced analyses of the Infonet data, helping isolate effects that may be due to the presence of an MDT. The Infonet analysis found substantial positive gains for the Peoria and McLean MDTs, particularly in terms of the number of victims served.

Compared to Infonet data, the offender-centered data in the CHRI analyses are substantially more problematic, particularly when it comes to events related to prosecution. Since a substantial portion of MDT funding goes toward funding prosecutors and supporting better evidence collection by law enforcement, it is unfortunate that the impact of this funding cannot be assessed quantitatively with these data. Advanced analyses also could not be conducted with these data because only arrest-level information was deemed sufficiently reliable. Although the descriptive analyses used here utilized comparison groups and time periods before and after MDT implementation, such analyses should not be treated as an adequate substitute for more rigorous regression analyses.

The descriptive analyses indicate that the presence of an MDT after 2004 may have had a very modest positive effect on the number of arrested domestic violence offenders in McLean and Peoria, but no noticeable effect on offender recidivism. The positive results are quite small and often are no better than modest gains seen among high collaboration counties over the same time period. Compared to the scope of the gains in victim services seen in Peoria and McLean, these gains in offender-centric outcomes are negligible. The presence of the MDT in St. Clair did not appear to have any positive effect on the number of DV arrests, and in fact, St. Clair declined on most measures after 2004. On sexual assault arrest data, Kankakee's arrests declined during the MDT years but they did not decline as much as the comparison counties. Also, Kankakee had

considerably more SA arrests per 100,000 residents than the comparison counties, both before and after MDT implementation.

It is important to recognize that the MDTs may have produced gains that would not be evident in the limited analyses above. For example, if Peoria or McLean arrested roughly the same number of offenders annually after implementing MDTs as they did before the MDT, but they substantially increased the percentage of offenders that were prosecuted and/or convicted, such a change would probably be regarded as an improvement in offender accountability. Gains of that sort would certainly be a useful indicator of MDT success, but the presence or absence of such gains simply cannot be determined with these available CHRI data.

In short, the descriptive analyses of offender-centric arrest data do not provide much evidence that the MDTs had a substantial positive effect on offender outcomes in domestic violence or sexual assault. However, these analyses also do not provide evidence that the MDTs were ineffective. Without reliable prosecution information it is difficult to quantitatively assess the effect of the MDTs on offender outcomes.

Chapter 5 DETAILED QUALITATIVE FINDINGS ON MCLEAN COUNTY MDT

Overview of the McLean County MDT Response to Domestic Violence

The McLean County MDT response to domestic violence involves all components of the criminal justice system, including victim services providers and three state-approved Partner Abuse Intervention Programs (PAIPs). The Bloomington Police Department (BPD), the Normal Police Department (NPD), and the Sheriff's Office each have special investigative units for responding to domestic violence cases. The state's attorney's office (SAO) provides office space for three legal advocates from the Mid Central Community Action's Countering Domestic Violence (CDV) program. CDV also has law enforcement advocates co-located at the three law enforcement agencies, as well as one bilingual advocate. A project coordinator is employed through STOP Program Funding. STOP Program funding also covers the cost of hire-back law enforcement officers for the BPD.

The MDT in McLean County operates under a collaborative "awareness to action" program strategy. As stated in the 2010 Annual Progress Report:

The foundation for this strategy lies in the awareness that domestic violence is a crime and is to be treated as a crime by the various components of the justice system's response. The action, therefore, constitutes the "pro arrest" enforcement activities of the police and the "no drop" policy of the State's Attorney's Office, among numerous law enforcement and prosecutor policies now adopted and in force, to hold batterers accountable and to increase victim safety.

The intent of the MDT is that all domestic violence cases in McLean County will be investigated and when appropriate, prosecuted. The MDT has a bifurcated structure, with a Steering Committee (SC) that meets quarterly and other MDT members who meet quarterly but separately from the SC. Community agencies are invited to the quarterly MDT meetings. Monthly case reviews are also conducted for MDT partners to discuss complicated or problematic cases. The stated goals of the MDT are:³¹

- 1) To provide services in the best interest of the victim
- 2) To protect the victim and conduct DV investigations in an expedited manner
- 3) To minimize the number of interviews
- 4) To prevent the abuse of other potential victims
- 5) To increase the effectiveness of criminal prosecution
- 6) To provide information to all agencies involved in a coordinated and efficient manner
- 7) To increase the public's awareness of domestic violence
- 8) To provide training on domestic violence issues
- 9) To identify and promote needed legislation

Program Theory

³¹Drawn from the McLean County Case Review Protocol (2009).

Figure 2 is the logic model developed for the McLean County MDT. In this section, we provide a detailed analysis of the program theory, using the components of *Problem Statement*, *Contextual Factors*, *Inputs/Resources*, *Activities/Outputs*, *Mid-Term Outcomes*, and *Long-Term Impacts*. For McLean County, the *Activities/Outputs* are broken down into seven broad categories, as follows:

- Interagency collaboration
- Law enforcement
- Victim services
- Prosecution/case processing
- Batterer accountability (post-conviction)
- Training
- Community outreach

Contextual Factors

Contextual Factors refers to those existing factors or variables that define and influence the context in which MDT activities take place. This section describes two sets of contextual factors. The first section provides McLean County demographic information. Other contextual factors, described in the second section, were drawn from the interview data and document review. While these factors are likely to be present in many other communities, including the other MDT sites, the factors indicated below were specifically mentioned by McLean County stakeholders.

Demographic and Related Contextual Factors

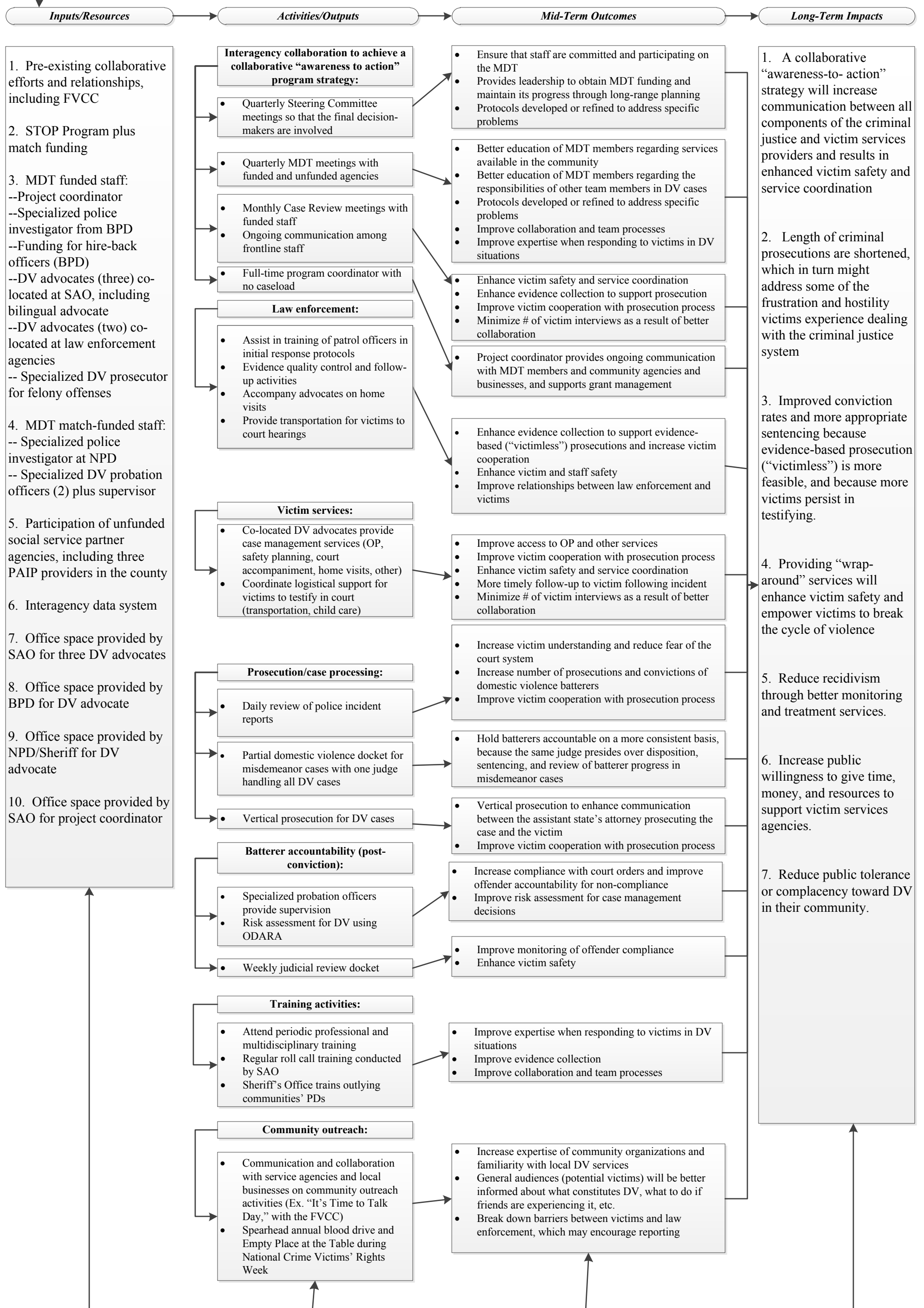
Of the four study sites, McLean County is the largest in land area, with 1,183 square miles. With 143 persons per square mile, however, McLean is also the most rural. The total population is 169,572, the third largest of the four sites. Compared to the other sites, McLean County has the greatest percentage of white persons (84.3%) and the smallest percentage of black persons (7.3%) and other nonwhite groups. McLean has a substantially higher percentage of persons with a bachelor's degree or higher than the other sites, probably due to the presence of two well-known universities (Illinois State University and Illinois Wesleyan University). Further, census data indicate that McLean County has the highest median household income of the four sites (\$56,471) and the lowest percentage of persons living below poverty level (14.4%).³² According to 2009 Illinois-Uniform Crime Reporting Program (I-UCR) statistics, McLean County reported the third highest number of overall index offenses ($N=4,641$). This included 105 criminal sexual assaults, which would include both adult and child sexual assaults, and 481 aggravated assault/batteries. McLean County reported 2,152 domestic crimes in 2009, down by 8.1% from 2008. However, this number includes all forms of domestic-related offenses (see Chapter 1). The City of Bloomington reported the highest rate of crime per 100,000 population (3,189; population 74,975) followed by Normal (3,008; population 52,056).³³

³²Data from <http://quickfacts.census.gov/qfd/states/17/17091.html>.

³³Data from <http://www.isp.state.il.us/crime/cii2009.cfm>.

Figure 2: McLean County Logic Model

Problem Statement: 1. DV cases not being effectively prosecuted due to lack of appropriate evidence and victim reluctance to participate with prosecution. 2. Victims did not have effective access to services, including suitable and affordable housing, job training, education, and child care. 3. Need for advocates to address specific populations (i.e., Spanish-speaking, elderly) 4. Need for dedicated staff at the SAO, Probation and Court Services Department, and law enforcement agencies 5. Law enforcement not collecting sufficient evidence to support prosecution efforts 6. Ineffective supervision of batterers serving probation. 7. More community outreach to schools, places of worship, civic organization, and other local groups. 8. Need to have all criminal justice and victim services trained together, in order to have a coordinated response to DV cases.



Contextual Factors: Macrolevel include state budget reductions for victim services and batterer treatment; large county with both rural and urban communities; perception that DV is a private issue; county experiencing substantial growth in Hispanic population. At the individual level, victim attributes include substance abuse and/or mental health problems; victim has recanted in the past; victim frustration with delays in prosecution; economic status; issues with transportation from rural communities

Stakeholder Identified Contextual Factors

Stakeholders were asked how the economic situation was affecting both the work of the MDT as well as victims and offenders. Some said budget cuts in victim services agencies affect the support that can be given to victims, and others said the recession hit all social service agencies in the community very hard. Other stakeholders noted the large rural population in McLean County, and cited the importance of the advocate in the Sheriff's office, who helps victims in rural areas to secure needed services. Also, stakeholders suggested that, in some of the smaller towns, law enforcement may view domestic violence as a private issue and not want to bring the family into the criminal justice system. While McLean County was described as "service rich," there are still DV services that are not being addressed. For example, there is little or no funding for batterers' treatment, and if the batterer cannot pay, then he/she is noncompliant and may then suffer a penalty for violation of probation. Offenders in rural areas may lack transportation to batterer intervention programs, which are all located in Bloomington/Normal. Stakeholders reported the recession was especially harsh for batterers' treatment programs, and those services have been slow to recover.

Problem Statement

From interview data, document review and input from the MDT, the MDT appears designed to address the following concerns:

1. DV cases not being effectively prosecuted due to lack of appropriate evidence and victim reluctance to participate with prosecution.
2. Victims did not have effective access to services, including suitable and affordable housing, job training, education, and child care.
3. Need for advocates to address specific victim populations (e.g., Spanish-speaking, elderly).
4. Need for specialized staff at the SAO, Probation and Court Services Department, and law enforcement agencies.
5. Law enforcement not collecting sufficient evidence to support prosecution efforts.
6. Desire for increased batterer accountability.
7. Need for increased community outreach to schools, places of worship, civic organization, and other local groups.
8. Need to have all criminal justice and victim services trained together, in order to have a coordinated response to DV cases.

The *Problem Statement* describes the concerns expressed by stakeholders as driving the need for a multidisciplinary response. Stakeholders suggested challenges in two broad areas, relating to capacity and collaboration. In relation to capacity, stakeholders explained there was concern DV cases were not being effectively prosecuted, and victims did not have effective access to services. One stakeholder commented that when prosecution is uncertain, this leads batterers to believe there are no consequences for their actions, and so they do not have to change their behavior. At the time funding was received, there were also no specialized DV law enforcement officers, and evidence quality strongly influences the decision to prosecute. In relation to collaboration, there was conflict between the SAO and victim services providers. Some providers felt the SAO was not doing enough to hold batterers accountable.

Interview data suggest three overarching goals for the McLean County MDT initiative. First, the program was designed to be a “wrap-around” type of program to provide all the services victims may need. It was believed that providing better access to services would also increase the victim’s willingness to participate with prosecution of the batterer. In addition, having better access to services would help victims move past the violence and continue their lives in more productive ways. Second, since batterers typically repeat the violence with the same or another victim, there was a desire to hold batterers accountable through increased punishments but also treatment in order to break their cycle of offending. Finally, the MDT wanted to increase convictions in the hope that this would lead to a decrease in the number of DV incidents. In order to increase convictions, it was critical to train law enforcement regarding evidence collection in DV cases.

Inputs/Resources

Input/Resources generally refers to information, staff, funding, protocols, and other materials that inform policy making or practice, as well as unfunded partners, facilities, and other resources devoted to the MDT. The *Inputs/Resources* identified for the McLean County MDT include the following:

- Pre-existing collaborative efforts and relationships, including FVCC
- STOP Program funding plus match funding
- MDT funded staff
 - Full-time project coordinator
 - Funding for hire-back officers for BPD
 - DV advocates (three) co-located at SAO, including bilingual advocate
 - DV advocates (two) co-located at law enforcement agencies
 - Specialized DV prosecutor for felony offense
 - Sheriff’s deputy
- MDT match-funded staff
 - 0.1 FTE Supervisor at Sheriff’s office
 - 0.6 FTE ASA at SAO
 - Specialized DV probation officers (two) plus supervisor
- Participation of unfunded partner agencies, including three PAIP providers
- Interagency data system
- Office space provided by SAO for three DV advocates; by BPD for a DV advocate; by NPD/Sheriff for a DV advocate; and, by SAO for the project coordinator

Pre-existing collaborative efforts and relationships, including FVCC

McLean County stakeholders were in agreement that the systems which comprise the MDT have an “established, longstanding history of working well together.” This includes the Sheriff’s Office, probation and court services, the state’s attorney’s office, victim services agencies, the business community, and the Family Violence Coordinating Council (FVCC). The previous state’s attorney had written a book on domestic violence, and his successor continued that emphasis on domestic violence and other forms of violent crime by taking the lead on obtaining funding for the MDT. Stakeholders reported that evidence-based prosecution and evidence-based practices have been a priority in McLean County for several years. The League of Women

Voters Plus Justice Options has been a criminal justice watchdog organization in the community for many years. The county has a drug court, a mental health court, and a Domestic Violence Unit in the Probation Department with two full-time specialized DV probation officers. Some stakeholders indicated that political issues in the county had some impact on the MDT at the beginning, and while these concerns linger, they have been minimized, and the partner agencies on the MDT work well together.

Funding and Staffing

For 2011/2012, the total budget for the McLean County MDT was \$633,829. This included \$389,860 in federal dollars, \$129,954 in required match funding, and \$114,015 in additional match funding (“overmatch”). Table 5-1 outlines administrative details of the funded positions in 2011/12, including the identity of the employer and where the staff member is physically located. Following is a discussion of the full-time staff who are members of the MDT.

Project coordinator

McLean County has a full-time project coordinator with no caseload, who works on the MDT grant and other grant projects related to the MDT. Her job responsibilities include gathering quarterly statistical and financial data, developing the agenda for quarterly SC and MDT meetings, coordinating case review meetings, running the meetings, responding to ICJIA requests, setting up training events, disseminating information to the membership, responding to requests from MDT member agencies and other community agencies, serving on several community organization committees and boards, and other duties as requested by the SC or MDT membership. Stakeholders who assisted with hiring the project coordinator indicated they wanted someone with experience dealing with multiple agencies, but able to guide the MDT toward one goal; someone familiar with grants; and an excellent communicator. Perhaps most importantly, they wanted a coordinator who would be able to take a leadership role while working with very strong personalities, who was comfortable and confident working with people who are considered to have a great deal of authority and power in their professional lives. The McLean project coordinator position varies substantially from that of the other three sites, in that this position does not carry a caseload of clients or victims. She does not review police reports for advocacy purposes or provide direct services. However, this allows her to be perhaps more active with organizing community events and participating with other community collaborations, gathering information which she then shares with the MDT membership.

Law enforcement

As mentioned previously, the BPD, NPD, and Sheriff’s Office have specialized investigators to address domestic violence cases. STOP Program funding covers the salary of the BPD detective and hire-back officers. Hire-back officers work overtime hours to conduct additional investigation related to DV cases. Funding pays for about 81 to 84 hours a month, and six hours a week is dedicated to an officer taking advocates to meet with victims in their homes. NPD has a full-time DV detective funded by the county. This position was in place prior to the original grant in 2004, and funding was not requested through the STOP Program.

Table 5-1: Positions Funded by Federal STOP Program Funding and Match Funding in 2011/12 for McLean County MDT

<i>Staff Person</i>	<i>Full-Time</i>	<i>Paid By</i>	<i>Supervisor</i>	<i>Physical</i>
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	<i>Equivalent (FTE)</i>			<i>Location</i>
Law enforcement:				
Specialized DV detective*	1.0	Bloomington PD (BPD)	BPD	BPD
Bloomington hire-back officers*	1,018 hours/year	BPD	BPD	BPD
Specialized DV detective (city funded)	1.0	Normal PD (NPD)	NPD	NPD
Supervisor	10 hours/week	BPD	BPD	BPD
Clerical	8 hours/wk.	BPD	BPD	BPD
Sheriff's deputy and overtime*	1.0	Sheriff's Office	Sheriff's Office	Sheriff's Office
Sheriff's lieutenant/supervisor	.10	Sheriff's Office	Sheriff's Office	Sheriff's Office
Support staff	.10	Sheriff's Office	Sheriff's Office	Sheriff's Office
Victim advocacy/services:				
Bilingual advocate*	.75	Countering Domestic Violence (CDV)	CDV	CDV and SAO
Court advocate #1	.29	CDV	CDV	CDV
Court advocate #2*	1.0	CDV	CDV	SAO
Law enforcement victim advocate #1†	1.0	CDV (contractual, CDV is reimbursed by Sheriff's Office)	CDV	NPD/Sheriff's Office
Law enforcement victim advocate #2†	.90	CDV (contractual, CDV is reimbursed by Sheriff's Office)	CDV	BPD
State's attorney's office:				
Assistant state's Attorney #1*	1.0	State's attorney's office (SAO)	SAO	SAO
Assistant state's Attorney #2†	.60	SAO	SAO	SAO
Probation department:				
Probation officer(s)	2.0	Probation and Court Services Department	Probation and Court Services Department	Probation and Court Services Department
Project coordinator*	1.0	Probation and Court Services Department	Probation and state's attorney	SAO
TOTAL FTE (PEOPLE)	11.74 (17)			
An asterisk (*) denotes position is fully funded through STOP Program funding. A dagger (†) denotes position is partially funded through STOP Program funding.				

Co-located domestic violence advocates

STOP Program funding provides several DV advocates. One DV advocate is co-located full-time at the BPD, and one advocate splits her time between the Sheriff's Office (mornings) and NPD (afternoons). The rationale for this arrangement was fewer rural cases, which are covered by the Sheriff's Office. In addition, fewer cases are investigated by the NPD, as BPD has the majority of the cases in the county. Two DV advocates are co-located at the Domestic Violence Legal Advocacy Unit at the SAO. These advocates provide assistance with preparing orders of protection and also accompany victims to court. A third bilingual advocate is located at the CDV office, but she splits her time between the shelter and the Domestic Violence Legal Advocacy Unit at the SAO, depending on where she is needed. Co-location is considered a best practice in DV services (Schechter & Edleson, 1999).

Specialized DV prosecutors

The funding currently supports a full-time felony assistant state's attorney (ASA), but misdemeanor cases are handled by any of the misdemeanor ASAs who are not STOP Program funded. One misdemeanor ASA position was lost in the past few years due to the economic situation (not federal dollars).

Specialized DV probation officers

The McLean County Probation and Court Services department has had specialized probation officers for DV supervision since 1998, under COPS grant funding. In 2001, that funding was lost, and the department began using probation fees to fund those positions. In 2004, the positions were picked up by the MDT grant, and then that funding was lost in 2007-08. At that time, the county picked up the two specialized DV probation officer positions and continues to fund them, matching federal funding. In 2010, the average caseload per probation officer was about 106, well over the goal of 40 specified in the department's protocol.

Participation of unfunded partner community agencies

Approximately 15 to 20 community agencies attend the quarterly MDT meetings. At each meeting, one agency provides an overview of services offered. Involvement by the MDT members with community agencies increases their visibility, and also helps build relationships with individuals in these other agencies. Further, the MDT becomes a place where unfunded partners can raise concerns or questions related to domestic violence services. There are also three PAIP agencies in McLean County, providing treatment groups for both male and female DV offenders. These agencies report back to probation regarding batterer progress.

Interagency data system

McLean County criminal justice data are maintained in an online, county-wide case management system called the Integrated Justice Information System (IJIS). IJIS contains offender information that can be tracked through the whole criminal justice system. Law enforcement, SAO, probation, and co-located advocates all have access to the data, with different levels of access. Quarterly statistics are gathered in part from IJIS.

Activities/Outputs

Activities/Outputs describe efforts to address specific problems identified by the MDT and efforts to carry out activities made possible by the STOP grant. These activities increase capacity and help increase programs that support the victim and enhance batterer accountability. *Activities/Outputs* can be categorized by the following general areas:

- Interagency collaboration
- Law enforcement activities
- Victim services
- Prosecution/case processing
- Batterer accountability (post-conviction)
- Training
- Community outreach

Interagency collaboration activities/outputs

Activities/outputs related to interagency collaboration include the following:

- Quarterly Steering Committee meetings
- Quarterly MDT meetings with funded and unfunded agencies
- Monthly Case Review meetings with funded staff
- Ongoing communication among MDT members
- Protocol development and implementation

Quarterly Steering Committee meetings

The McLean County MDT is guided by a Steering Committee that consists of the Director of CDV, the chief of the BPD, the chief of the NPD, the sheriff, the state's attorney, and the Director of probation and court services. There is no chairperson among these members; rather, the meetings are facilitated by the project coordinator. Stakeholders commented that the presence of administrative decision makers from all these agencies working together is essential to making system changes. Steering Committee members are discouraged from sending representatives but if that is necessary, they ask that it be an administrative officer who can make decisions on behalf of the agency.

The SC also helps address conflict that may occur. When conflict arises in the MDT, stakeholders unanimously maintained that resolution means sitting down and talking through the issue. The collaboration experienced significant conflict when it first began, when territorial and philosophical issues were still being worked out, and then in the middle years when there was turnover with project coordinators. However, stakeholders were proud they continued to come to the table and eventually came to agreements that best serve the MDT and the community. "*Working toward the same goal*" was a refrain often repeated by stakeholders.

When asked whether there was a balance of power on the MDT, stakeholders suggested that at the Steering Committee level, "*we come together as equals.*" However, in day-to-day activities, the SAO would always hold the greatest power, as what the SAO does affects all the other funded partners and even some unfunded partners. Advocates who do not work at the Law and Justice Center (which houses courtrooms, the Sheriff's Office, the jail, the SAO, the Probation and Court Services Department and a variety of offices not directly related to criminal justice)

are not able to develop the same personal relationships, but still feel respected as members of the MDT. Stakeholders also commented that the no-drop prosecution policy can cause conflicts with victim services, based on the idea that it is disempowering for the woman if she cannot drop the case. However, stakeholders also believed that holding the batterer accountable holds the best opportunity for the victim to change her situation.

Quarterly MDT meetings with funded and unfunded agencies

The MDT also holds quarterly meetings of the Domestic Violence Multidisciplinary Team, which involve all of the partners, funded and unfunded. These meetings are primarily educational and informational in nature, although they can also serve as the initial venue for discussion of new problems. This group occasionally breaks into subcommittees to plan special events or work on policy matters. These meetings also facilitate ongoing communication between MDT members regarding evidence collection, victim concerns, violations of probation, or other issues related to cases that arise on a daily basis.

Monthly case review meetings with funded staff

Monthly case review meetings are attended by the assistant state's attorneys prosecuting DV cases, the Bloomington PD detective, NPD DV detective, Sheriff's DV deputy, the CDV advocates, and the project coordinator to discuss specific cases. The case review meetings were initiated at the suggestion of the current project coordinator, and may be thought of as a subcommittee of the MDT. A case review may be requested because a victim seems to be uncooperative or fearful; when the victim is concerned that the batterer is getting out of jail; if jail calls are reviewed and the batterer has been calling and intimidating the victim; or other victim-related concerns. Any of the participants can request discussion of a case. CDV advocates obtain a release of information (ROI) from the victim, once the case has been accepted by the team. Once an ROI is received, the case can be reviewed more specifically. (Without the ROI, the case is discussed more generally, and with confidentiality in mind.) It is critical for victim services to be part of these case review meetings because they will have direct contact with victims and relate the victim's concerns to probation or to the SAO. However, probation is not included because they would not be involved in an "active" case that has not reached disposition. Stakeholders have expressed concern that there is not always 100% attendance at these case reviews.

Ongoing communication among MDT members

Ongoing communication among MDT members is facilitated by regular quarterly MDT meetings and monthly case review meetings. Several MDT members stated they felt comfortable calling members in other agencies, either with specific case questions or more general policy questions. Even though attendance at these meetings may be sketchy, MDT members appeared to be knowledgeable regarding the MDT membership and generally comfortable communicating with each other.

Protocol development and implementation

McLean County has both a unified protocol and several aligned protocols. The "McLean County Domestic Violence Multidisciplinary Team Case Review Protocol," effective in 2009, is the unified protocol. This protocol specifically describes the process for holding monthly case review meetings to discuss sensitive and difficult domestic violence cases. It also sets forth

ground rules for the case reviews, and includes a Letter of Agreement for all the involved agencies to sign.

Stakeholders noted that an especially important activity conducted by the MDT was the development and implementation of the ODARA Addition to Protocol (2009). Through this protocol, law enforcement, SAO, and the Probation and Court Services Department agreed to utilize the Ontario Domestic Assault Risk Assessment (ODARA) on all domestic violence related cases. ODARA is an actuarial measure that is used to predict the likelihood of future offenses.³⁴ ODARA scores are incorporated into Pretrial Services reports, and utilized by the SAO to guide bond condition recommendations. Police officers and deputies are supposed to investigate using their department's protocol, which incorporates questions from the ODARA protocol.

Other protocols used by MDT partner agencies include the following:

- State's Attorney's Office Policy Concerning Domestic Violence Prosecutions (11/2009)
- McLean County Sheriff's Department Policies and Procedures Policy #1805 (effective 12/1/06)
- Bloomington Police Department Standard Operating Procedure—Domestic Violence Policy (revised 9/29/08)
- Domestic Violence Probation Supervision Program-McLean County Court Services-Adult Division (draft, undated)
- Mid Central Community Action's Countering Domestic Violence (CDV) Program, Legal Advocacy and Criminal Justice Services (rev. 11/09)

Law enforcement activities/outputs

The Annual Progress Reports³⁵ provide some insight on the number of victims affected by law enforcement activities. Those reports reflect activities of the STOP funded agencies only, not the unfunded agencies. In 2010, 1,614 incident reports were completed, and 1,560 cases were investigated by law enforcement. These numbers are the highest over the five-year period starting in 2006. These investigations resulted in 413 arrests for a domestic violence offense, as well as 12 arrests for violation of bail bond and 59 arrests for violation of a protection order. *Activities/outputs* related to the DV-MDT law enforcement response in McLean County include the following:

- Assist in training of patrol officers in initial response protocols
- Evidence quality control and follow-up activities
- Accompany advocates on home visits
- Provide transportation for victims to court hearings

Assist in training of patrol officers in initial response protocols

Stakeholders noted that the specialized detectives at the BPD and NPD, as well as the sheriff's deputy, engage in one-on-one training with patrol officers regarding response to domestic

³⁴ODARA Addition to Protocol (10/1/2009), p. 1.

³⁵ Question 33 in the 2008 to 2010 reports.

violence calls. These officers also work with the SAO on more formal roll call trainings in their departments.

Evidence quality control and follow-up activities

As the first responder to many domestic violence situations, law enforcement plays a critical role in how DV situations are addressed. The BPD has one specialized DV investigator together with STOP Program funded hire-back officers who sign up for overtime to conduct follow-up investigation and evidence collection, especially on misdemeanor cases. NPD is an unfunded agency which provides one specialized DV officer. The Sheriff's Office has a specialized sheriff's deputy, who is fully funded through the STOP grant. Any time there is a DV call, victims are given a form with information on the Illinois Domestic Violence Act (IDVA), the 24-hour hotline number for shelter, and how to get an order of protection. Stakeholders commented that the MDT has facilitated evidence collection by providing a specific contact person at law enforcement agencies, as well as by providing ongoing training for law enforcement through the SAO.

Accompany advocates on home visits

The NPD and BPD detectives, the Sheriff's DV deputy and the hire-back officers are available to accompany advocates on visits to victims' homes. A number of factors are considered by an advocate considering a home visit, including how well the advocate knows the victim or the suspect, officer availability, and whether the victim has had contact with another staff member. In particular, the higher the lethality of the situation, the more likely the advocate will attempt a home visit, in order to make that personal connection with the victim.

Provide transportation for victims to court hearings

Law enforcement officers are also available to provide transportation to victims for court hearings. This may occur because the victim does not feel safe knowing the batterer will also be at the courthouse, or because the batterer's family has been harassing her; she may be staying at the shelter and want that additional protection; or sometimes she simply does not have transportation, particularly if the family had one car and the batterer has it. This activity may support efforts to prosecute the offender by keeping the victim engaged and feeling safe.

Victim advocacy services activities/outputs

According to the federal Annual Progress Reports, STOP Program funds covered services to increasing numbers of victims in McLean County over the course of the period under study. It should be noted this data is based only on the number of victims seen by CDV advocates; however, it is logical to assume that a majority of victims seen by law enforcement and the SAO are included in these numbers. In 2006, 375 victims were given services; in 2007, 390 victims; in 2008, 762 victims; in 2009, 1,147 victims; and in 2010, 1,059 victims were served by members of this MDT. This shows a steady increase in the number of victims served. Of the 1,059 victims served in 2010, the majority of victims were white (71%) followed by black or African-American (23%), representing a disproportionate representation by black victims based on their percentage in the population. Only 7% of the overall McLean county population is black. Eight percent of victims were Hispanic or Latino. By far the greatest number of victims were ages 25-59 (72%), followed by victims ages 18-24 (25%). Nearly 16% of victims were persons with disabilities. Although elder abuse is anticipated to increase in the coming years,

only 18 victims were over age 60 in 2010. The domestic violence shelter for the area is Neville House, which is one program of CDV and is at a secret location. In order to access the shelter, victims must call the 24-hour hotline and the shelter will then arrange for law enforcement transportation.

Victim services *Activities/outputs* identified by the MDT include:

- Co-located DV advocates provide case management services
- Coordinate logistical support for victims to testify in court
- Bilingual advocate provides support for Spanish-speaking victims (discussed previously)

Improving access to victim services, particularly with regard to assistance with orders of protection (OPs), has been a key focus of the MDT. Currently, a victim can receive assistance through the CDV advocates located at the Domestic Violence Legal Advocacy Unit at the Law and Justice Center in downtown Bloomington, or through the co-located DV advocates at the law enforcement agencies. Services include assistance with order of protection paperwork, safety planning, court accompaniment, home visits, lethality assessments, and education regarding the dynamics of domestic violence. Advocates can arrange transportation assistance through law enforcement, and are also called upon to provide informal child care during hearings. If there is a pending family matter or other conflict, they may be referred to Prairie State Legal Services. One issue that can be problematic is if somebody has previously been a defendant in a DV case, but now needs an OP, CDV may not be able to serve that person. However, the SAO is still charged with protecting that individual. In that event, Illinois Legal Aid has provided the forms online and victims can go to the law library or the Bloomington Public Library.

Table 5-2 provides a breakdown of victim services offered by the MDT under STOP Program funding. Although the numbers jump around, the areas of civil legal advocacy/court accompaniment increased modestly; criminal justice advocacy/court accompaniment went up and down; and crisis intervention services clearly increased. Although the data are imprecise, they support a general conclusion of increasing victim services during the MDT years, focusing in particular on the overall counts in the top row.³⁶

Table 5-2: Victim Services by McLean County MDT under STOP Program Funding, 2006-2010

	2006	2007	2008	2009	2010
Total victims receiving requested services	375	390	762	1,147	1,059
Civil legal advocacy/court accompaniment	455	390	0	758	626
Civil legal assistance	0	390	0	0	0
Counseling services/support group	235	283	91	0	0
Criminal justice advocacy/court accompaniment	300	390	762	443	285

³⁶ The McLean county Infonet data in Table 4-1 showed a fairly steady level of DV victims contacting McLean centers for services from 2005 through 2011. However, the increase from pre-MDT years to post-MDT years in the Infonet data was marked.

Crisis intervention	364	390	761	898	542
Hospital, clinic, or other medical response	13	4	2	183	1
Language services	---	---	0	31	31
Transportation	---	---	86	23	24
Victim/survivor advocacy	375	390	762	462	106
Victim-witness notification	460	390	---	---	0
<i>Source: McLean County MDT Annual Progress Reports</i>					

Prosecution/case processing activities/outputs

Several stakeholders commented that improving the prosecution of batterers was a driving force behind formation of the MDT. Prior to the MDT, the consequences for batterers were erratic, depending on the judge, the philosophy of the state’s attorney, and the abilities of the assistant state’s attorney prosecuting the case. Also, evidence collection was inconsistent and often insufficient to support a victimless prosecution. *Activities/outputs* specifically supporting prosecution and case processing identified by the MDT include the following:

- Daily review of police incident reports
- Partial DV docket for misdemeanor cases with one judge handling all DV cases
- Vertical prosecution for DV cases

Daily review of police incident reports

In support of the SAO’s efforts to prosecute batterers, a variety of MDT members participate in daily review of DV incident reports. At the three law enforcement agencies, the specialized detectives and the co-located advocates review all DV incidents from the prior day to determine whether additional evidence is needed as well as to contact the victim and offer services. At the SAO, an assistant state’s attorney reviews reports of batterers who are in custody and makes charging decisions. This collaborative daily review of incidents by a variety of professionals helps ensure that victims are offered all available services to both enhance their personal safety and encourage them to participate with the prosecution, but also helps ensure that batterers are held accountable for the violence. Stakeholders consistently suggested the MDT collaboration facilitated better communication between these various professional groups. Interview data suggest that this communication function was perhaps the most important aspect of the multidisciplinary team response.

Partial DV docket for misdemeanor cases

The county does not have a specialized DV court but does have a domestic review docket for offenders sentenced to probation, which meets on Thursday afternoons. Usually, one judge handles all felony DV cases, although these can also be heard by the misdemeanor judge. Every batterer who is convicted and sentenced to probation must be present at the review hearing. DV advocates are welcome to attend the DV review dockets. There is also an order of protection docket for all types of orders of protection.

Vertical prosecution for DV cases

The McLean County SAO practices vertical prosecution in DV cases, in which one ASA takes the case from charging to conclusion. Stakeholders suggested that vertical prosecution is the

most effective way to handle DV cases, because the case has consistency from the beginning to the end, which increases the confidence and comfort of the victim. Vertical prosecution also allows the prosecutor to increase his or her skills and understanding in dealing with DV cases. There is a perception that vertical prosecution is also more efficient, meaning cases are processed more quickly. In addition, if there are photos, written or taped statements, medical evidence, or 911 tapes, a DV case can proceed even with a reluctant or absent victim. Under the SAO's no-drop policy, the victim is not allowed to make the decision whether to prosecute; rather, the policy is to proceed with prosecution without a cooperative victim if the evidence is sufficient.

Batterer accountability (post-conviction) activities/outputs

Activities/outputs related to batterer accountability in the post-conviction phase include the following:

- Specialized probation officers provide supervision of DV offenders (discussed previously)
- Risk assessment for DV using ODARA
- Weekly judicial review docket

Risk assessment for DV using ODARA

The McLean County Probation and Court Services Department assesses risk specifically related to domestic violence using the Ontario Domestic Assault Risk Assessment (ODARA). Training on use of the ODARA was offered at the end of 2009, and included representation from the SAO, public defenders, social service agencies, law enforcement, and probation in a cross-training model. About 60 people were certified to conduct ODARA assessments. ODARA has enabled McLean County to comply with the risk assessment requirements of the Cindy Bischof Law that went into effect in 2009. Under the original Cindy Bischof Law, a batterer who violated a restraining order and appealed for bail was required to undergo a risk-assessment evaluation, and the law gave the court the *option*, as a condition of bail, to place the defendant under electronic surveillance using a GPS tracker. Subsequent changes to the Act in 2009 gave the court discretion in ordering a risk assessment (Thompson, 2011). In 2010, forty ODARA risk assessments were conducted by Pretrial Services.

Weekly judicial review docket

McLean County also conducts weekly judicial reviews of domestic violence cases on Thursday afternoons, as noted above. All batterers currently serving probation are subject to review, depending on the provisions of the court order. The PAIP will provide a written report advising of the offender's attendance and participation, if the batterer is in the program. In addition, the SAO meets quarterly with the DV docket judge. Batterers sometimes attend these quarterly meetings to also discuss what the judge did that affected them.

Training activities/outputs

The McLean County MDT has used STOP Program funds to support the following training activities:

- Attend periodic professional and multidisciplinary training
- Regular roll call training conducted by the SAO

- Sheriff's Office trains outlying communities' police departments

In recent years, the MDT has been very active in training, offering five training events in 2009 attended by 285 participants, and 13 events in 2010 with 247 participants. The MDT grant has funded training for law enforcement, probation, and SAO staff. The SAO and the project coordinator conduct shift briefings with the three major law enforcement agencies at which they discuss the importance of getting 911 tapes, photographs, taped witness statements, and other evidence that may be used in prosecuting the batterer. Shift briefings are conducted quarterly with the Sheriff's Office. In addition, the SAO meets monthly with the Rural Chiefs' Association in McLean County. The regional law enforcement mobile training unit at Heartland Community College helps with training. Also, the Sheriff's Department has conducted periodic community education sessions in about 20 rural communities, conducted by the DV investigator and an advocate.

Community outreach activities/outputs

The McLean County MDT has been very active with community organizations and community outreach, including the following activities:

- Communication and collaboration with partner agencies and local businesses on community outreach activities (e.g., *It's Time to Talk Day*, with the FVCC)
- Spearhead annual blood drive and *Empty Place at the Table* during National Crime Victims' Rights Week

The Annual Progress Reports provide a lengthy list of community outreach activities, such as conducting "In Her Shoes" training for students at Illinois State University in cooperation with the YWCA Stepping Stones Sexual Assault Program, participating in meetings of the 11th Judicial Circuit Family Violence Coordinating Council, and planning "It's Time To Talk Day" activities with the Corporate Alliance to End Partner Violence. Participating in these types of activities is time consuming but essential to maintaining the viability of a collaborative approach to violence against women. Such activities: 1) build linkages to social service agencies that may be able to provide services to victim or batterers; 2) build credibility of the collaborative approach among agencies and local businesses; 3) increase visibility of the participating agencies; and 4) continue to emphasize the message that domestic violence is a crime and that help is available for victims.

Mid-Term Outcomes

The *Activities/Outputs* described above are designed to support various *Mid-Term Outcomes* and longer-term impacts. As described previously, the term *Mid-Term Outcomes* describes the near-term results the MDT activities are intended to achieve. These outcomes are in effect testable hypotheses and are, therefore, discussed in those terms below. However, we are making evaluative assessments based on limited evidence from interview data and document review. Many of these outcomes are difficult to directly observe, and we must rely on the aggregate perceptions of stakeholders together with program documentation. In addition, *Activities/Outputs* identified in the program theory often lead to *Mid-Term Outcomes* that fall into multiple categories. For purposes of this analysis, we have eliminated those duplicates and

include a broader discussion under the category into which the outcome seems most applicable. From these data, we have identified the following *Mid-Term Outcomes* that should result from the MDT's activities.

Summarizing Results of Mid-Term Outcomes

As noted in Chapter 3, a system was developed to describe whether or not MDTs were successful in achieving outcomes. For each outcome identified below, and in subsequent program chapters, we use a combination of data from interviews, documents and other available data sources to draw a tentative conclusion as to the level of success by an MDT in “achieving” an outcome. For each outcome below, we use one of the following four categories to summarize the totality of data provided for that outcome:

- Successful
- Mixed success
- Not successful
- Insufficient data

While empirical data are cited below and used in making these various judgments, the reader should recognize that they are essentially subjective decisions. A total of 27 outcomes are described below for McLean County: of those, 15 were judged successful, 4 were mixed success, none were rated as “not successful”, and 8 were reported as having insufficient data.

Interagency collaboration mid-term outcomes

The majority of *Mid-Term Outcomes* are discussed under the category of interagency collaboration. This is appropriate, given that the initiatives of a multidisciplinary team are designed to implement and strengthen collaborative efforts. Therefore, *Mid-Term Outcomes* related to interagency collaboration include the following:

- The SC ensures that staff are committed to and participating on the MDT.
- The SC provides leadership to obtain MDT funding and maintain its progress through long-range planning.
- Protocols are developed or refined to address specific problems.
- A project coordinator provides ongoing communication with MDT members and community agencies and business, and supports grant management.
- Better education of MDT members regarding services available in the community, and each other's services and responsibilities
- Enhance victim safety and provide more timely and effective service coordination
- Improve victim cooperation with prosecution process
- Improved collaboration and team processes
- Improved expertise when responding to victims in DV situations

Outcome: The SC ensures that staff members are committed to and participating on the MDT. Study Finding: Mixed Success.

Stakeholders suggested that one role of the SC is to provide a “30,000 foot” view of the MDT's work. Both frontline member interviewees and SC members suggested the SC is open to concerns brought to them by the MDT, and will work collaboratively to address problems, to

make policy revisions if state law changes, or to pursue opportunities to better serve victims or hold batterers accountable (such as implementing the ODARA). Interview data suggest that MDT members are committed to the work of the MDT. However, two issues are apparent. The first is the participation level. Interview data suggests that attendance at MDT meetings seems to be decreasing. Stakeholders would state they have not seen this person or that person for some time, but then would admit they have also missed some meetings. This may in part be a function of the number of related and interconnected meetings in this relatively small community. There may be a sense among stakeholders of being in a routine that works, and in the absence of the need to address a pressing problem – and other meetings to attend – some MDT members may feel that attending MDT meetings is simply not worth the time.

Second, interview data suggest a level of confusion about the roles of the various meetings, and even the role of the MDT meetings. More than one stakeholder, and participants in the unfunded agency focus group, confused activities of the MDT with those of the FVCC. Some MDT members attend FVCC meetings more regularly than MDT, because judges are involved with FVCC. Some respondents felt that there were “*too many meetings,*” and expressed a desire that somehow the meetings be more coordinated. Since many SC members also participate in these other meetings, we conclude that one area the MDT could address is role clarification and more clearly articulating its function as distinct from that of other related groups. In addition, there is a need for the MDT to clarify its vision for the future. Several stakeholders commented the MDT was interested in implementing a one-stop shop. There were no other potential new activities suggested by stakeholders.

Further, several MDT members commented they did not know the role of the SC, and some members did not know who was on the Steering Committee. These interview data suggest that regular MDT members are not apprised when there is an SC meeting, or given information regarding any discussions the SC may have, unless it relates to a specific problem. This issue could be easily remedied by sending the SC notice and agenda to MDT members. Also, it may be helpful for at least one SC member to attend MDT meetings, in order for the SC to have a presence at these meetings. While an argument can be made for having this bifurcated structure, the interview data suggest a need for improved linkages between the SC and the MDT.

In conclusion, we believe the evidence is mixed with respect to whether the Steering Committee has been successful in keeping MDT members committed and participating on the MDT.

Outcome: The SC provides leadership to obtain MDT funding and maintain its progress through long-range planning.

Study Finding: Mixed success.

One function of the Steering Committee should be to engage in activities and planning towards sustainability. Funding can be requested from three general sources: private individual or corporate funding, local (city, county, or state) funding, or federal funding. Since the McLean County MDT is not a legal entity, it is more difficult to seek private or corporate funding, although such requests could be made for equipment such as new computers. Federal funding often requires a new program, rather than providing funds for ongoing operations. However, many stakeholders expressed concern and frustration with annual grant funding, acknowledging that guaranteed funding would be preferable. Therefore, we encourage this MDT to prioritize

their functions and begin strategic planning around long-term sustainability. Evidence appears mixed with respect to whether the Steering Committee, as well as the MDT members, have proactively attempted to obtain additional MDT funding and engage in long-range planning.

Outcome: Protocols are developed or refined to address specific problems.

Study Finding: Success.

If one goal of the ICJIA's support of multidisciplinary teams is that system protocols will incorporate the goals of the MDT and be reviewed in a timely fashion, it would be fair to say the McLean County MDT has been successful. As discussed, McLean County has both unified and aligned protocols. Two unified protocols were agreed to as recently as 2009 (the Case Review Protocol and the ODARA Protocol). Two partner agency protocols were revised in 2009, but the other partner agency protocols are older; these older protocols may be an area the MDT will want to address. Use of the protocols by direct service personnel is a different issue, and our data are insufficient to discuss this aspect. However, when asked about deviations from protocols, stakeholders consistently said deviations were infrequent and that their staff utilized the protocols. Our conclusion is that the MDT has been successful in developing and refining protocols to address specific problems related to DV response.

Outcome: Project coordinator provides ongoing communication with MDT members and community agencies and businesses, and supports grant management

Study Finding: Success.

The project coordinator is an essential part of keeping participants informed regarding MDT activities and active in the MDT. Stakeholders noted several strengths of the current project coordinator, including her experience working with grants. Someone with that kind of knowledge and experience can make the MDT participants' jobs much easier, as they can feel confident the requirements of the grant are being adequately addressed. Gathering data for the quarterly reports is a major task. Data are pulled from the IJIS for the SAO, Sheriff's department and probation. BPD data are extracted from the City's own database. Victim data for CDV are pulled from InfoNet. Interview data support a finding that the current project coordinator has improved grant management for the MDT.

Interview data also suggest the more difficult aspects of her position are related to dealing with a large number of people, some of whom hold positions of great authority and power in their agencies and in the community. Stakeholders suggested the biggest obstacle for the project coordinator was not having the authority to make decisions; however, they noted that she was the person with the greatest knowledge of the various aspects of the MDT, which helped her provide leadership to the MDT. Stakeholders suggested the project coordinator should be someone who can "stand her ground" in dealing with these various personalities. Stakeholders gave the current project coordinator high marks for both her skills in dealing with the administrative aspects of the job as well as the more political issues that arise.

In conclusion, we believe the MDT has succeeded in acquiring the MDT the support it needs through the project coordinator to maintain ongoing communication among the membership and to support grant management.

Outcome: Better education of MDT members regarding services available in the community, and each other's services and responsibilities.

Study Finding: Success.

Stakeholders consistently commented that one purpose of the MDT meetings is to learn about other community agencies. Interview data support the perception that the MDT meetings have improved communication between the agencies involved. For example, DV advocates suggested they feel more comfortable educating law enforcement about the dynamics of domestic violence, or contacting the SAO with concerns about a victim's safety. This interaction occurs during MDT meetings and also in between meetings.

The MDT meetings are also a venue for regular MDT members to become educated regarding each other's job responsibilities, as well as the limitations of one another's jobs. Often agencies do not understand why there is not a freer flow of information and cross-agency antagonism may develop as a result. After gaining a better understanding of one another's day-to-day job responsibilities and challenges through the MDT communication processes, this situation improves. Our assessment is that the McLean County MDT has been successful in achieving these interrelated outcomes.

Outcome: Enhance victim safety and provide more timely and effective service coordination

Study Finding: Success.

Stakeholders consistently cited this as a primary focus of the MDT. Interview data suggest that the MDT members are working "toward a common goal," and this intention drives the collaboration. All components of the MDT play a role in enhancing victim safety and providing more timely and effective service coordination.

Law enforcement is often first on the scene when a DV incident call is made by a victim or a witness, and serves as an initial gatekeeper to the criminal justice system. Stakeholders noted that sometimes patrol officers are less than exemplary in dealing with a DV victim, for a variety of reasons. It may be that the victim has called several times in the past, and the officer cannot understand why she stays; the victim may be drunk or under the influence of other drugs; or the victim may deny anything is wrong, leaving the officer to feel that his/her time has been wasted. This negative interaction between law enforcement and the victim may discourage the victim from following through with prosecution after reporting, and the patrol officer may be confused about the best course of action. In addition, the victim may be left in serious physical jeopardy after the police officer leaves the scene.

The MDT has also taken steps to enhance victim safety through improving other aspects of victim services. The funding provided by the STOP Program has gone directly toward achieving a more timely response to victims subsequent to the incident report. Co-locating CDV advocates at the SAO provides victims a place to complete OP paperwork and go directly before a judge. Co-locating DV advocates at law enforcement departments quickens the response time from incident to contact by a DV advocate. In order to develop a more accurate quantitative assessment of this outcome, the MDT could collect data on the number of hours between incident reporting and contact with the victim by an advocate, but the available data suggest that the MDT is for the most part achieving its objective to quicken response times to victims.

The Probation and Court Services Department also plays a role in enhancing victim safety, through risk assessment. The McLean County probation department uses the ODARA to assess risk of domestic violence re-offending. Interview data suggest that the ODARA has been very useful to the MDT in its efforts to improve risk assessment. The ODARA is used by law enforcement at the time of the initial call to gather information from the victim that is not gathered by probation, because probation does not typically meet with the victim. Then probation uses ODARA in addition to the LSI-R™ (a statewide instrument) since the ODARA specifically assesses domestic violence risk. Interview data support a finding that the MDT has been successful in improving risk assessment for case management decisions, in part due to cross-training and implementation of the ODARA.

As shown earlier, McLean County is serving an increased number of victims. Although service providers cannot control the number of victims who request services, this increase in victims served may be in part related to efforts by MDT members to work more collaboratively in providing victim services. Interview data suggest that the MDT meetings and other activities have served to improve service coordination.

Our assessment is that the MDT has largely succeeded in its mid-term efforts to enhance victim safety and service coordination.

Outcome: Improve victim cooperation with prosecution process

Study Finding: Insufficient data.

The collaboration has also prioritized improving victim cooperation and follow-through with the SAO's prosecution efforts. Table 5-3 provides the number of cases declined due to victim unavailability for 2008-2010 from the Annual Progress Reports. Looking at the percentages in the bottom row, these data suggest no change from 2008, where 13% of cases were declined, to 43% in 2009 and then back to 17% in 2010. Therefore, the results are mixed with respect to whether the MDT results in improved victim cooperation and no solid conclusion can be drawn.

Table 5-3: Reasons Given for Declining Prosecution of Domestic Violence Cases in McLean County, 2008-2010

	2008	2009	2010
Case declined due to insufficient evidence	60/1,924 (3.1%)	62/886 (7%)	109/1,529 (7.1%)
Case declined due to insufficient evidence / victim unavailable OR request of victim / victim safety	254/1,924 (13.2%)	378/886 (42.7%)	260/1,529 (17%)

Source: Annual Progress Reports. Note: denominators are the total case referrals received from police during the year.

Outcome: Improve collaboration and team processes

Study Finding: Success.

Interview data suggest that training opportunities have been critical to the success of the MDT. The MDT has sponsored two types of training activities, those which are targeted at specific professional groups, and those that are multidisciplinary in nature. Law enforcement MDT

members and the SAO are very active in training law enforcement officers, as described in the activities section previously. The multidisciplinary ODARA training seems to have also been successful. Stakeholders suggested that the quarterly MDT meetings, at which an agency representative would describe that agency's services, has improved collaboration and facilitated the team's process.

An additional measure of improved collaboration and team processes would be attitude change among MDT members. When stakeholders were asked whether their attitudes have changed since being part of the MDT, about half said *yes* and half said *no*. However, a number of the stakeholders who indicated their attitudes had not changed also noted that the MDT helped focus their work, and that the training opportunities had provided valuable information on how to improve the system. Among the stakeholders who commented their attitudes had changed, a number mentioned that they did not realize how prominent DV was in the community. One stakeholder commented:

I understand now that it affects all aspects of the community, it affects the children and then the children go to school, so it could have effects at school...I thought it was more isolated – no, it impacts the whole community.

The interview data regarding attitude change emphasize that participation has helped stakeholders understand victims and be able to communicate that understanding to other people in their agencies. We assess the MDT as successful regarding this outcome.

Outcome: Improve expertise when responding to victims in DV situations
Study Finding: Success.

Stakeholders consistently cited the benefits of increased training opportunities, particularly on the part of probation and law enforcement. Law enforcement representatives suggested that training has led to enhanced evidence collection. Again, the ODARA training was cited as a major success. The only quantitative data available to assess success in this area is the number of people trained through MDT efforts, previously discussed. Every stakeholder discussed the value of hearing other perspectives about the problems encountered in these cases, and having the opportunity to discuss ways each individual can improve his/her response to victims, as well as systemic changes. We believe the project coordinator has been proactive in offering training opportunities to MDT members. We also believe this is both an appropriate and very successful use of STOP Program funding. The weight of the interview data suggest this outcome is a solid success.

While training has been a successful activity for this MDT, interview data suggest a need for orientation to address MDT member turnover. Newer stakeholders in particular felt they did not really understand the goals or vision for the MDT, who the players were, the role of the Steering Committee, etc. One method by which such orientation could be accomplished would be through a "shadowing" program, in which new staff would spend a couple of hours or half a day with other members of the team. For example, a new DV advocate would spend time with a specialized law enforcement detective or even with a member of the Steering Committee. A new probation officer would benefit from shadowing an experienced DV advocate or an assistant state's attorney. These experiences could then be reported back to the MDT, both to reinforce

individual learning and to assess how to improve the activity. This type of active learning would reinforce group activities that focus on information dissemination.

Law enforcement mid-term outcomes

Mid-Term Outcomes specifically related to law enforcement activities include:

- Enhance evidence collection to support victimless prosecutions and increase victim cooperation
- Enhance staff safety
- Improve relationships between law enforcement and victims

Outcome: Enhance evidence collection to support prosecution

Study Finding: Mixed success.

A variety of activities have been undertaken by the MDT to address this outcome, such as roll call training for law enforcement. Another activity is hire-back hours for BPD law enforcement officers to follow-up with evidence needs in misdemeanor cases as overtime, a program feature which is unique to this site. The case reviews are an opportunity for prosecution and law enforcement to speak directly about evidentiary needs, together with input from victim advocates. However, we have no quantitative data to address this outcome. It would be beneficial for the MDT to collect data on how many cases the hire-back officers work on, and how many hours are actually being used. This is a unique use of funding, and currently, no quantitative data exist to indicate its effectiveness.

Another measure of evidence collection relates to cases carried forward by the prosecution. Table 5-4 provides the prosecution and conviction rates for the years 2006-2010, compiled from the Annual Progress Reports. These data suggest the conviction rate has increased from 2006 (12.8%) to 2010 (39.7%), and that cases carried forward also increased during this period (from 564 to 662). However, it must be noted that the reporting format changed during the period of MDT funding, leading to data inconsistencies. For example, in 2006, there were more cases accepted for prosecution than were referred by law enforcement, and the spike in 2008 numbers is not explained.³⁷ It is a fair assumption that different people gather and report the data over the course of the years, contributing to inconsistencies. A routinized method for collecting these data would be needed in order to further understand and analyze the effects of the MDT on prosecution of DV batterers. Having said that, *interview* data support a conclusion that the MDT has facilitated enhanced evidence collection, and that the increased collaboration between law enforcement and the SAO fostered by the MDT has played a role in improving the conviction rate.

Outcome: Enhance staff safety

Study Finding: Success.

Staff safety is an equally important function of the specialized detectives at all three law enforcement agencies. These detectives and the BPD hire-back officers are available to accompany the DV advocate on home visits to victims, if the advocate has been unable to contact the victim by telephone. The advocates do not make home visits without law

³⁷The spike may have resulted from all cases being reported in 2008, whether or not the cases were handled by grant-funded MDT specialized DV assistant state's attorneys.

enforcement accompaniment. The detectives can alert the rest of the department if the batterer has made threats against the advocate. Detectives are also available to transport victims to court hearings and transport victims on their initial entry to the local DV shelter. We believe this outcome has been successfully accomplished by the MDT.

Table 5-4: Prosecution and Conviction of Domestic Violence, Sexual Assault and Related Cases in McLean County, 2006-2010

	2006	2007	2008	2009	2010
Number of MDT-funded specialized assistant state's attorneys	1.6	1.6	1.7	1.7	1.6
Number of new DV/SA/Stalking cases referred to SAO during calendar year	520	620	1,924	886	1,529
Number and percent of new DV/SA/Stalking cases accepted for prosecution (prosecution rate) (a)	564 (108%)	620 (100%)	1,558 / 1,924 (80.9%)	429 / 886 (48.4%)	662 / 1,529 (43.3%)
Number of convicted misdemeanor domestic/dating violence cases (b)	62	106	729	197	196
Number of convicted felony domestic/dating violence cases	6	119	253	27	65
Number of misdemeanor sexual assault convictions	0	0	0	0	0
Number of felony sexual assault convictions	0	0	0	3	2
Number of violation of other court order convictions	0	0	3	0	0
Number of violation of orders of protection	4	19	0	53	0
Number of convictions for other offenses	0	89	0	0	0
TOTAL CONVICTIONS (c)	72	333	985	280	263
Number and percent of cases convicted (conviction rate)	72/564 (12.8%)	333/620 (53.7%)	985/ 1,558 (63.2%)	280/429 (65.3%)	263/662 (39.7%)

(a) Includes cases which move forward based solely on police charges. The 2006-2008 figures are likely misreported.

(b) This row and conviction data in other rows are from Q. 32 in 2006 and 2007; Q. 38 in remaining years.

(c) Total convictions are the sum of the 7 rows above; other offense categories were included in annual reports that are not reported here. Conviction counts include cases where charges were filed in the current calendar year or during a previous calendar year.

Source: McLean County MDT Annual Progress Reports

Outcome: Improve relationships between law enforcement and victims

Study Finding: Insufficient data.

There exist several possible objectives for breaking down barriers between victims and law enforcement. Victim fear or suspicion of the police may lead to not reporting the crime, leaving

the victim in a dangerous situation. The initial contact between patrol officer and victim may also impact the victim's choice of services (including requesting an OP) and whether the victim decides to follow-through with prosecution. One law enforcement activity the MDT has put in place is the identification of specialized law enforcement officers at the BPD, the NPD, and the Sheriff's Office. These officers are able to focus on domestic violence cases, attend training, and in general become more proficient at handling these cases. Second, the MDT has put a considerable amount of resources into law enforcement training. Specialized officers indicate that when they hear of a problem with a patrol officer, they can provide one-on-one training. The co-located DV advocates can also assist with educating patrol officers regarding the dynamics of DV and the needs of victims. In addition, law enforcement officers participate in community events, which make officers more visible to victims. Having said this, we have no data that speaks to whether a relationship can be identified between breaking down barriers and increased reporting or follow-through by a victim. We conclude that the data are insufficient to evaluate this outcome.

Victim services mid-term outcomes

Victim services activities of the MDT are designed to produce the following *Mid-Term Outcomes*:

- Improve access to OP and other services
- More timely follow-up to victim following incident
- Minimize number of victim interviews as a result of better collaboration

Outcome: Improve access to OP and other services

Study Finding: Success.

An additional effort of the MDT toward enhancing victim safety is improved access to orders of protection. The Annual Progress Reports indicate an increasing proportion of granted final orders of protection from 2007 to 2010, while temporary orders granted between 2006 and 2010 are fairly constant. These numbers reflect only the victim assistance provided by victim services staff funded through the STOP Program funding. One measure of enhanced victim safety could also be the percentage of granted orders of protection. Table 5-5 provides the following data regarding OPs:

Table 5-5: Temporary and Final Orders of Protection Requested and Granted in McLean County Assisted by Victim Services, 2006-2010

	2006	2007	2008	2009	2010
Temporary orders requested	163	273	507	301	285
Temporary orders granted	153 (93.9%)	237 (86.8%)	461 (90.9%)	260 (86.4%)	250 (87.7%)
Final orders requested	38	222	491	113	100
Final orders granted	38 (100%)	24 (10.8%)	90 (18.3%)	36 (31.9%)	64 (64%)
<i>Source: McLean County Annual Progress Reports</i>					

Again, these data need to be interpreted with caution, since there may have been definitional changes in the reports over the years, and different staff people have collected the data. With that in mind, there is consistency in the percentage of temporary orders granted. Stakeholders said that victims may request a temporary OP following a violent incident, but by the time the final order hearing takes place, the victim may have changed her mind and no longer wish to pursue a final OP. However, this is an important measure, and the MDT should take steps to ensure that OP data are collected rigorously and consistently. Further, there is an upward trend in the number of final orders granted (starting in 2007), possibly reflecting MDT funding. With these caveats, we believe the MDT has been successful in improving access to orders of protection and other victim services.

Outcome: More timely follow-up to victim following incident

Study Finding: Success.

Interview data suggest that follow-up with the victim following an incident has improved as a result of grant funding. Funding allows a specialized detective at all three major agencies to manage a DV-specific caseload so that these cases are not lost in the shuffle of other investigations. The detective can contact the victim to be sure she has received information regarding services as well as to collect any additional evidence or statements that may be needed. The detective can also accompany the DV advocate on a home visit when necessary, and this generally occurs within 72 hours of the initial report. In addition, under STOP Program funding, the SAO specialized prosecuting attorneys screen cases each morning and can act as a backup to the victim advocates to facilitate preparation of orders of protection. Interview data suggest the presence of the MDT has greatly improved access to services for victims, primarily through educating law enforcement, probation, and the SAO regarding the needs and concerns of victims. In conclusion, we believe the MDT has been successful in responding to the victim in a more timely manner.

Outcome: Minimize the number of victim interviews as a result of better collaboration.

Study Finding: Success.

As previously described, DV victims in McLean County are still required to speak to a number of different people at different locations. The victim may first speak with a patrol officer following an incident. She may then be asked to come to the police station and speak there with a DV advocate, or the DV advocate may come to her home. While at the police station, she may also speak with the DV investigator. If she wants to apply for a temporary OP, she must then go to the courthouse in order to go before the judge after having completed OP paperwork. At that time, she will speak to another DV advocate at the Domestic Violence Legal Advocacy Unit, who will ask her for demographic information and ask again for details of the incident. Hypothetically, the victim could speak with an assistant state's attorney at the same time as the DV advocate, but the interview data do not suggest this is a normal process. This is an area in which the one-stop shop concept is superior to a multidisciplinary team that is located in separate offices. However, even if this outcome has not been completely met, services to victims are improved by having DV advocates co-located at the police departments and the SAO so that if a victim needs advocacy services, those are more readily available than in communities where co-location does not occur. We assess this outcome as largely successful.

Prosecution/case processing mid-term outcomes

A number of *Mid-Term Outcomes* were identified for prosecution/case processing activities, including the following:

- Increase the percentage of prosecutions and convictions of domestic violence batterers
- Increase understanding of victim concerns and reduce victim fear of the court system
- Improve victim cooperation with prosecution process
- Hold batterers accountable on a more consistent basis, because the same judge presides over disposition, sentencing, and review of batterer progress, in misdemeanor cases
- Vertical prosecution to enhance communication between the assistant state's attorney prosecuting the case and the victim

Outcome: Increase number of prosecutions and convictions of domestic violence batterers
Study Finding: Insufficient data.

Interview data suggest the MDT could result in increased prosecutions of DV offenders due to improved vertical prosecution; i.e., specialized prosecutors have more time and skill in handling victims, which in turn increases the likelihood that victims will be cooperative. In addition, improved evidence is assumed to be important in order to increase the number of prosecutions. As mentioned previously, Table 5-4 above provides prosecution and conviction data for 2006-2010. As shown therein, there has been a *decrease* in the percentage of cases prosecuted (108% in 2006 down to 43.3% in 2010). Due to the fact that different people were gathering this data over this period of time, we believe the more accurate percentages are likely reflected in 2009 (48.4%) and 2010 (43.3%). This table also shows that for the same two years, the conviction rate declined, from 65.3% in 2009 to 39.7% in 2010.

We are hesitant to make any conclusions based on these data, due to the large unexplained variability from year to year. There have been many changes in the SAO office during this period of time: two state's attorneys, several ASAs who left for other positions, and reorganization to continue providing prosecution services in a challenging economic environment. We believe the current data picture does not reflect the actual work of the MDT in relation to prosecution and conviction activities, and that the evidence to support evaluation of this outcome remains inconclusive. The reader should also consult Table 3-7 in Chapter 3 for a cross-site comparison.

Outcome: Increase understanding of victim concerns and reduced victim fear of the court system
Study Finding: Success.

As with law enforcement, two activities have directly supported the objective of increasing understanding of victim concerns. First, funding supports specialized assistant state's attorneys for felony cases, who then practice vertical prosecution. Vertical prosecution allows the ASA to become proficient with DV cases while gaining a greater sensitization to victims' concerns and fears. In turn, the ASA may speak directly to the victim regarding her fear of the court system. Second, co-located CDV advocates at the SAO are also available to speak to the victim at length about the criminal justice process.

Our review of the qualitative data support an assessment that this outcome has been largely met. However, it must be noted that reducing victim's fear of court is not ultimately something over

which the criminal justice system has any control. Specialized prosecutors and DV advocates can do everything they can to reduce a victim's fear, and the victim may still decide not to participate with the prosecution. If this remains an outcome in the future, it will be beneficial for the MDT to collect some form of data relating to victim's perspectives regarding the criminal justice process, and whether services actually change those perspectives.

Outcome: Improve victim cooperation with prosecution process

Study Finding: Insufficient data.

One of the MDT's objectives is to improve victim cooperation with the prosecution process. The theory is that improved victim services, increased victim advocacy, increased knowledge and sensitivity of specialized investigators, and increased knowledge and sensitivity of prosecuting attorneys will increase victim cooperation with prosecution. As reported previously, Table 5-3 indicates that in 2008, 254 cases were declined due to victim unavailability; in 2009, 378 cases were declined; and in 2010, 260 cases were declined. However, there are many other factors that affect victim cooperation and which are simply not within the control of the criminal justice system. Victims are fearful, in spite of reassurances; victims may have co-morbid issues with substance abuse or mental health; victims sometimes leave the area to make a fresh start; and sometimes victims just refuse to cooperate. While the general trend in victim cooperation appears to be up, this outcome requires more time and data for adequate assessment.

Outcome: Hold batterers accountable on a more consistent basis, because the same judge presides over disposition, sentencing, and review of batterer progress in misdemeanor cases

Study Finding: Insufficient data.

Interview data suggest that one of the problems prior to the MDT was that batterers were not experiencing consequences for their violence, and this outcome has been a priority for the MDT. Again, Table 5-4 provides Annual Progress Report data regarding prosecution and conviction of DV batterers. The conviction rate varied widely from year to year and between 2007 and 2010 was about 48% on average, showing that about half of batterers were convicted.

Some stakeholders noted the county could be more successful if an actual DV court was in place because cases would get resolved more quickly. Stakeholders suggested the judiciary is generally well educated on DV issues and sensitive to victims' concerns. Stakeholders commented that the DV review docket shows batterers they are being monitored by multiple players in the court system, with the hope the batterer will be more likely to comply with court-ordered supervision and treatment. Interview data suggest the DV review docket has improved compliance rates and program completion in a timely manner; however, the statistical data to support this is not available to conduct a comparison of data before and after implementation of the review docket.

Outcome: Vertical prosecution to enhance communication between the assistant state's attorney prosecuting the case and the victim

Study Finding: Insufficient data.

One of the goals of victim advocacy is to keep the victim well informed on the needs of prosecutors and the ongoing legal proceedings. Likewise, advocates can also inform prosecutors and law enforcement of victim's needs. It is of course inevitable that some victims will not be completely happy with the decisions made by prosecutors, the outcomes of cases, or the time it

takes to resolve cases. Nonetheless, better multidisciplinary cooperation and communication with the victim should eventually lead to some increase in victim satisfaction rates. Currently, data do not exist to examine this outcome in any detail.

Batterer accountability (post-conviction) mid-term outcomes

MDT activities in the area of batterer accountability (post-conviction) are intended to produce the following *Mid-Term Outcomes*:

- Increase compliance with court orders
- Improve risk assessment for case management decisions
- Improve monitoring of offender compliance

Outcome: Increase compliance with court orders

Study finding: Mixed success.

The assumption behind this outcome is that weekly judicial review meetings, combined with specialized domestic violence caseloads, will improve efforts to hold the offender accountable for noncompliance. Stakeholders believe these efforts have resulted in improved batterer accountability. Tables 5-6, 5-7, and 5-8 provide data relating to offender monitoring and probation violations. The data shown in Table 5-6 indicate that the percentage of probationers who completed probation with no violations decreased from 12.4% in 2006 to 9.4% in 2010. However, the number of probationers who completed probation with violations increased, from 17.1% in 2006 to 23% in 2010. One explanation for this may be the fact that increased monitoring will result in detection of more technical violations.

Table 5-6: Number of Domestic Violence Offenders Monitored by McLean County Probation and Court Services, 2006-2010

	2006	2007	2008	2009	2010
DV number of continuing offenders*	162	142	123	107	126
DV number of new offenders*	96	67	64	76	65
<i>Total offenders per year*</i>	258	209	187	183	191
Est. caseload for 2.0 specialized probation officers	129	104.5	93.5	91.5	96
Number who completed probation without violations (a)	32/258 (12.4%)	45/209 (21.5%)	53/187 (28.3%)	14/183 (7.7%)	18/191 (9.4%)
Number who completed probation with violations (b)	44/258 (17.1%)	53/209 (25.4%)	74/187 (39.6%)	42/183 (23%)	44/191 (23%)

*These numbers are *not* from the Annual Progress Reports. Through the course of the evaluation, we discovered that the ICJIA calculates the annual number of continuing offenders by adding up the continuing offenders from each quarter. Those numbers are too high, and are not reported here. Instead, data from the McLean County Probation and Court Services Department are used: the numbers are the number of continuing offenders at baseline in March of each year, plus the adjusted number of offenders for each subsequent quarter, for a total count of continuing offenders annually. (a) Calculated by dividing the number of probationers who completed probation without violations by the sum of continuing plus new offenders. The numerator is from the annual reports instead of the

county department, and reflects cases that completed probation in the calendar year regardless of when they were first sentenced.

(b) Calculated by dividing the number of probationers who completed probation with violations by the sum of continuing plus new offenders. *Source of data:* McLean County Annual Progress Reports

Compliance with court orders is also related to PAIP services. The success of the MDT actually presents problems for PAIP providers. The court wants to order offenders into intervention, but without additional funding, PAIP providers may be unable to provide intervention services. The offender is frequently ordered to pay for treatment, but the DV offender population in general does not have substantial financial resources. Thus, a vicious circle can occur in which the batterer is ordered into intervention, cannot afford intervention, does not attend intervention, and is then found in violation of probation. Funding for batterer intervention was mentioned as an ongoing problem, even with three PAIP agencies. In some cases, the batterer will request jail time in lieu of treatment in order to avoid this outcome. Releasing domestic violence batterers who have not had the benefit of intervention will affect the MDT's efforts to reduce DV. In addition, this can leave the victim (or a different victim) at risk for intimate partner violence because the batterer "did his time" but learned nothing in the process.

The probation department can choose whether to request a revocation of probation or other action from the SAO. The data in Table 5-7 show that from 2006 to 2008, a majority of probationers who violated the terms of their probation either had their probation revoked or were incarcerated. In 2009 and 2010, a plurality had their probation revoked or were incarcerated. These results suggest that increasing numbers of offenders are suffering the consequences of probation violations, including incarceration.

Table 5-7: Probation Violation Outcomes in McLean County, 2006-2010

	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>Totals</i>
No action taken	26 (21.1%)	27 (23.5%)	58 (24.2%)	22 (15.4%)	46 (23.2%)	179 (21.9%)
Verbal/written warning	0	0	0	28 (19.6%)	32 (16.2%)	60 (7.3%)
Fine	0	0	0	0	0	0
Conditions added	0	3 (2.6%)	0	5 (3.5%)	0	8 (1%)
Partial revocation of probation	33 (26.8%)	17 (14.8%)	0	35 (24.5%)	50 (25.3%)	135 (16.5%)
Probation revoked/incarcerated	64 (52%)	68 (59.1%)	182 (75.8%)	53 (37.1%)	70 (35.4%)	437 (53.4%)
<i>TOTAL</i>	<i>123</i>	<i>115</i>	<i>240</i>	<i>143</i>	<i>198</i>	<i>819</i>

Source: McLean County Annual Progress Reports. Counts of violations reflect reporting period regardless of when the violation occurred.

Table 5-8 provides descriptive information regarding the type of probation violation. It reflects the type of violation which led to the various dispositions of violations already reported in Table

5-7 above. These data indicate that in 2009 and 2010, violating an unspecified court order was the number one type of probation violation, followed by failure to attend a PAIP.

Table 5-8: Type of Probation Violation in McLean County, 2006-2010

	2006	2007	2008	2009	2010
Protection order violation	0	0	0	0	0
New criminal behavior	30 (24.4%)	16 (13.9%)	62 (25.9%)	3 (2.1%)	31 (15.7%)
Failure to attend mandated offender treatment program (not BIP)	41 (33.3%)	28 (24.3%)	55 (22.9%)	0	0
Failure to attend batterer intervention program (BIP)	---	---	0	54 (37.8%)	84 (42.4%)
Other conditions of probation	52 (42.3%)	71 (61.7%)	123 (51.3%)	86 (60.1%)	83 (42.9%)
TOTAL	123	115	240	143	198
<i>Source:</i> McLean County Annual Progress Reports. Q42 in 2006 and 2007; Q54 in 2008-2010. Counts of violations reflect reporting period regardless of when the violation occurred.					

The slight decrease in the percentage of offenders who complete probation without violations suggest that the McLean County MDT is having some success in its efforts to increase offender compliance with court orders.

Outcome: Improve risk assessment for case management decisions

Study Finding: Insufficient data.

As discussed under the activities/outputs section, the McLean County MDT arranged for representatives from several agencies to attend training on and be certified to conduct ODARA assessments. However, the ODARA is specifically for use by the Probation and Court Services Department, and some of the ODARA questions are used by law enforcement at the initial call. Interview data suggest that the ODARA is viewed as beneficial to the county in terms of being in compliance with the Cindy Bischof Law and providing the court with more options for monitoring a batterer's whereabouts. Forty ODARA assessments were conducted in 2010. Stakeholders appear to like the ODARA and believe in its validity. However, we do not think there is sufficient data to state whether the ODARA has improved risk assessment for case management decisions.

Outcome: Improve monitoring of offender compliance

Study Finding: Success.

Probation supervision statistics somewhat support the hypothesis that participation on the MDT has improved probation's capacity to monitor offenders, as shown in Table 5-9. The number of face-to-face meetings was stable except for a 2008 spike. Increases can also be seen in both unscheduled surveillance of offenders and in telephone contacts. This suggests the MDT has been successful in enhancing monitoring of offenders over the years under study. It should be repeated that the specialized probation officers have been fully funded by the county since 2007-08.

Table 5-9: Probation Officer Contacts with Offenders in McLean County by Type of Contact, 2006-2010

	2006	2007	2008	2009	2010
<i>Face-to-face meetings with offenders</i>					
Number of offenders	256	209	187	183	191
Number of face-to-face meetings	1,549	1,700	1,348	1,518	1,617
Contacts per offender	6.1	8.1	7.2	8.3	8.5
<i>Unscheduled surveillance of offenders</i>					
Number of offenders	256	209	187	183	191
Number of unscheduled surveillance events	246	293	414	397	360
Contacts per offender	1.0	1.4	2.2	2.2	1.9
<i>Telephone contacts</i>					
Number of offenders	256	209	187	183	191
Number of phone contacts	756	825	1,431	368	1,127
Contacts per offender	3.0	4.0	7.7	2.0	5.9

Source: “Number of offenders” provided by McLean County MDT. Other data from Annual Progress Reports.

Interview data suggest the STOP Program funding has provided substantial benefits with regard to training for probation, however. For example, MDT funding allowed the DV probation officers to attend additional training, particularly training related to serving victims’ needs. Further, having the specialized officers over the years has helped sensitize other probation officers to victim concerns related to other types of crime. Further, multidisciplinary training has increased understanding of victims’ concerns and fears, and encouraged the probation department to be more cognizant in responding to those concerns. The implementation of the ODARA protocol made a significant impact on the services offered by probation.

We believe the qualitative and quantitative data suggest that efforts by the MDT to improve monitoring of offenders has been successful.

Community outreach mid-term outcomes

As described previously, this MDT has been very active with community outreach activities. We have no direct measures of the following *Mid-Term Outcomes* related to the MDT’s community outreach activities. However, on the whole, we feel the MDT’s efforts in this regard are likely to contribute to improvements in these areas:

- Increase expertise of community organizations and familiarity with local DV services
- Increase community outreach so that general audiences (including potential victims) will be better informed about what constitutes DV, what to do if friends are experiencing this violence, etc.

Outcome: Increase expertise of community organizations and familiarity with local DV services

Study Finding: Success.

As members of the MDT work one-on-one with members of other community organizations, it is almost inevitable that exchange of information will lead to greater familiarity with local DV services. This may be especially important when working with corporate and business partners, as the day-to-day work of these organizations is not providing services to victims or batterers. These activities may also provide a victim the name of a contact person as an entry point to the system when otherwise the victim would not reach out. Even without direct measures, these types of activities and outcomes cannot be underestimated. We conclude that the MDT has had some success with this outcome.

Outcome: Increase community outreach so that general audiences (including potential victims) will be better informed about what constitutes DV, what to do if friends are experiencing this violence, etc.

Study Finding: Success.

This outcome assumes that members of the general public will, for example, develop a sensitivity to victims of violence through seeing the *Empty Place at the Table* display. Or that a visitor will have the opportunity to talk to an MDT member about a friend who is experiencing dating violence. Again, while direct measures are unavailable to assess this outcome, it would be possible to count the number of brochures or business cards disseminated at these events, and assume that at least some percentage of these materials provide an ongoing source of information and learning – and perhaps make their way to individual victims who in turn will seek services. Our conclusion is that the MDT has been successful with this outcome.

Long-Term Impacts

Long-Term Impacts are the broad, longer-term results of MDT activities, which may be known only years after the program is completed. Several of these *Long-Term Impacts* match the goals identified by the MDT in the Case Review Protocol, outlined above. While *Long-Term Impacts* reflect the broad goals of a program, we can provide an informed assessment of some of the *Long-Term Impacts*, based on the analysis of *Mid-Term Outcomes*. The following areas of improvement were identified as a possible direct result of the MDT:

Interagency collaboration

- ❖ A collaborative “awareness-to-action” strategy will increase communication between all components of the criminal justice system and victim services providers, and result in enhanced victim safety and service coordination.

Prosecution

- ❖ Length of criminal prosecutions are shortened, which in turn might address some of the frustration and hostility victims experience dealing with the criminal justice system.
- ❖ Improve conviction rates and more appropriate sentencing because evidence-based prosecution (“victimless”) is more feasible, and because more victims persist in testifying.
- ❖ Reduce recidivism through better monitoring and intervention services.

Victim services

- ❖ Providing “wrap-around” services will enhance victim safety and empower victims to break the cycle of violence.

Community impacts

- ❖ Increase public willingness to give time, money, and resources to support victim services agencies.
- ❖ Reduce public tolerance or complacency toward DV in the community.

Interagency collaboration

We believe the MDT has been successful in increasing communication between the various components of the criminal justice system, including victim services providers. The weight of the evidence suggests the MDT has been successful in collaboration with other community agencies, and that this has probably contributed to increased education regarding domestic violence in the community. We also believe victim services providers in McLean County are working more collaboratively with other members of the criminal justice system, and are more sensitive to the need for victims to remain supportive of prosecution, as much as the victim feels is safe for her.

Prosecution

We do not have data to address whether the length of time needed to prosecute an offender has been shortened. Many factors contribute to how long it takes to prosecute an offender, not the least of which is whether the prosecuting attorney is able to obtain a plea quickly. If the defendant has an attorney who can request continuances, or if the victim is hesitant to testify against the abuser, the case can take much longer. However, if this remains one of the MDT’s desired outcomes, a system should be put in place to gather baseline and subsequent data.

The data regarding whether conviction rates have improved is inconclusive, and we do not have sentencing data to review. We believe the data reported in Table 5-3 do not accurately reflect the SAO’s actual prosecution activities during the period under study. As we have stated previously, the McLean County MDT will benefit from putting in place a consistent method for gathering data on prosecution activities and conviction outcomes, as well as other data pertinent to prosecution (such as how often a victim actually testifies, what kinds of evidence are collected in each case, and length of prosecution discussed previously). We cannot address whether the MDT’s efforts have in fact reduced the incidence of DV crime or long-term recidivism of batterers.

Victim services

Interview data suggest the concept of “wrap-around” services may be operating in practice, but data to support a summative evaluation of these services are inadequate. Measuring victim safety is difficult as it implies the ability to measure something that has not occurred. However, the site could in the future collect specific data on how many times an OP is violated, what happened to the victim as a result, and what happened to the offender. Further, CDV and the local shelter may collect some survey or focus group data on victim perspectives regarding the cycle of violence.

Community impacts

This MDT has engaged in a substantial amount of community outreach. The goal of reduced public tolerance or complacency toward DV in the community is nearly immeasurable, short of a longitudinal community survey. However, the MDT in collaboration with other community agencies could engage in efforts to have regular press attention devoted to domestic/dating violence issues, or draw more attention to the problem through billboards or other visible outreach.

It would be beneficial for the MDT to gather data related to these activities; e.g., did funding or volunteerism increase for CDV following an outreach activity; how many community members attended an event; how many brochures or business cards were distributed; or did former victims speak with MDT members about their lives after the abuse. This will give the MDT information that will help them both internally evaluate outreach activities and target future efforts.

In summary, stakeholders felt that victim services were improved; that investigations and prosecutions were more effective, hopefully leading to fewer victimizations overall; that agencies are sharing more information and participating in training; and that the MDT is more active in community education. One stakeholder commented that for victims, “*You don’t need a bad system on top of a bad situation.*”

Discussion

Critical Elements of the McLean County MDT Model

McLean County stakeholders consistently cited three elements they considered critical for a successful multidisciplinary team approach:

- Involve key agencies at the outset of the project
- Identify and implement the appropriate role for the project coordinator
- Work out potential issues and problems in advance of implementing the MDT

First, it is critical to have key agencies involved in the project from the beginning, especially the state’s attorney office, law enforcement, and victim services. Stakeholders suggested the SAO in their county played a leadership role in getting the team started, but due to existing community collaborative efforts, other system representatives were willing to come to the table. The state’s attorney is seen as the chief law enforcement officer in the county, and therefore should be able to pull together other political players. Stakeholders suggested that victim services can be more challenging to work into the project, because the criminal justice system components already work closely together. Several stakeholders suggested that conflicts over protocols and practices should be worked out prior to requesting funding, so that the project can run smoothly once funding is received.

Second, the role of the project coordinator has been essential to McLean County’s success. This position handles all grant issues including gathering required statistics, organizing and directing the various meetings, and providing leadership to the MDT. She is an information disseminator and mediator, and she assists with training and developing protocols. One stakeholder commented that she is the history keeper, she is the one who knows what happened, why it happened, how it was resolved, and how that experience can be used to address current and

future issues. Another stakeholder commented that “*you need someone who can put out the fires or call the team together, you can’t leave it to department heads because they’re busy and they’re not going to do it.*” It is clear that McLean County stakeholders rely heavily on their project coordinator.

A third critical element or lesson learned is that, insofar as possible, prior to implementation of a new MDT, all parties should do their best to identify issues and problems and work them out in advance of the formal MDT launch.

Challenges

Four areas of challenge for the MDT were identified by stakeholders, and are described in this section:

- Funding and sustainability
- Concerns regarding lack of participation at MDT meetings
- Changes in state’s attorney
- Judicial turnover

Funding and sustainability

The one challenge consistently mentioned by stakeholders was funding and sustainability. While stakeholders suggested there are always activities or positions that can be identified if additional funding is obtained, the current level of funding and services is adequate. However, if this funding were lost, most stakeholders expressed hope but also skepticism the county board would be able to make up the shortfall. In addition, services to victims are decreased as the state reduces its funding commitment to victim services agencies. The current STOP funding may have allowed services to victims to continue despite other reductions.

Concerns regarding lack of participation at MDT meetings

Stakeholders mentioned there is not always 100% attendance at MDT meetings by its members. Lack of attendance produces a host of subsequent issues; for instance, a decision on a critical issue may be deferred until all members are at the table, which means the initial problem is likely to continue. In addition, this puts a burden on the remaining members and the project coordinator to keep missing members apprised of MDT discussions. Lack of participation is likely related to budget cuts and increased overall workloads for many criminal justice professionals. However, it is also imperative that Steering Committee members continue to stress the importance of attendance at MDT meetings and make the necessary provisions for MDT members to participate.

Changes in state’s attorney

A state’s attorney who came on board with the MDT in 2002 recently took a judgeship, and so it remains to be seen whether the successor will provide the same level of support for the domestic violence MDT. However, given the long history of collaboration, and the pressure of stakeholder peers, it is fair to say that this MDT – as a collaboration – would strive to maintain its momentum.

Judicial turnover

A final challenge mentioned by stakeholders related to turnover of judges. One judge may understand the many issues related to domestic violence -- the victim's fear and lack of resources, the likelihood of escalation of the violence, etc. – and be willing to grant orders of protection more frequently. However, when that judge is replaced, the new judge may not have the experience or training and be more willing to deny an order of protection, for example, if there are no visible injuries to the victim. One stakeholder suggested that a mentoring program for judges might be one way to approach this problem. Ultimately, the judge controls his/her courtroom, and MDT members must tread lightly.

Data Collection and Building Evaluation Capacity

McLean County stakeholders said there is no clear method for measuring success of the MDT. In part this was reported to be due to the lack of an efficient information management system – in spite of the fact that of the four MDT counties, McLean County had the most advanced system. As discussed previously, IJIS is an online offender tracking system which tracks charges, police reports, written statements, etc., created specifically for McLean County. However, since it is an offender tracking system, and lacks victim data, it does not produce all data needed to report to ICJIA and to internally monitor overall MDT effectiveness. Required victim data are produced by CDV quarterly using the statewide InfoNet system.

The McLean County MDT updates its members on at least a quarterly basis regarding prosecution statistics. Further, stakeholders suggested there is a “sense” when something is going off track, and through the project coordinator, those matters are addressed by the Steering Committee and the MDT. Therefore, the project as a whole appears to be internally accountable.

However, the MDT does not have in place an effective way to evaluate its work. The SAO can look at conviction rates, but those numbers do not explain what factors have specifically contributed to the conviction rate, in order to strengthen those factors and mitigate factors that detract from successful prosecution and conviction. Law enforcement does not collect data on evidence that can be aggregated to support an evaluation. Therefore, the MDT would benefit from more systematically collecting data related to both MDT outcomes and activities in an effort to monitor effectiveness.

Future Plans

Stakeholders in McLean County identified a variety of perspectives regarding future plans for the MDT, including the following:

- A “one-stop shop” for domestic violence victims
- How to address issues related to an anticipated increase in elder abuse cases
- More involvement with the judiciary
- A specialized domestic violence court
- Locating funding for a specialized misdemeanor DV assistant state’s attorney

Some stakeholders mentioned that discussions regarding a “one-stop shop” for domestic violence victims have taken place, but the parameters of the effort remain unclear. Many decisions remain before a one-stop shop could be implemented, including where the “shop” would physically be located and who would be located there. Another area mentioned by one

stakeholder was the anticipated increase in elder abuse cases in the coming years. A local organization is dedicated to addressing that issue, but funding to prosecute the cases is an issue. Stakeholders would like more involvement with the judiciary, which might help address concerns related to situations that arise when a new judge comes into the DV courtroom, such as a lack of knowledge regarding the cycle of violence, victims' fears and very real financial concerns, and lesser sentences for offenders. Also, some stakeholders suggested that a specialized domestic violence court would be a better practice than the existing DV docket, because currently DV cases are lumped in with all other cases at trial and these cases are heard by multiple judges, which causes delays and leads to victim frustration with the system. At this time, the MDT is trying to get back positions that were lost in recent years, including the specialized misdemeanor DV assistant state's attorney and funding for law enforcement services.

Chapter 6 DETAILED QUALITATIVE FINDINGS ON PEORIA COUNTY MDT

Overview of the Peoria County MDT Response to Domestic Violence

The Peoria County Domestic Violence Multidisciplinary Team (DV-MDT) is composed of a Steering Committee and the various team members. The Steering Committee meets quarterly and is comprised of the sheriff, the chief of the Peoria Police Department (PPD), the Director of the Peoria County Probation and Court Services Department, the state's attorney, and the Executive Director of the Center for Prevention of Abuse (CFPA). Unique among the victim service agencies examined in this study, the CFPA is the only agency in the state which consolidates services to DV, elder abuse, and sexual assault victims, and also houses a Partner Abuse Intervention Program (PAIP). A number of unfunded community agencies are available to provide services to DV victims and batterers in Peoria County, but do not attend the monthly DV-MDT meetings.

One hallmark of the Peoria DV-MDT was the opening of the Family Justice Center (FJC) in October 2004, directly funded by STOP Program funds. The FJC houses many key MDT-funded staff. It is located across the street from the county courthouse. Approximately 65% of rent and utilities for the space are covered by STOP Program funding, and the remainder is contributed by the Sheriff's Office. Stakeholders noted the Peoria County FJC was modeled after other "one-stop shops" in the U.S. Conceptually and ideally, these facilities house all the services a victim might need under one roof. Physically, the FJC is not a large space (1,499 sq. ft.), housing six staff people. Meetings are held in the project coordinator's office.

While the FJC is first and foremost designed to provide victim services, support for prosecuting the batterer is also a critical responsibility. This support comes through two primary areas: 1) supporting the victim throughout the prosecution process, and 2) ensuring the SAO has sufficient evidence to pursue prosecution. Supporting the victim throughout the prosecution process includes notifying the victim of court dates, providing transportation if necessary to court hearings, helping the victim with paperwork and child care, and helping prepare the victim for testifying. A specialized detective located at the FJC works closely with the SAO and patrol officers to gather evidence, and also meets weekly with FJC advocates to coordinate evidence collection with the victim.

One significant achievement for the FJC was being given the Partners in Peace Award in 2010. Vice-President Joe Biden presented the award in March at the annual Partners in Peace event, sponsored by the CFPA.

Program Theory

Figure 3 shows the logic model developed for the Peoria County DV-MDT, graphically representing the program theory.

Figure 3: Peoria County Logic Model

Rt qdigo 'Uc vgo gp v The DV-MDT was designed to address the following concerns: 1) Lack of communication and coordination between law enforcement, prosecution, and victim services, leading to uncoordinated victim services. 2) Victim lack of cooperation due in part to lengthy periods of time from charging through prosecution and conviction. 3) Advocate follow-up on police reports not occurring in a timely manner. 4) Victim required to repeat story several times to multiple criminal justice and victim services agencies. 5) A need to address confidentiality issues and frustration between law enforcement and victim services. 6) Law enforcement not regularly collecting sufficient evidence to support evidence-based prosecution of the batterer.



As discussed in Chapter 2, the program theory includes a *Problem Statement, Contextual Factors, Inputs/Resources, Activities/Outputs, Mid-Term Outcomes, and Long-Term Impacts*. *Activities/Outputs* and *Mid-Term Outcomes* for the DV-MDT are organized in six broad categories:

- Interagency collaboration
- Law enforcement
- Victim advocacy/services
- Prosecution/case processing
- Batterer accountability (post-conviction)
- Training

Contextual Factors

Contextual Factors refers to variables that define and influence the context in which MDT activities take place. Demographics is one set of contextual factors. Other contextual factors were identified through interview data. While these factors are likely to be present in many other communities, including the other MDT sites, the factors indicated below were specifically mentioned by Peoria County stakeholders.

Demographic and Related Contextual Factors

Of the four study sites, Peoria County is the smallest in land area, with 619.21 square miles, but is second in population to St. Clair County, with 186,494 total population. Peoria County is comparable to Kankakee County in terms of percentage of white persons (74.4%) and percentage of black persons (17.7%). Peoria is the largest city in the county and also the county seat. The largest single employer in Peoria is Caterpillar, Inc., followed by the healthcare system. The median household income is \$47,330, and Peoria County has the second highest percentage of persons living in poverty (16.8%),³⁸ of the four study sites. According to 2009 Illinois-Uniform Crime Reporting Program (I-UCR) statistics, Peoria County reported 8,433 overall index offenses. This included 136 criminal sexual assaults and 816 aggravated assault/batteries. Peoria County reported 2,749 domestic crimes in 2009, up by 2.8% in 2008. However, this number includes all forms of domestic-related offenses (see Chapter 1). The City of Peoria reported a crime rate of 5,844.2 per 100,000.³⁹

Stakeholder Identified Contextual Factors

The overall economic situation was of course a primary concern. Stakeholders noted that while state budget cuts had affected victim services, the economic recession has also reduced individual giving, an important revenue source for non-profit organizations such as the CFPA. Lack of benefits for some victim services staff creates a situation of high turnover as individuals leave for higher-paying jobs with benefits. Stakeholders also commented that funding for mental health services is lacking, and this negatively affects both victims and batterers. At the macro level, stakeholders felt there was an element of victim blaming in the community. This may be exacerbated in part by socioeconomic differences between the victims – many of whom are from

³⁸Data from <http://quickfacts.census.gov/qfd/states/17/17143.html>.

³⁹Data from <http://www.isp.state.il.us/crime/cii2009.cfm>.

lower socioeconomic circumstances – and more prosperous members of the community. Some stakeholders said that domestic violence was a learned behavior that seems to be perpetuated generationally. Stakeholders also believed that victims with a lower socioeconomic status were more likely to recant, which in turn leads to frustration on the part of law enforcement officers and prosecutors. In addition, lower-income victims often face transportation problems due to lack of availability of a personal vehicle combined with lack of public transportation to some parts of the county. Lack of transportation might have impaired timely court appearances by the victims. Stakeholders suggested that lower incomes are a consistent problem for batterers as well. Income shortfalls often hinder the offender’s ability to fulfill the various court-ordered requirements of probation. Addressing contextual factors such as these is for the most part beyond the scope of the MDT.

Problem Statement

Based on data from stakeholder interviews, together with review of brochures and grant proposal documentation, the Peoria County DV-MDT identified several specific problems it wished to address with STOP Program funding, related to the following concerns:

- Lack of communication and coordination between law enforcement, prosecution, and victim services, leading to uncoordinated victim services and ineffective prosecution
- Victim lack of cooperation due in part to lengthy periods of time from charging through prosecution and conviction
- Advocate follow-up on police reports not occurring in a timely manner
- Victims required to repeat their story several times to multiple criminal justice and victim services actors
- A need to address confidentiality issues and frustration between law enforcement and victim services
- Law enforcement not regularly collecting sufficient evidence to support an evidence-based (i.e., “victimless”) prosecution of the batterer

Stakeholders suggested that prior to the STOP Program funding and creation of the FJC, advocates and law enforcement in particular did not communicate on matters that were critical to prosecution efforts. Advocates did not receive copies of police reports, so they could not assess whether evidence had been collected that would support the victim’s story. Confidentiality also prevented CFPA advocates from contacting police officers. Law enforcement officers were not sufficiently trained in evidence collection to support a prosecution based solely on the physical evidence, if the victim decided not to testify. Thus, strained relationships between victim services and law enforcement sometimes prevented evidence from being collected. By the time the SAO received the report, that evidence may have been lost.

Stakeholders suggested that prior to the FJC, all the players did their own work and would meet only occasionally to keep things on track. Victims were forced to tell their story to the police, then to the OP Office staff, then to the assistant state’s attorney, then to the judge, and then to advocates when receiving services. The victim may have also told her story to medical staff. A desire to minimize the number of people with whom the victim had to talk made the FJC a logical step. In addition, at the time of the initial grant proposal, there were no co-located

advocates who could follow-up quickly with victims after an initial incident report. Stakeholders noted it was rare for a domestic violence advocate to go on a home visit with law enforcement. Follow-up by the SAO advocate following receipt of a police report was frequently delayed for days or even weeks. Thus, inadequate staffing resulted in victims not having access to critically needed services.

For Peoria stakeholders, the solution to many of these issues was to request funding to open the Family Justice Center as a one-stop shop for victims to both receive services and to interact with criminal justice actors. FJC staff members now review DV incident reports on a daily basis, and follow-up with victims occurs within a day or two. FJC advocates can assist victims with OP paperwork, as well as connect victims with services such as child care and shelter. The FJC also focuses the efforts of both law enforcement and victim services toward gathering evidence to be used to prosecute the batterer. According to stakeholders, the FJC has fundamentally changed the way domestic violence cases are handled in Peoria County.

Inputs/Resources

Inputs/Resources generally refers to information, staff, funding, protocols, and other materials that inform policy making or practice, as well as participation of unfunded partner agencies, facilities, and other resources devoted to the MDT. The *Inputs/Resources* identified by the Peoria County DV-MDT include the following:

- Collaborative expertise from prior funding
- Areas of disagreement “hashed out” prior to opening FJC
- STOP Program funding plus match funding
- “Unique” office space: OP Office at courthouse, FJC
- STOP Program funded staff
 - Project coordinator housed at FJC (partially funded)
 - DV advocates centrally located at FJC or OP Office (four)
 - Specialized DV investigator from Peoria Police Department
 - Specialized DV prosecutors (two)
 - Family Violence Intervention Program (FVIP) liaison
- MDT match-funded staff
- Availability of staff with experience and existing relationships
- Protocol developed for FJC, with annual review
- FJC modeled after other one-stop services in the U.S.
- Relationships with unfunded partner agencies
- CFPA provides DV victim services, sexual assault victim services, and also PAIP treatment for batterers

Collaborative expertise from prior funding

Stakeholders believe that part of the reason for the success of the DV-MDT was the presence of collaborative expertise from prior funding. The Tenth Judicial Circuit Family Violence Coordinating Council formed in the early 1990s. This was the initial local formal collaboration of the criminal justice system and victim advocacy. A state grant was received in 1998 for Peoria County that allowed the county to conduct law enforcement training and begin to form a

county-based collaboration. In addition, a number of individuals had been working in the county for many years and had developed personal/professional relationships. These relationships formed during those early activities laid the groundwork for “hashing out” issues related to implementation of the FJC.

Areas of disagreement “hashed out” prior to opening FJC

Funding was specifically requested in 2004 to open and staff the FJC. Stakeholders noted they received all the funding they requested for start-up and implementation went smoothly. However, stakeholders were unanimous that the reason for smooth implementation was because the parties had engaged in detailed and sometimes difficult turf conversations well before opening the FJC. Confidentiality was noted as the biggest challenge, which was addressed through developing appropriate forms that would satisfy the requirements of the IDVA. This commitment to “hashing out” difficult issues is a key element behind the success of the FJC. Prior to requesting funding, SC members resolved issues related to what to expect from the FJC, and what initial activities needed to occur. As time went on, SC members continued to discuss and monitor new issues as they arose. As one stakeholder commented, there was “*no roadmap*,” and every community starting an MDT will have its unique challenges. Stakeholders on the Steering Committee said they were willing to listen to the concerns of other SC members. Similarly, DV-MDT members feel comfortable questioning other members. Stakeholders consistently reported there have been very few conflicts among the members, because “*everyone wants what is best for the victim*.”

Funding and staffing

For 2011/2012, the total budget for the Peoria County MDT was \$746,078. This included \$430,539 in federal dollars, \$143,514 in required match funding, and \$172,025 in additional match funding (“overmatch”). STOP Program grants require at least a 25% match. Table 6-1 outlines administrative details of the funded positions in 2011/12, including the identity of the employer and where the staff member is physically located. Following is a discussion of the full-time staff who are members of the DV-MDT.

As of 2011/12, 18 positions were funded in whole or in part by a combination of STOP Program funding plus match funding provided by the following participating agencies: SAO, Peoria County Sheriff’s Office, the CFPA, PPD, and the Peoria County Probation and Court Services Department. These 18 positions constitute the DV-MDT. Six staff members are located at the Family Justice Center, including one of the self-sufficiency caseworkers funded by the Avon Foundation (not shown in Table 6-1).⁴⁰ The other self-sufficiency caseworker is located at the CFPA.

Full-time project coordinator

The current project coordinator is the second person to hold that position. She was described by stakeholders as organized, personable, self-motivated, and not afraid to speak up in a room of powerful people. She does not carry a caseload as such; rather, her responsibilities are to coordinate the work of the FJC staff internally, and externally with the rest of the DV-MDT and

⁴⁰ More information on the Self-Sufficiency Caseworkers is provided later. See in particular, “securing additional grants” under mid-term outcomes in the latter part of this chapter.

Table 6-1: Positions Funded by Federal STOP Program Funding and Match Funding in 2011/12 for Peoria County Domestic Violence MDT

<i>Staff Person</i>	<i>Full-Time Equivalent</i>	<i>Employer</i>	<i>Supervising Organization</i>	<i>Physical Location of Employee's Office</i>
Law enforcement:				
Specialized DV investigator*	1.0	Peoria Police Department (PPD)	PPD	FJC
Sheriff's deputy (detective)	.15	Sheriff's Office	Sheriff's Office	Sheriff's Office
Victim advocacy/services (FJC):				
Project coordinator†	1.0	SAO	Steering Committee	FJC
SAO victim coordinator*	1.0	SAO	SAO	FJC
On-site advocate*	1.0	CFPA	CFPA	FJC
Victim advocate-Sheriff's Office*	1.0	Sheriff's Office	Sheriff's Office	FJC
Victim advocacy/services (other):				
Victim advocate-SAO	.30	SAO	SAO	SAO
Victim advocate-SAO	.35	SAO	SAO	SAO
Court advocate*	1.0	Center for Prevention of Abuse (CFPA)	CFPA	OP Office at courthouse
Court advocate, part-time	.60	CFPA	CFPA	OP Office at courthouse
Outreach caseworker†	.40	CFPA	CFPA	CFPA
State's attorney's office:				
Assistant state's Attorney #1*	1.0	State's attorney's office (SAO)	SAO	SAO
Assistant state's Attorney #2*	1.0	State's attorney's office (SAO)	SAO	SAO
Charging assistant state's attorney	.25	SAO	SAO	SAO
Legal assistant	.40	SAO	SAO	SAO
Probation department:				
Probation officer #1†	1.0	Probation and Court Services	Probation and Court Services	Probation and Court Services
Probation officer #2	.55	Probation and Court Services	Probation and Court Services	Probation and Court Services
Family Violence Intervention Program (FVIP) liaison*	1.0	Probation and Court Services	CFPA	East Peoria CFPA
<i>TOTAL FTE (PEOPLE)</i>	<i>13 (18)</i>			
An asterisk (*) denotes position is fully funded through STOP Program funding. A dagger (†) denotes position is partially funded through STOP Program funding.				

with community agencies. Stakeholders suggested the biggest challenge for the project coordinator was keeping FJC activities and services coordinated and obtaining input and signatures on various reports or grant requests. She is also responsible for direct supervision of staff at the FJC, but does not have the authority to make hiring or firing decisions. However, SC members commented that they take the project coordinator's concerns and recommendations seriously and will act on those concerns. This faith and trust in the project coordinator by the Steering Committee likely gives her the authority to act in the absence of formal authority. To this extent, she functions more as an agency director than as an employee. Her salary for 2011/12 included both STOP Program funding plus match funding.

Specialized DV probation officers

The Peoria County Probation and Court Services Department receives funds for 1.55 FTE domestic violence probation officers. The probation officers spend about two-thirds of their time in the office engaged in case planning, including meeting with offenders, reviewing offender progress reports, making referrals to other agencies, and conducting risk assessments. The remainder of their time is spent outside of the office (e.g., home visits or court appearances). As in other court services departments in the state, they also prepare presentence investigation (PSI) reports for the court, prior to sentencing. Offender risk is assessed using the statewide Level of Services Inventory-Revised™ (LSI-R), and the department is in the process of adopting the Ontario Domestic Assault Risk Assessment (ODARA). Using these instruments, high-risk offenders are required to report to the specialized probation officer more frequently than low-risk offenders, thus theoretically enhancing victim safety. Probation officers also facilitate serving orders of protection on probationers.

Specialized PPD investigator

The PPD detective has a variety of responsibilities, including reviewing incident reports; assessing the adequacy of evidence; contacting patrol officers for additional evidence, or going directly to the victim for evidence; videotaping victim statements at the FJC; providing one-on-one training to police officers in teachable moments, when an officer has a question about how to handle a DV case; and accompanying advocates on home visits to victims.

DV advocates centrally located at the FJC

Most of the staff at the FJC have responsibilities specifically related to victim services. The DV advocate from the SAO is primarily responsible for contacting victims who have refused services and prosecution. She attempts to call victims and failing that, sends a letter to the victim. For victims who agree to participate with the prosecution, she becomes the liaison between the victim and the SAO office, available to take calls from the victims and to relay information from the victim to the SAO. She also attends jury trials, pretrial hearings, first appearances, and bench trials or arraignments. She is an additional advocate to explain to the victim what is occurring. She refers victims to the appropriate DV city or county advocate at the FJC for more in-depth services, as her responsibility is to track all the DV cases handled by the SAO. The CFPA victim advocate is responsible for contacting victims in the City of Peoria, while the DV advocate from the Sheriff's Office handles primarily victims from the county, many of whom live in rural areas of the county and are isolated due to lack of transportation and intimidation by the abuser.

Specialized DV prosecutors with vertical prosecution

The STOP Program funding provides two specialized domestic violence prosecutors. There are two charging attorneys in the SAO, one charges felonies and the other charges all misdemeanors, neither funded by STOP funding. However, DV cases are processed by the MDT specialized DV prosecutors using vertical prosecution after charging. This means the ASA has the opportunity to become more knowledgeable through handling just DV cases, which can benefit victims because the prosecuting attorney for the case is more empathetic and attuned to the victim's concerns and needs. In addition, the ASA can become more proficient in prosecuting these difficult cases.

Family Violence Intervention Program (FVIP) liaison

The FVIP liaison serves as the link between the PAIP and the probation department. The FVIP liaison maintains the list of offenders ordered to treatment, and sends the list of offenders for that week's docket to the FJC project director, who then sends it to the probation department and the SAO. The position of FVIP liaison has been funded since the initial grant in 2004.

DV-MDT match-funded staff

Match-funded staff are located primarily at their home offices. The state's attorney's office has several part-time match-funded staff including the charging assistant state's attorney (25% FTE), a legal assistant (40% FTE), one victim advocate at 30% FTE, and one victim advocate at 35% FTE. The CFPA uses match funding to support a court advocate at the OP Office (60% FTE). A part-time sheriff's deputy is based at the Sheriff's Office (15% FTE). Finally, the Probation and Court Services Department has one probation officer on match funding at 55% FTE. Positions that are partially match funded and partially STOP Program funded include the FJC project coordinator, the CFPA outreach caseworker, and one full-time probation officer.

Availability of staff with experience and existing relationships

Stakeholders noted the benefit of having both DV-MDT staff and SC members who had been "around for a while" when they opened the FJC. These people brought with them both experience in the system and relationships with community agencies.

Protocol developed for FJC, with annual review

FJC services are guided by a protocol developed specifically for the FJC. This protocol is reviewed annually by the DV-MDT. The protocol outlines the services provided, meeting schedules, information to be entered into client files, and major job duties for each of the DV-MDT staff. Stakeholders were asked whether their team operates under a unified or a coordinated protocol, to gauge their knowledge of the underlying documents that describe the mission and activities of the DV-MDT.⁴¹ A majority of respondents thought their protocol was coordinated, in that agencies do not have to follow a single protocol but procedures are linked when responding to DV cases. However, the FJC protocol does, in fact, specify the job responsibilities of DV-MDT members who work for multiple agencies, suggesting this protocol is unified. While stakeholders maintained they have had a strong working relationship with little

⁴¹A *unified* protocol means that all groups signed on to a single document. A *coordinated* protocol means that each agency has its own protocol but the protocols share priorities and link procedures as cases are processed.

conflict, a further formalization of the protocol may strengthen the FJC overall by making clear to all partners the purpose of the protocol.

In addition to the FJC protocol, individual agencies have their own domestic violence protocols. However, all of these are out of date and are scheduled for review in 2012/13 in collaboration with the Tenth Judicial Circuit Family Violence Coordinating Council. The current protocols include:

- State’s Attorney Protocol-Domestic Violence Cases (Tenth Judicial Circuit; n.d.)
- Law Enforcement Protocol-Domestic Violence Cases (Tenth Judicial Circuit; possibly 1995)
- Tenth Judicial Circuit Domestic Abuse Advocate Protocol-D.V.O. Proceedings (n.d.)
- Peoria Police Department General Order 400.01 (8/22/01)
- Probation Protocols--Domestic Violence Cases (7/10/98)

FJC modeled after other one-stop services in the U.S.

The FJC “movement” is generally described as “[T]he co-location of a multi-disciplinary team of professionals who work together in one, centralized location to provide coordinated services to victims of family violence. While a Family Justice Center may house many partners, the basic partners include police officers, prosecutors and community-based advocates.”⁴² The Peoria FJC fits this model, with a combination of law enforcement, DV advocates, and SAO staff in the Center. Stakeholders consistently commented that having a separate physical location provided victims with a space that was emotionally safer than other criminal justice settings, where they could speak freely about concerns (such as child care or employment) that fall outside the service parameters of law enforcement or the SAO.

Relationships with unfunded partner community service agencies

Peoria city and county have agencies serving a wide variety of social problems, which are utilized by the DV-MDT as needed to provide services for victims, children, and batterers. Batterer intervention services are provided by The Center for Prevention of Abuse (CFPA), a PAIP approved provider. In terms of unfunded partner agencies, Peoria is unique in that one agency – CFPA – consolidates victim services and the PAIP. DV-MDT members are active with the Tenth Judicial Circuit Family Violence Coordinating Council (FVCC). Stakeholders and unfunded community agency focus group members commented that the FJC supports the FVCC concept of providing a coordinated community response to DV with a victim-centered approach. The self-sufficiency caseworker has compiled a resource book with detailed information on programs and services available in the community. While these agencies do not participate in DV-MDT meetings, relationships appear strong and unfunded partner agencies appear very willing to provide services as available. Further, the unfunded agencies know they can refer a client to the FJC and be assured the victim will receive appropriate services.

⁴²Bexar County (San Antonio, TX) Family Justice Center (www.bcfjc.org). More information on FJCs can be found at the National Family Justice Center Alliance, the National Center on Domestic and Sexual Violence, and the U.S. Department of Justice Archive.

Activities/Outputs

The following section describes the activities of the DV-MDT. *Activities/Outputs* are presented using the framework of the program theory, with six broad categories: Interagency collaboration, Law enforcement, Victim advocacy/services, Prosecution/case processing, Batterer accountability (post-conviction), and Training.

Interagency collaboration activities/outputs

Interagency collaboration across all components of the criminal justice system and victim services providers results in several specific *Activities/outputs*, including the following:

- Quarterly Steering Committee (SC) meetings
- Monthly DV-MDT meetings
- Weekly FJC staff meetings
- Capacity building to seek external funds and address program stability
- Team-oriented hiring

Quarterly Steering Committee (SC) meetings

The Steering Committee meets quarterly to review statistics submitted in the quarterly ICJIA reports, make policy, and discuss issues that may require attention. SC members suggested that having a leadership group separate from DV-MDT frontline staff members allowed for a longer view of DV-MDT activities and challenges, such as ever present concerns whether there will be funding to support the FJC and the DV-MDT. The SC provides the “energy” to keep DV-MDT members engaged and on track. These meetings are a forum for building capacity to support sustainability.

Monthly DV-MDT meetings

The frontline DV-MDT members meet monthly to discuss current cases, new incidents, offender updates, charging, and evidence issues. If the victim has signed a confidentiality agreement, the advocates can also inform the other DV-MDT members about concerns the victim has, particularly related to participating in the prosecution. When asked about how effective the monthly meetings are, stakeholders unanimously maintained that relationships are strong and they feel the DV-MDT meetings are a “safe” place to bring up questions or concerns. They attribute this in part to the fact that their “bosses,” who serve on the Steering Committee, are not present, so they can speak freely. In addition, they credit the project coordinator with being both organized and easygoing, creating an atmosphere conducive to problem solving.

Weekly FJC staff meetings

The weekly FJC meeting is unique to the Peoria County site, and is in part a function of staff being co-located at the Family Justice Center. Each Friday, everyone at the FJC meets to prepare for the following week’s cases, to check on evidence, and to ensure victims have been contacted. This is likely a time to remind staff when someone will be taking time off and confirming who will cover for that person. It is also a time to brief FJC staff on especially difficult cases prior to the weekend. This is a benefit of the one-stop shop that may be overlooked, and what could be considered a force multiplier. In this case, one advocate or detective is not looking at a case and trying to determine what else needs to be done on their own; instead, several advocates and a

detective are reviewing cases. The one-stop shop does not just provide services to victims; it anchors all components of the criminal justice system to a central location to ensure evidence quality and continuity in case processing.

Capacity building to seek external funds and address program stability

Several stakeholders stressed the problems that arise when a program is dependent on annual grant funding, particularly when frontline workers are busy dealing with the daily operations of providing victim and offender services. The SC can play a crucial role in identifying and seeking external funds to address program stability. It is clear from interview data that funding is a topic of conversation for the SC, and that SC members were concerned about the ability to maintain the FJC as a whole should STOP Program funding end. Even though some of the MDT staff (by virtue of internal employment) would still have jobs if STOP Program funds ended, those individuals would likely not continue to be focused on domestic violence, and several other individuals currently funded by STOP would become unemployed. SC members suggested that a multi-year grant would allow the DV-MDT to focus more on its mission and less on sustainability.

Team-oriented hiring

Finally, interagency collaboration is strengthened by team-oriented hiring at the FJC. Several stakeholders indicated the relationships between the FJC staff and unfunded community agencies need to be focused on safety for the victim, and egos must be put aside. For this to continue to occur, it was felt that staff who leave the FJC should be replaced with individuals with similar values and appropriate attitudes toward domestic violence victims. In addition, since FJC staff work closely together and “fill in” when a staff member is absent, it is necessary to hire individuals who can be cross-trained so that there are fewer service gaps during turnover and staff outages. Thus, when someone leaves the FJC, an effort is made to hire someone who will fit into the dynamics of the team.

Law enforcement activities/outputs

Activities/outputs identified through stakeholder interviews and other data for law enforcement include the following:

- Interview victims at the FJC and provide transportation services to support victims during prosecution
- Provide “in-house” support for assisting other law enforcement officers responding to DV calls and a positive feedback loop when patrol officer collects good evidence

Interview victims at the FJC and provide transportation services to support victims during prosecution

With regard to victim services, the specialized investigator is set up with a recording device, which allows the victim to come to the FJC and speak to both an advocate and detective at the same time, thus minimizing the number of interviews. These “joint” interviews are only conducted insofar as they do not violate confidentiality laws governing the advocate’s work. In addition, all patrol officers have their own digital cameras to take pictures at DV calls, and officers have victims provide a written statement. The FJC DV investigator may also be called upon to transport victims to prosecution hearings.

Provide “in-house” support for assisting other law enforcement officers responding to DV calls and a positive feedback loop when patrol officer collects good evidence

The two functions in which law enforcement officers are primarily involved regarding domestic violence are: 1) responding to calls for assistance, and 2) collecting evidence to support prosecution. As mentioned previously, the Peoria Police Department has located a specialized DV investigator at the FJC. In addition, the Peoria County Sheriff’s Office provides a part-time deputy (not based at the FJC) to conduct follow-up investigations on DV cases within its jurisdiction. On a daily basis, the PPD investigator reviews incident reports and provides quality control for collecting evidence needed for prosecution of batterers. He can provide positive feedback to patrol officers who collect “good” evidence, or when a victim notes a positive interaction with police. He also provides “in-house” support to other PPD officers learning to respond to DV calls. As described in the previous section, the investigator meets at least weekly with FJC staff regarding evidence, victim concerns, and prosecution needs.

Victim advocacy/services activities/outputs

According to the required federal Annual Progress Reports, STOP Program funds covered services to fairly consistent numbers of victims in Peoria County over the course of the period under study. In 2006, 1,579 victims were given services; in 2007, 1,254 victims; in 2008, 1,015 victims; in 2009, 1,399 victims; and in 2010, 1,454 victims were served by members of the DV-MDT. Of the 1,454 victims served in 2010, 48.9% of victims were white followed by African-American (46.8%), representing a disproportionate representation by black victims based on their percentage in the population. Only 18% of the overall county population is black. Almost 3 percent of victims were Hispanic or Latino. By far the greatest number of victims were ages 25-59 (60%), followed by victims ages 18-24 (31.9%). Only four victims were persons with disabilities. Although elder abuse is anticipated to increase in the coming years, only 34 victims were over age 60 in 2010.

As previously discussed, enhancing victim safety and providing services are paramount goals of the DV-MDT. Table 6-2 provides information regarding the services to victims offered through STOP Program funding. Again, we view this data with some concern, although it does provide a picture of the scope of services offered.

Table 6-2: Victim Services by Peoria County DV-MDT under STOP Program Funding, 2006-2010

	2006	2007	2008	2009	2010
Total victims receiving requested services	1,579	1,254	1,015	1,399	1,454
Civil legal advocacy/court accompaniment	421	388	0	227	137
Civil legal assistance	0	0	0	0	0
Counseling services/support group	1,056	579	257	123	77
Criminal justice advocacy/court accompaniment	536	535	566	700	736
Crisis intervention	1,579	652	229	373	260
Hospital, clinic, or other medical response	5	22	11	3	3
Language services	---	---	0	0	1

Transportation	---	---	0	13	2
Victim/survivor advocacy	1,119	727	780	285	265
Victim-witness notification	1,253	1,165	641	1,031	1,214
<i>Source:</i> Peoria County Annual Progress Reports; the “total” and victim-witness count for 2008 was provided by the local MDT, as were the victim-witness counts for 2009 and 2010.					

Specific *Activities/outputs* related to victim advocacy/services include:

- Daily review of police reports and assignment to advocates by project coordinator
- Provide safety planning with victims through lethality assessments, and personal contact regarding status of offender’s case

Daily review of police reports and assignment to advocates by project coordinator

Every morning, the project coordinator reviews police reports from the previous day/evening. On Monday mornings, she reviews every police report that was filed over the weekend. She assigns intimate partner violence (IPV) reports to the appropriate county or city DV advocate, and non-IPV reports to the SAO victim coordinator (e.g., sibling violence, other family members). As the “point person” for the activities of the DV-MDT, she regularly talks with DV-MDT members to help ensure that cases move along as smoothly as possible.

DV advocates provide case management and conduct lethality assessments

The FJC staff provide a variety of services to victims, as described in Table 6-2, the most obvious being assistance with the criminal justice system. For example, if an incident takes place on Tuesday evening but the victim does not call the police, the victim can go to the FJC on Wednesday, talk with the specialized investigator on site, and prepare paperwork for an OP. Prior to creation of the DV-MDT, the SAO victim advocate would receive police reports, but it would be days or even weeks before a follow-up call could be made. The increased staffing and coordination now allows this follow-up to take place virtually immediately. In addition, if the advocate feels a home visit is required, the investigator is available to accompany the advocate to the victim’s home. They reported that FJC advocacy staff are experts in serving victims, and are able to give more time to listening and counseling than SAO staff or police officers.

FJC advocates also conduct lethality assessments with all victims. The advocates accompany victims to court for orders of protection and provide follow-up calls to remind victims to attend subsequent hearings. The FJC typically sees victims of more serious violence, as these victims are more likely to file a police report. The FJC advocates provide safety planning with victims through lethality assessments and information regarding the status of the offender's case.

Prosecution/case processing activities/outputs

Specific *Activities/outputs* related to prosecution/case processing include the following:

- Evidence quality control and follow-up
- Operation of domestic violence court and activities of the DV judge

Evidence quality control and follow-up

One of the primary responsibilities of the state's attorney's office involves maintaining quality control of evidence and notifying law enforcement of the need for additional evidence collection. The DV-MDT facilitates this activity by providing a formal mechanism through which the specialized DV prosecutors have direct access to advocates who can contact victims and coordinate evidence collection with the specialized DV investigator. For example, if the batterer cut off the victim's hair, the hair can then become part of the evidentiary base. Improved quality of evidence may encourage more batterers to plead rather than going to trial, thus saving system resources and preventing the victim from having to confront the batterer in court. The county does have an affidavit which victims can sign to request that the SAO discontinue prosecution of a batterer. However, stakeholders noted that this form is typically used in cases where the batterer has not pled to the charges, and the victim wants the batterer to understand that she is not pursuing the prosecution on her own; thus, it serves as another method to help enhance her safety.

Domestic violence court and DV judge

Peoria County has a domestic violence court with one judge who hears both misdemeanor and felony DV cases. The court also conducts a weekly judicial review docket for batterers sentenced to probation.

Peoria County has a separate Order of Protection Office located in the courthouse, through the circuit clerk's office. This office is staffed by CFPA advocates, and has been in existence since 1989. Victims can walk into the OP Office to complete an order of protection. OP Office advocates also conduct lethality assessments and accompany victims to court for temporary and plenary orders, although they do not conduct follow-up calls or visits. The OP Office typically sees victims of less serious violence or of non-IPV. If a victim comes in with injuries or reports serious violence, the OP Office staff will refer her to the FJC. However, all OPs are assigned a processing number through the OP Office, whether they emanate from that office or from the FJC.

Victims can go before a judge to request an OP at 10 a.m. or 3 p.m. every day of the week. Once the OP is granted, the system has 14 to 21 days to obtain service on the offender and then return to court. Both the FJC and the OP Office advocates routinely sit in the courtroom with the victim for moral support.

Batterer accountability (post-conviction) activities/outputs

Holding batterers accountable for the violence is a critical part of the DV-MDT program. The *Activities/outputs* which support this goal include:

- Specialized DV probation officers (discussed previously under *Inputs/Resources*)
- Weekly judicial review docket
- Family Violence Intervention Program (FVIP) liaison to advise probation regarding offender participation in PAIP

Weekly judicial review docket

The court conducts a weekly judicial review docket for batterers sentenced to probation. Two populations of offenders may appear at this docket. The first group is comprised of offenders

who are scheduled for a hearing on that date, pending their completion of probation. The second group includes offenders who have not appeared for intake or who have had an excessive number of absences from treatment, and for whom a petition to revoke (PTR) has been filed.

Family Violence Intervention Program (FVIP)

The FVIP liaison plays a critical role in preparation for the review dockets. The FVIP liaison is located at the East Peoria CFPA office, which is the PAIP provider for the area. She serves as the liaison between the PAIP and the probation department. The FVIP maintains the list of offenders ordered to treatment, and sends the list of offenders for that week's docket to the FJC project director, who then sends it to the probation department and the SAO. In addition, the FVIP liaison reviews daily the list of offenders arrested and notifies probation if any of these offenders are on probation for a DV offense. She also screens all probationers for appropriateness to the PAIP; provides reports; testifies in court, if needed, regarding the probationer's progress in treatment; and informs prosecutors of offenders' past history with the PAIP. The position of FVIP liaison has been funded since the initial grant in 2004.

Multidisciplinary training activities/outputs

Activities/outputs related to training include increased training opportunities for DV-MDT members and other professionals. According to the Annual Progress Reports, the Peoria DV-MDT sponsored numerous and large training events over the years. For example, in 2007, the DV-MDT sponsored training for 247 educators and 257 law enforcement officers, and another 772 officers were trained in 2009. Such training is designed to increase communication skills as well as understanding of the dynamics of domestic violence and the concerns of victims. Improved skills in these areas may result in an increase in victims requesting services, as law enforcement officers and other professionals are more knowledgeable regarding services and more willing to raise the subject of domestic violence when confronted with a possible DV situation.

Mid-Term Outcomes

Mid-Term Outcomes describe the results the DV-MDT activities attempt to achieve with the target population in the near term. For the DV-MDT, the target populations include criminal justice professionals, victim advocates, victims, offenders, and the community. This section describes the *Mid-Term Outcomes* identified by the evaluators based on a review of interview and archival data. For each outcome, findings related to the successes and/or challenges related to the outcome are identified.

Because several of the activities in the Logic Model may contribute to one *Mid-Term Outcome* (e.g., improving victim cooperation with prosecution), the outcomes have been de-identified from the activities in this section. The reader may refer back to the logic model to trace the MDT's program theory. For many of these outcomes, we do not have sufficient data to draw firm conclusions. However, we can address the assumptions underlying the outcome, and provide an informed evaluative assessment of the DV-MDT's success.

Summary Results of Mid-Term Outcomes

As noted previously, for each outcome identified below, we use a combination of data from interviews, documents and other available data sources to draw a tentative conclusion as to the level of success by an MDT in “achieving” an outcome. For each outcome, we use one of the following four categories to summarize the totality of data provided for that outcome: Successful, Mixed success, Not successful and Insufficient data. While empirical data are cited below and used in making these various judgments, the reader should recognize that they are essentially subjective decisions. A total of 20 outcomes are described below for Peoria County: of those, 13 were judged successful, 4 were mixed success, none were rated as “not successful”, and 3 were reported as having insufficient data.

Interagency collaboration mid-term outcomes

Mid-Term Outcomes related to activities of the interagency collaboration overall, including maintenance of the collaboration, include the following:

- Address frontline DV-MDT members’ needs more quickly
- Maintain executive level buy-in through policy oversight and long-range planning
- Secure additional grants and/or improve local funding
- Reduce turnover and improve the functioning of the team
- Improve victim cooperation with the prosecution process
- Enhance victim safety and service coordination
- Minimize number of victim interviews as a result of co-location

Outcome: Steering Committee addresses frontline workers’ needs more quickly

Study Finding: Mixed success.

Interview data suggest that one purpose of having a bifurcated leadership structure with a Steering Committee that meets regularly is that the needs of staff members handling DV cases will be addressed more quickly by the SC. The assumption here is that it is possible to develop a stronger argument for acquiring equipment or resources because more people are impacted by those resources; for example, all the members of the DV-MDT have a vested interest in patrol officers being able to record victim interviews at the time of the incident, and this impact can be demonstrated to the SC. Interview and archival data suggest the SC has been responsive to the DV-MDT members; therefore, we would assess this outcome as tentatively successful, in part because none of the DV-MDT members interviewed indicated they felt the SC has been remiss in its responsibilities.

Outcome: Maintain executive level buy-in through policy oversight and long-range planning

Study Finding: Success.

SC members consistently expressed commitment to the DV-MDT members and complete support for the FJC. There is no evidence that SC members have tried to micro-manage the work of the team, and members expressed complete faith in the project coordinator. Stakeholders expressed a sense that the role of the Steering Committee was to legitimize the DV-MDT, and to ensure regular DV-MDT members that the SC supports their work. Members even suggested that the DV-MDT model could – perhaps should – be applied to other forms of violent crime. The SC has attempted to secure local funding for the FJC, and did work with DV-MDT staff to secure the self-sufficiency caseworkers from the Avon Foundation. This outcome is judged to be

successful, and we encourage the Steering Committee to continue its efforts in long-range planning toward sustainability.

Outcome: Secure additional grants and/or improve local funding

Study Finding: Success.

We believe the collaboration, through the visibility of the FJC, has been able to leverage other resources, such as local business assistance to provide pro bono legal services or the Avon Foundation grant to fund two self-sufficiency caseworkers. The self-sufficiency caseworkers work extensively with victims to link them with appropriate local and state programs/services. They assist with resume development and help victims search for employment opportunities. They can also provide court advocacy as needed.

Outcome: Reduce turnover and improve the functioning of the team

Study Finding: Mixed success.

Steering Committee meetings serve as a venue for the project coordinator to raise concerns from the DV-MDT members, without mentioning specific names. Stakeholders believed the presence of the SC increases buy-in at the executive level, which filters down to staff within the agency – in the long run, improving attitudes of criminal justice professionals toward domestic violence victims, while also decreasing turnover and producing a better functioning team.

One measure of the effectiveness of a coordinated community response might be whether the existence of the DV-MDT affects the attitudes of participants as well as others who come in contact with those members. When asked whether participation had changed their attitudes, several members responded that they always had a pro-victim attitude toward DV. However, several respondents did report attitude change. For instance, one person was surprised at the number of female batterers and changed their “stereotype” of the typical DV offender thereafter to include females. Members of law enforcement clearly expressed that the presence of the FJC had influenced the attitudes of patrol officers in terms of understanding the dynamics of DV and particularly, why a victim might report several incidents but “*stay with the guy.*” Law enforcement respondents were particularly supportive of the FJC, indicating that as the public face of the criminal justice system, the presence of the FJC “*makes them look good*” to the community.

However, turnover remains a problem, particularly among the advocacy staff, who are the lowest paid of all the DV-MDT members. Although the SC recognizes the problem, it is difficult to find a solution. We believe the presence of the Steering Committee does, in fact, show a commitment to the team’s work, leading to a better functioning team. However, we agree with the SC that both salaries and benefits need to be improved in order to truly address turnover. This outcome should remain a high priority for the MDT.

Outcome: Improve victim cooperation with prosecution process

Study Finding: Mixed success.

Stakeholders perceived an increase in the number of victims cooperating with the prosecution, and a subsequent increase in convictions. However, findings from the Annual Progress Reports suggest that for the years 2008-2010, there was a substantial increase in cases *declined* for

prosecution due to unavailability of the victim (from 230 cases in 2008 to 679 cases in 2010; see Table 6-3).

Table 6-3: Reasons Given for Declining Prosecution of Domestic Violence Cases in Peoria County, 2008-2010

	<i>2008</i>	<i>2009</i>	<i>2010</i>
Case declined due to insufficient evidence	139/1,019 (13.6%)	0	0
Case declined due to insufficient evidence / victim unavailable OR request of victim / victim safety	230/1,019 (22.6%)	570/1,097 (52%)	679/1,178 (57.6%)

Source: Annual Progress Reports. Note: denominators are the total case referrals received from police during the year.

On the face of it, Table 6-3 data suggest a negative effect on victim cooperation with prosecution efforts during the DV-MDT years. However, we cannot make that assessment with any confidence. Many factors influence whether a victim chooses to participate in prosecuting the batterer, including fear of the batterer’s family; leaving town and not wanting to be found; fear of being ostracized by friends or family; being lied to by the batterer; wanting the batterer to come home; needing the batterer to come home to provide financial resources and help with family responsibilities; need for health care provided through the batterer’s employer; wanting things to be “normal” for the children; keeping the children in the same school; etc. The factors that encourage or discourage victim participation in the prosecution process are beyond the scope of this evaluation. Given the disparity between the quantitative data and the interview data, we evaluate the MDT’s success on this outcome as mixed, and encourage the county to identify better measures to address this issue more definitively in the future.

Outcome: Enhance victim safety and service coordination
Study Finding: Success.

According to the Annual Progress Reports, the DV-MDT provided services to a fairly consistent number of victims over the period under study. In 2006, 1,579 victims requested services, and in 2010, 1,454 victims requested to be served by members of the DV-MDT. From these data, it is unclear whether more victims were served during the DV-MDT years, and we have no data to address the effectiveness of service coordination.⁴³

Victim safety as a concept is difficult to measure, as it has both subjective (the victim’s perception) and objective (data) elements. We have identified several measures provided by the site to address this outcome:

- Orders of protection
- Conviction rate
- Disposition of convicted defendants, including incarceration and probation

⁴³ From Infonet data in Chapter 4, however, we know that the number of requests for services increased in Peoria from 2004 to 2011, and that the post-MDT years were markedly higher than the pre-MDT years.

The numbers of requested emergency orders of protection increased from 1,176 in 2008 to 1,200 in 2009, and to 1,340 in 2010. In 2010, 80% of emergency OPs (1,174) were granted.⁴⁴ An additional measure of victim safety may be successful prosecution of DV offenders. As will be discussed in more detail later in this chapter, Annual Progress Report data indicate the Peoria County conviction rate rose from 34.7% in 2006 to 49.9% in 2010.

This report in total contains relatively little data on the disposition resulting from convictions related to domestic violence. However, from reviewing a funding request from Peoria county to ICJIA, we learned that from 2008 through 2009, 126 felony defendants were sentenced to a total of 314 years in IDOC and about five years in the county jail. An additional 446 misdemeanor defendants were sentenced to a total of 71 years in jail.⁴⁵ In 2008, 308 offenders were serving probation sentences, and in 2009, 211 offenders were sentenced to probation. In 2010, 18 felony offenders were sentenced to IDOC for a total of 42 years. An additional 36 felony offenders were sentenced to the equivalent of 13 years in the Peoria County Jail. Seventy-four misdemeanor offenders were sentenced collectively to about 18 years in jail.⁴⁶ These numbers suggest that more victims are accessing the order of protection process to address safety but at the same time, fewer offenders in raw numbers are being contained through the criminal justice system. This is to be expected, in that very few offenders represented in the orders of protection are processed through the court system.

Thus, we have data that point in several directions. It does appear that the DV-MDT is working collaboratively to improve services to victims, and that the criminal justice system is responding by granting more emergency OPs. The improved conviction rate indicates more batterers are being convicted. We can assume victims are safe from their batterer so long as that person is incarcerated. Probation is designed to contain the batterer while providing services to change the batterer's violent behavior. We conclude that efforts by the Peoria County DV-MDT to enhance victim safety and service coordination have been largely successful.

It will be helpful for future evaluations if the program can determine more specifically the disposition outcomes of all convicted offenders, as well as track how many plenary orders are issued, and how many batterers violate orders of protection. It may also be valuable for the DV-MDT to collect some minimal data on victim satisfaction through the use of victim surveys conducted periodically during the service period and after, in order to assess the efficacy and effects of services being offered.

Outcome: Minimize number of victim interviews

Study Finding: Success.

One of the main objectives of the FJC was to minimize the number of interviews a victim must endure. Having a specialized police investigator located in the same facility as the various advocates minimizes by at least one the number of people to whom the victim must recount her story, as both the investigator and advocate can speak with the victim at the same time. This

⁴⁴Source: 2011-12 Proposal Narrative, Attachment A (Note: This documentation does not have a space for reporting plenary orders.)

⁴⁵August 2010 Proposal Narrative, Attachment A, p. 8

⁴⁶Source: 2011-12 Proposal Narrative, Attachment A (no page number)

could be further improved by co-locating an assistant state's attorney at the FJC, using the Children's Advocacy Center MDT model in which all parties are present at the victim's interview. However, because of the FJC office model in Peoria, this is judged to be a success.

Law enforcement mid-term outcomes

Study finding: Success.

Mid-Term Outcomes identified by the DV-MDT specifically related to law enforcement revolve around enhancing evidence collection to support prosecution of batterers. Interview data suggest the FJC provides a level of evidentiary quality control that did not previously exist, in three particular areas, relating to sufficiency of evidence and training. First, FJC staff meet weekly to review upcoming cases and can identify early in the case whether evidence is missing. The DV investigator can then work to procure this evidence, either on his own or with the assistance of other police officers. Second, this can become a teachable moment for patrol officers, during which the DV investigator can provide training one-on-one. Finally, when a patrol officer does a good job collecting evidence, the FJC investigator can provide positive feedback. Given the evidence that the percentage of convictions have increased during the period under study, combined with interview data, we believe the DV-MDT has been successful in improving evidence collection.

In addition, positive public relations was mentioned as an unintended positive consequence of the FJC and MDT efforts. One stakeholder commented that the coordinated community response led by the FJC allows law enforcement leaders to feel comfortable that domestic violence is one crime in their community that is being handled correctly and where law enforcement is serving victims' needs. The FJC is a powerful resource for patrol officers handling DV calls, who are under pressure to take the next call. An officer can provide a referral to the FJC and leave the victim's home feeling s/he has provided a valuable service to the victim.

An indirect method for assessing evidence quality is to look at the percentage of cases declined for prosecution and at conviction rates (reported in part in Table 6-5 and 6-3). The year 2008 is used as an example here. The program reported that in 2008, law enforcement referred 1,019 cases to the SAO for possible prosecution. Of those 1,019, 369 (36.2%) were declined due to insufficient evidence or the victim was unavailable. While the quantitative data *suggests* that either there was no improvement in evidence, or there was a decline in victims willing to participate, we cannot make this assessment with confidence. For example, in 2008, 122 cases remain unaccounted for. In other words, 1,019 cases were referred to the SAO; 369 were denied due to victim unavailability or victim safety or insufficient evidence; 528 were accepted for prosecution; leaving 122 with no outcome data.

In the future, the DV-MDT may wish to identify methods for collecting data on evidence used to prosecute cases. For example, when a plea is accepted by a defendant, data could be collected on whether there was physical evidence plus a recorded victim interview, or just the physical evidence. This could help the SAO determine which evidence variables are *specifically* related to increased plea agreements and/or successful trial outcomes.

Victim advocacy/services mid-term outcomes

Stakeholders identified the following Mid-Term Outcomes related to victim services:

- Improve immediacy of emotional support and court advocacy
- More timely follow-up with victims and notification to victims of court dates
- Make OP services more available to victims

Outcome: Improve immediacy of emotional support and court advocacy

Study Finding: Success.

Victims of abuse, particularly serious violence, have a resource in the FJC that is dedicated to their safety through safety planning, lethality assessments, assistance with orders of protection, and follow-up to encourage victims to continue with prosecution of the batterer. All victims have advocacy support in court and timely notification and follow-up. The uniform lethality assessment was adopted in 2005 and is utilized by the FJC, court advocates, and shelter caseworkers as a tool to educate victims on the various forms of abusive behaviors.⁴⁷ However, the Annual Progress Reports indicate that criminal justice advocacy/court accompaniment and making unsolicited contact with victims are two of the services consistently provided through the DV-MDT (Table 6-2). In 2010, the DV-MDT served 1,454 victims, and that figure increased to 1,673 in 2011 – which is the highest number of victims served in Peoria County during the grant years under study. We believe the weight of the evidence supports a finding that the DV-MDT has been successful regarding this outcome.

Outcome: More timely follow-up with victims and notification to victims of court dates

Study Finding: Success.

One of the primary objectives for forming the FJC was to provide more timely follow-up with victims following a police report, together with timely ongoing communication with victims regarding court dates. The STOP Program funding added two victim advocates plus the project coordinator, all located at the FJC. Ongoing communication with victims is a critical part of these advocates' job responsibilities. The project coordinator can also fill in as needed. Both interview and program documentation data support a finding that the DV-MDT has been successful in improving initial and ongoing communication with victims.

Outcome: Make OP services more available to victims

Study Finding: Success.

The Order of Protection Office at the county courthouse has been open since 1989 and staffed by CFPA advocates. Stakeholders suggested that for victims, going to the county courthouse to obtain assistance with an OP was intimidating and may have discouraged victims from seeking this important resource. The FJC provides a more victim-friendly space for victims to speak with advocates. Through the FJC, a victim can prepare OP paperwork, have an advocate accompany her to court, and also discuss other services with the advocate. In addition, Annual Report Data indicate a substantial increase in final granted orders of protection (Table 6-4). We conclude the DV-MDT has been successful in making OP services more available to victims.

⁴⁷ It should be noted that shelter services are not covered by the grant funding, and are not included in this analysis.

Table 6-4: Temporary and Final Orders of Protection Requested and Granted in Peoria County, Assisted by Victim Services, 2006-2010

	2006	2007	2008	2009	2010
Temporary orders requested	248	183	107	139	109
Temporary orders granted	165 (66.5%)	180 (98.4%)	85 (79.4%)	139 (100%)	109 (100%)
Final orders requested	244	102	95	153	102
Final orders granted	128 (52.5%)	93 (91.1%)	68 (71.6%)	153 (100%)	102 (100%)

Source: Peoria County Annual Progress Reports. The 2009 and 2010 figures, where 100% of requested orders were granted, are likely a reporting error.

Prosecution/case processing mid-term outcomes

Mid-Term Outcomes identified in the area of prosecution/case processing include the following:

- Improved information regarding victims and batterers improves charging decisions and strengthens prosecution
- SAO able to pursue “victimless” prosecutions in order to hold batterers accountable
- Increase the number of successful DV prosecutions
- Identification of evidence gaps

Outcome: Improved information regarding victims and batterers improves charging decisions and strengthens prosecution

Study Finding: Insufficient data.

There is no quantitative data that would meaningfully address this outcome, as it is a function of the overall team dynamic. For example, there is no detailed information on what kinds of information *specifically* might result in improved charging decisions. Stakeholders suggested this as an important outcome for the DV-MDT, and clearly believe the efforts of the DV-MDT have improved charging decisions and strengthened prosecution. However, given the dearth of empirical evidence, we assess the DV-MDT’s success on this outcome as inconclusive.

Outcome: SAO able to pursue “victimless” prosecutions in order to hold batterers accountable

Study Finding: Insufficient data.

Table 6-3 above provides quantitative data on the number of cases declined due to insufficient evidence, victim unavailability, or concerns for victim safety. This number increased from 369 in 2008 to 679 in 2010, suggesting the lack of the victim’s testimony is a substantial hindrance to prosecution efforts. From interviews we know that MDT staff believe that having the victim’s participation in the prosecution substantially affects the outcome. We conclude that the DV-MDT’s efforts to increase victimless prosecutions are inconclusive.

Outcome: Increase the number of successful DV prosecutions

Study Finding: Success.

One outcome for the MDT identified by stakeholders is increased prosecution of DV batterers. Table 6-5 provides prosecution and conviction data from the Annual Progress Reports. These

data should be regarded with a bit of skepticism. The data are aggregated by hand, meaning that several different people could have been involved in the data collection over the years. In the absence of a consistent method for collecting data, differences in the understanding on the part of data collectors as well as the availability of data likely resulted in variability over the years.

With these caveats in mind, it appears the prosecution rate improved from 2006 to 2010, but the conviction rate did not. The prosecution rate is calculated using the number of DV cases accepted (or “carried forward”) for prosecution, divided by the total number of misdemeanor and felony DV/dating cases plus violation of protection order cases referred to the SAO. The conviction rate is calculated using the number of cases convicted divided by the number of cases carried forward. The number of DV cases referred to the SAO by police remained fairly consistent over the years. Although the conviction rate was about 50% between 2007 and 2010, overall the prosecution and conviction rates are not consistent over the years, suggesting that factors other than the availability of specialized prosecutors affects these rates. The reasons given for declining cases from 2008 to 2010 (Table 6-3) suggest more cases could be prosecuted if victims remained cooperative with prosecution efforts. We also note that in 2009 and 2010, the number of cases declined for prosecution (570 and 679, respectively) and accepted for prosecution (527 and 499, respectively) do account for all cases referred to the SAO for prosecution.⁴⁸ Therefore, we believe the combination of the interview data with these quantitative results support a conclusion that the DV-MDT has been largely successful in increasing the number of successful DV prosecutions.

Table 6-5: Prosecution and Conviction of Domestic Violence, Sexual Assault and Related Cases in Peoria County, 2006-2010

	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Number of MDT-funded specialized Assistant State’s Attorneys	2.25 (a)	2.2	2.25	2.25	2.2
Number of new DV / SA / Stalking cases referred to SAO during the calendar year	1,030	1,182	1,019	1,097	1,178
Number and percent of new DV / SA / Stalking cases accepted for prosecution (prosecution rate) (b)	364/1,030 (35.3%)	462/1,182 (39.1%)	528/1,019 (51.8%)	527/1,097 (48%)	499/1,178 (42.4%)
Number of convicted misdemeanor domestic/dating violence cases (c)	193	197	176	217	166
Number of convicted felony domestic/dating violence cases	33	58	40	36	51
Number of misdemeanor sexual assault convictions	0	0	0	0	0
Number of felony sexual	0	0	0	0	0

⁴⁸ The first two sets of figures not shown in Table 6-5.

assault convictions					
Number of violation of other court order convictions	0	0	0	0	0
Number of violation of order of protection convictions	40	28	34	43	32
Number of convictions for other offenses	0	7	0	0	0
<i>TOTAL CONVICTIONS</i>	266	290	250	296	249
Number and percent of cases convicted (conviction rate) (d)	266/364 (73.1%)	290/462 (62.8%)	250/528 (47.3%)	296/527 (56.2%)	249/499 (49.9%)
<p>(a) The 2006 Annual Progress Report indicates 0 FTE prosecutors, but this is likely a typographical error.</p> <p>(b) Includes cases which move forward based solely on police charges.</p> <p>(c) This row and conviction data in other rows are from Q. 32 in 2006 and 2007; Q. 38 in remaining years.</p> <p>(d) Total convictions are the sum of the 7 rows above with different types of offenses; other offense categories included in annual reports are not reported here. Conviction counts include cases where charges were filed in the current calendar year or during a previous calendar year.</p> <p><i>Source:</i> Peoria County Annual Progress Reports. However, the Peoria County MDT provided 2006 counts for cases accepted for prosecution and misdemeanor convictions.</p>					

Outcome: Increase identification of evidence gaps

Study Finding: Success.

Data from the Annual Progress Reports supports the hypothesis that the DV-MDT's efforts have increased identification of evidence gaps. For the crimes of misdemeanor DV/dating violence, felony DV/dating violence, and violation of protection orders, the vast majority of defendants entered a guilty plea, rather than going to trial. These pleas presumably result in part from evidence collected by law enforcement and the SAO that is sufficient to convince the batterer to admit guilt. This is consistent with criminal justice research on this topic (Garcia, 2003), but supports the need to have strong physical evidence. The DV-MDT should continue working with the specialized PPD detective to improve evidence collection, and it may also be worthwhile for this site to consider obtaining a specialized DV detective through the Sheriff's Office.

Batterer accountability (post-conviction) mid-term outcomes

Mid-Term Outcomes associated with batterer accountability (post-conviction) activities include the following:

- Improve batterer accountability through post-conviction information sharing
- Improve batterer accountability leading to increased consequences for noncompliance
- Improve monitoring of offender compliance, leading to increased compliance with court orders

Outcome: Improve batterer accountability through post-conviction information sharing

Study Finding: Success.

Given that the primary objectives of the DV-MDT revolve around enhancing safety and services for the victim, and prosecuting the batterer, this outcome addresses the question of the role of probation. Interview data suggests that having probation at the DV-MDT table provides an opportunity for two-way dialogue between probation and advocacy professionals who typically have little communication. The DV-MDT is an opportunity for victim advocates, in particular, to share concerns the victims have regarding their safety, or to share whether the batterer has been using the children against the victim, etc. In turn, the specialized probation officers can explain what supervision entails, and the limitations they are under. For instance, victims may think that if they simply tell the probation officer that the batterer is engaging in behavior that is a violation of his court order, probation can simply go out and “*pick up the guy.*” This is not the case. Advocates who understand those limitations can then advise the victim regarding steps she can take if she feels her safety is at risk. Although this activity is more of an output than a *Mid-Term Outcome*, we believe the DV-MDT has been successful in finding ways for meaningful participation on the part of probation and court services.

Outcome: Improve batterer accountability leading to increased consequences for noncompliance

Study Finding: Mixed success.

Stakeholders suggested that having specialized probation officers participate on the DV-MDT would result in improved offender accountability for noncompliance. The Annual Progress Reports provide data relating to actions taken against probationers for noncompliance. In Peoria county, however, there was a problem with obtaining accurate data for the top row: the percent “No action taken”. Some of the figures in that row reflect “no action taken” while others reflect pending cases on which positive actions were taken at a future point. Based on interview data, we believe that “mixed success” is the most accurate overall finding for this outcome.

Table 6-6: Probation Violation Outcomes in Peoria County, 2006-2010

	2006	2007	2008	2009	2010	Totals
“No action taken” or “Action taken undetermined” ⁴⁹	341 (57.4%)	303 (67.9%)	114 (52.3%)	344 (87%)	292 (100%)	1,394 (71.7%)
Verbal/written warning	0	22 (4.9%)	24 (11%)	0	0	46 (2.4%)
Fine	0	0	10 (4.6%)	0	0	10 (.5%)
Conditions added	0	18 (4%)	14 (6.4%)	0	0	32 (1.6%)
Partial revocation of probation	0	20 (4.5%)	0	30 (7.6%)	0	50 (2.6%)
Probation revoked/incarcerated	253 (42.6%)	83 (18.6%)	56 (25.7%)	21 (5.3%)	0	413 (21.2%)
TOTAL	594	446	218	395	292	1,945

Source: Peoria County Annual Progress Reports. Counts of violation

⁴⁹ As noted in the text, this row is re-labeled for Peoria County to correspond with data issues and interviews.

dispositions generally reflect reporting period regardless of when the violation occurred.

Table 6-7 provides descriptive information regarding the types of probation violations in Peoria County from 2006-2010. It reflects the type of violation which led to the various dispositions of violations already reported in Table 6-6 above. In this county, new criminal behavior was the most common reason for a probation violation, followed by failure to attend mandated offender treatment (not DV related).

Table 6-7: Type of Probation Violation in Peoria County, 2006-2010

	2006	2007	2008	2009	2010
Protection order violation	52 (8.8%)	146 (32.7%)	11 (5%)	46 (11.6%)	28 (9.6%)
New criminal behavior	322 (54.2%)	162 (36.3%)	85 (38%)	167 (42.3%)	165 (56.5%)
Failure to attend mandated offender treatment program (not BIP)	129 (21.7%)	110 (24.7%)	90 (41.3%)	41 (10.4%)	2 (.7%)
Failure to attend batterer intervention program (BIP)	---	---	0	129 (32.7%)	66 (22.6%)
Other conditions of probation	91 (15.3%)	28 (6.3%)	32 (14.7%)	12 (3%)	31 (10.6%)
<i>TOTAL</i>	<i>594</i>	<i>446</i>	<i>218</i>	<i>395</i>	<i>292</i>
<i>Source: Peoria County Annual Progress Reports. Q42 in 2006 and 2007; Q54 in 2008-2010. Counts of violations reflect reporting period regardless of when the violation occurred.</i>					

Based on the high level of new criminal behavior and failure to attend mandated treatment, we think the DV-MDT's efforts to improve batterer accountability have been mixed at best. However, we note that Peoria County has trained its specialized probation officers in the use of the Ontario Domestic Assault Risk Assessment (ODARA), and implemented ODARA in March 2012.

Outcome: Improve monitoring of offender compliance, leading to increased compliance with court orders

Study finding: Insufficient data.

It may be not be a logical assumption that increased monitoring will result in increased compliance with court orders; in fact, it is just as likely that increased monitoring will result in *reduced* compliance, as probation officers may uncover more violations. Table 6-8 presents the outcomes of DV probation clients from 2006-2010. The percentage of offenders who completed probation without violations decreased slightly from 2006-2010, whereas the percentage of probationers who completed probation *with* violations more than doubled. The most likely explanation for these findings is that due to increased monitoring from the specialized DV probation officers, more violations were detected. To address this issue, Table 6-9 provides the number of probation officer contacts with offenders. Face-to-face meetings with offenders increased during this time; thus, it may be that many of the violations have to do with on-site

drug testing. However, other forms of probation supervision (unscheduled surveillance of offenders and telephone contacts) decreased.

The Peoria County Probation and Court Services Department receives STOP Program funding for 1.55 specialized probation officers. We provide in Table 6-8 an estimation of the caseload for one specialized probation officer. These caseloads are quite high, ranging from 170 in 2006 to 284 in 2007, back down to 193 by 2010. Interview data suggest the current number of specialized probation officers is insufficient to provide an adequate level of unscheduled surveillance or other methods of supervision.

Table 6-8: Outcomes of Domestic Violence Probation Clients in Peoria County, 2006-2010

	2006	2007	2008	2009	2010
Continuing offenders	142*	147*	107*	88*	562
New offenders	122*	293*	201*	123*	187
<i>ANNUAL TOTAL</i>	<i>264*</i>	<i>440*</i>	<i>308*</i>	<i>211*</i>	<i>749</i>
Est. caseload for 1.0 specialized probation officers (1.55 officers)	170	284	199	136	483
Number who completed probation without violations (a)	45/264 (17%)	52/440 (11.8%)	28/308 (9%)	33/211 (15.6%)	43/483 (8.9%)
Number who completed probation with violations	48/264 (18.2%)	29/440 (6.6%)	38/308 (12.3%)	62/211 (29.3%)	110/483 (22.8%)
*These numbers are from the Peoria County Probation and Court Services Department. They represent the number of continuing offenders at baseline in January of each year, plus adjusted number of new offenders for each subsequent quarter, for a total count of continuing offenders annually. (a) Calculated by dividing the number of probationers who completed probation by the sum of continuing plus new offenders. <i>Source of remaining data:</i> Peoria County Annual Progress Reports					

Table 6-9: Probation Officer Contacts with Offenders in Peoria County by Type of Contact, 2006-2010

	2006	2007	2008	2009	2010
<i>Face-to-face meetings with offenders</i>					
Number of offenders	619	664	560	695	570
Number of face-to-face meetings	1,239	1,405	775	1,840	1,451
Contacts per offender	2.0	2.1	1.4	2.6	2.6
<i>Unscheduled surveillance of offenders</i>					
Number of offenders	501	532	55	256	282
Number of unscheduled surveillance events	507	653	55	316	346

Contacts per offender	1.0	1.2	1.0	1.2	1.2
<i>Telephone contacts</i>					
Number of offenders	619	520	254	537	499
Number of phone contacts	767	561	284	569	643
Contacts per offender	1.2	1.1	1.1	1.1	1.3

Source: Peoria County Annual Progress Reports. Q41 in 2006-2007, Q53 in 2008-2010.

Multidisciplinary training mid-term outcomes

The following Mid-Term Outcomes pertain to the Peoria County MDT's efforts regarding multidisciplinary training:

- Increase understanding of the dynamics of DV and the concerns of victims
- Enhance evidence collection to support prosecution

Outcome: Increase understanding of the dynamics of DV and the concerns of victims

Study Finding: Success.

This outcome pertains to both DV-MDT members and external audiences such as unfunded community partner agencies and the general community. As previously discussed, the DV-MDT has over the years sponsored several large training events. We do not have data to assess the effects of such training on external audiences. DV-MDT members also attend training offered by other agencies as time allows, and has attended training sponsored by the FVCC and by the Illinois Coalition Against Domestic Violence in Springfield. Interview data suggest that DV-MDT members' attitudes toward DV have changed over the years, although these changes are perhaps more attributable to daily working experiences. However, we cannot rule out that training activities have facilitated attitude change. With regard specifically to the DV-MDT members, we assess this outcome as largely successful.

Outcome: Enhance evidence collection to support prosecution

Study Finding: Success.

In the absence of longitudinal quantitative data regarding what evidence has been collected and whether evidence collection has improved, we can only base our evaluation of this outcome on the interview data. Interviews with stakeholders were consistent in suggesting that the work of the DV-MDT has resulted in improved evidence collection. Several stakeholders mentioned that prior to the DV-MDT, patrol officers had to call for another officer to bring a camera to take pictures of a victim. Now, every officer has a camera at his/her disposal, and can immediately take pictures of the victim and the environment. Stakeholders noted that taking pictures of the victim even if no injuries are apparent is essential because bruises may not yet be evident. In addition, the project coordinator reviews every case and if evidence appears to be lacking, she can immediately talk with the PPD officer in-house and ask him to coordinate evidence collection with the responding officer. Based on these concrete examples and the consistency of reporting, we evaluate the DV-MDT as very successful in enhancing evidence collection to support prosecution of the batterer.

Long-Term Impacts

Long-Term Impacts reflect the longer-term desired results of a program. These are often broad goals, which may be known only years after the program is completed. As with the other sites, although these goals by definition extend beyond the period under study, we can provide some preliminary assessment and thoughts. We identified the following *Long-Term Impacts* from interview and archival data review, in the following categories:

Interagency collaboration

- ❖ A coordinated community response with increased communication and cooperation using a victim-centered approach to enhance victim safety and service coordination.
- ❖ Victim services providers have a better understanding of the criminal justice system and of their role in supporting the victim throughout prosecution of the batterer and beyond.
- ❖ MDT Program achieves sustainability through long-term funding

Victim services

- ❖ Timely and consistent follow-up with victims will enhance victim safety, encourage independence, and empower victims to break the cycle of violence.
- ❖ Victim-centered attitudes and practice by all criminal justice actors.

Crime and prosecution

- ❖ Reduced incidence of DV crime and reduced recidivism for DV offenders.

Interagency collaboration

We believe that, due to the focus of the FJC on victims, the DV-MDT has been successful in achieving its goal of a coordinated community response to domestic violence with a victim-centered approach. The strength of the Steering Committee and the co-location of law enforcement personnel with advocates has facilitated this goal. We cannot speak to the impact on victim services providers directly, however, interview data suggest that the CFPA, as a sort of “parent” organization of the FJC, is very pleased with the success of the FJC.

As with the other MDT programs, this program needs to develop a long-range, strategic plan for sustaining the Family Justice Center. At this time, the FJC is quite dependent on federal STOP funding. We encourage the Steering Committee and members of the DV-MDT to think creatively regarding how to achieve sustainability in the next few years.

Victim services

Several of these impacts are related to improving safety and services for victims. The evidence supports the thesis that members of the DV-MDT are committed to a victim-centered approach to domestic violence and believe in keeping the victim “*front and center.*” Most stakeholders also suggested that victims are more likely to be treated with sensitivity and fairness by other members of the criminal justice system, due to the visibility of the FJC. We believe the DV-MDT has dramatically improved communication with victims. Whether the efforts of the DV-MDT result in increased victim safety, encourages independence, and empowers victims to break the cycle of violence are goals for which little data currently exists. These questions could be addressed through a longitudinal research study using victim surveys and telephone contacts.

Having such data would strengthen the argument that the Family Justice Center plays a role in helping victims over the long term.

Prosecution

Pursuing evidence-based prosecution is still a long-range goal. Even as law enforcement continues to push the boundaries of collecting evidence to support a prosecution, the victim's testimony is still needed to pursue the prosecution. She is the one who must attest to the events of the incident. Therefore, the role of the DV advocates at the FJC in supporting victims throughout prosecution is certainly one of the most important activities directed toward reducing domestic violence. These staff members exist almost exclusively to support the victim, as opposed to prosecutors at the SAO or police officers who need to be able to move on to the next case or call.

Discussion

Critical Elements of the Peoria DV-MDT Model

The strengths of the DV-MDT and FJC in Peoria County can be summarized as follows:

- Commitment on the part of all members to listen to the concerns of other members and find ways to address problems, even if individual personalities clash, because the focus is on safety and services for the victim and holding the batterer accountable.
- A physical location where victims can receive a variety of services including completing a police report, preparation of paperwork for an order of protection, emotional support, referrals to other community services agencies, assistance toward self-sufficiency, and access to advocates serving victims in both the county and the city.
- A specialized DV court together with weekly DV review hearings for batterers on probation
- Specialized domestic violence prosecuting attorneys, law enforcement, and probation officers
- A specialized law enforcement investigator co-located at the FJC
- The FJC benefits law enforcement by giving officers a “place” to refer victims, which enhances the perception of law enforcement in the community.

Challenges

The challenges currently faced by the DV-MDT are funding related, and include the following:

- Staff turnover
- Sustainable funding

First, there is substantial staff turnover on the DV-MDT, including within the FJC, as people leave to pursue opportunities with more pay and better benefits. Every departure means the relationship dynamics on the DV-MDT have to be reconstituted. Several stakeholders suggested that if one person with the “*wrong*” attitude ended up on the DV-MDT, substantial problems could result. The burden to initiate and train new members falls on the FJC project coordinator, in addition to her regular responsibilities. Further, victims who have built a relationship with one advocate must learn to trust and grow a relationship with a new person. It is unknown the extent

to which this affects the number of victims who decide to quit the prosecution. Turnover generally hurts morale. In program documentation, the MDT has noted that training specific to multidisciplinary teams and family justice center practices would be beneficial.

Turnover also results from the instability of funding. Both DV-MDT and SC members commented that every year there are questions whether funding will be available, whether the FJC will stay open, and whether people will still have jobs. While SC members in particular maintained there would be strong efforts to keep the FJC open, it was clear this could be a challenge in the current economic situation.

Data Collection and Building Evaluation Capacity

Stakeholders suggested the data collection systems in place to aggregate data for purposes of internal evaluation are sometimes awkward and out of date. The county uses three systems for collecting criminal justice data. One is an integrated system which is used by the probation department, the Sheriff's Office, and the SAO. Arrests are tracked using the Offender Management System (OMS) for current arrests, but older criminal history information is on a different system. The OMS provides current information, but cannot provide aggregate data. The PPD uses a separate data collection system. However, for the data reported by the FJC under STOP Program funding, the specialized PPD investigator maintains his own activity numbers. Prosecution data are entered into the county system, but because codes change and other changes are made, the system does not appear adequate to provide the necessary information for a quality evaluation. Therefore, each of the advocates at the FJC maintains a separate Excel database for victim services data. These separate data must be aggregated by hand for reporting purposes. To track batterer monitoring, the FVIP liaison also maintains an Excel database, and this data is then reported to the project coordinator. Thus, the project coordinator must compile a great deal of information by hand for quarterly reports or for other purposes such as grant writing. It may be beneficial for the FJC to have access to some victim records maintained at the CFPA office, so that the victim does not have to repeat that information at both agencies.

This being said, there are other ways in which the DV-MDT monitors its work. The agenda at monthly meetings is open for discussion regarding concerns any of the members might have regarding a trend they are seeing, or something that was reported by a victim, or if there has been a consistent problem with or complaints regarding a member of the criminal justice system. The team can discuss the issue and develop a plan to address the problem, and then revisit that plan at future meetings. Although this is an informal process, the dedication of the team members creates an environment in which team activities and concerns relating to domestic violence can be monitored. One stakeholder commented that if victims are "*getting what they need,*" that is a measure of success.

Future Plans

Several respondents from Peoria County mentioned they had visited the San Diego FJC, and *that* was their vision for the future. However, an operation of that magnitude is a very expensive proposition. A more moderate suggestion was to have a victim services fund that would help victims with first months' rent, transportation, child care, and other financial needs to help victims leave the abusive relationship.

Several stakeholders suggested the DV-MDT should engage in more community-based activities. The primary activity the DV-MDT engages in with regard to community outreach is participating in community presentations at schools, hospitals, and other venues. However, it is difficult to accurately assess the extent of community outreach efforts because these data are not collected. Maintaining records regarding these efforts would benefit the FJC in terms of ongoing support from the county board or other funders. On the other hand, stakeholders were adamant that their days are very busy and caseloads are high. Nevertheless, thinking about how to more actively engage community agencies may be worthwhile in terms of “spreading the word” in the community about the services offered through the FJC, sending a message regarding domestic violence as a crime, and also possibly gaining access to funding opportunities. Several stakeholders suggested that more attention to community outreach should be a goal for the DV-MDT in the coming years.

Stakeholders in Peoria County were adamant that the absence of the FJC would cause services to victims to slide back to a previous time when services were uncoordinated and less reliable. As one stakeholder put it, “[We] need to stop looking at [the FJC] as an experiment and get to the point that we acknowledge it works and is successful.”

Chapter 7 DETAILED QUALITATIVE FINDINGS ON ST. CLAIR COUNTY MDT

Overview of the St. Clair County MDT Response to Domestic Violence

The St. Clair County MDT is comprised of over 20 funded or partially funded staff members who meet monthly, and a separate Steering Committee (SC) that is intended to meet quarterly. SC members include the state's attorney, a representative from the Sheriff's Department, the executive director of the Violence Prevention Center of Southwestern Illinois (VPCSWI), and the Director of the Probation and Court Services Department. Community agencies are not invited to monthly MDT meetings as these meetings also serve as case review meetings.

A hallmark of the MDT response in St. Clair County is the presence of a "one-stop shop" called the Tracey Fogarty Domestic Violence Unit (DVU), named after a victim who was stabbed to death by her husband in 1990. This separate facility for victims was a specific request for STOP Program funding in 2004. At the time called Project Renee, the building over the years deteriorated and in 2011, the DVU moved to its present location, approximately three blocks east of the county courthouse. The DVU was renamed and dedicated in October 2011 with a ceremony and several speakers, including U.S. Senator Dick Durbin. Another hallmark of the MDT is that the St. Clair County State's Attorney's Office (SAO) has a "no-drop" policy which states that the state's attorney will not dismiss (legally, enter a *nolle prosequi*) a case at the victim's request.

Program Theory

Figure 4 shows the logic model developed for the St. Clair County MDT, graphically representing the program theory. As discussed in Chapter 2, the program theory includes the components of *Problem Statement*, *Contextual Factors*, *Inputs/Resources*, *Activities/Outputs*, *Mid-Term Outcomes*, and *Long-Term Impacts*.

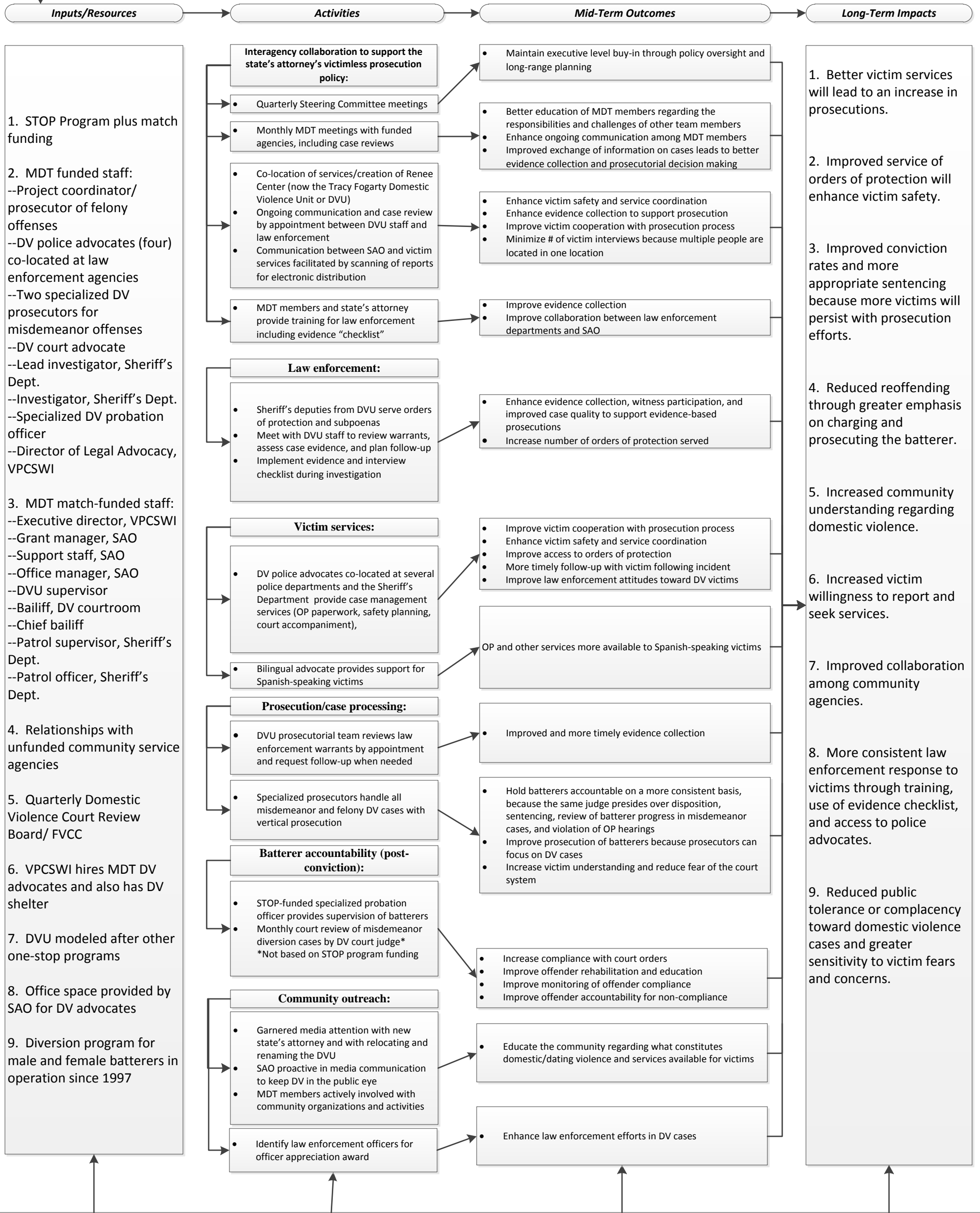
Contextual Factors

Contextual Factors refers to variables that define and influence the context in which MDT activities take place. County characteristics are one set of contextual factors. Other contextual factors were identified by stakeholders. While these factors are likely to be present in many other communities, including the other MDT sites, they were specifically mentioned by St. Clair County stakeholders.

Figure 4: St. Clair County Logic Model

Problem Statement

1. DV cases not being effectively prosecuted due to victim reluctance to participate with prosecution. 2. Need for specialized staff at the SAO, Probation and Court Services Department, and law enforcement agencies to better serve victims and hold batterers accountable. 3. Evidence collection and handling of victims was inconsistent. 4. Victims receiving misinformation from a variety of sources, which impaired the attempt to secure their cooperation with prosecution. 5. A substantial portion of orders of protection were not being served. 6. Misdemeanor DV cases not afforded any priority handling.



Contextual factors: Macrolevel include: jail overcrowding, urban county with large and diverse number of municipal police departments and severe resource constraints, very high crime communities with a "no-snitch" culture, socioeconomic disparities between communities may affect juror attitudes, well documented race relations problems, bilingual issues exist between victims and the criminal justice system. Victim attributes include: victim frustration with delays in prosecution and deciding to "drop out" of prosecution efforts, socioeconomic status, being intoxicated or high at the time of the incident. Batterer attributes include: indigent offenders cannot afford PAIP services.

Demographic and Related Contextual Factors

Of the four study sites, St. Clair County is the second smallest in land area, with 657.76 square miles, but with the highest population at 270,056. St. Clair County has the lowest percentage of white persons (64.6%) and the highest percentage of black persons and members of other nonwhite groups (30.5%). Belleville, the county seat, is the largest city in the county, followed by O'Fallon. The median household income is \$48,562, and St. Clair County has the second highest percentage of persons living in poverty (15.5%),⁵⁰ of the four study sites. According to 2009 Illinois-Uniform Crime Reporting Program (I-UCR) statistics, St. Clair County reported 12,104 overall index offenses, the highest of the four study sites. This included 173 criminal sexual assaults, and 1,989 aggravated assault/batteries. St. Clair County reported 927 domestic crimes in 2009, down by 2.9% from 2008. This number includes all forms of domestic-related offenses (see Chapter 1). The St. Clair County reported a crime rate of 4,614.7 per 100,000 in 2009.⁵¹ Some communities in the county have very high crime rates; for example, the crime rate in East St. Louis was 12,657, double that of any other city in any study site. East St. Louis is the third largest city in the county. In the largest city, Belleville, the crime rate was 5,917.

Stakeholder-Identified Contextual Factors

St. Clair County is an urban county with a large and diverse number of municipal police departments, some of which suffer from severe resource constraints. The county jail is overcrowded. To compound these problems, there is reportedly a perceived “no-snitch” culture in some communities, which may discourage witnesses to a DV incident from coming forward to support the prosecution. Stakeholders also indicated concern that bilingual issues exist between some victims and the criminal justice system.

At the individual level, stakeholders noted that victims may become frustrated with delays in prosecution and decide to “drop out” of prosecution efforts, a problem which the MDTs are designed to address. Differences in socioeconomic status between the victim and jurors were also reported, and there were concern that jurors are more reluctant to convict a batterer when the victim was intoxicated or on drugs at the time of the incident. Also frustrating the MDT’s efforts related to socioeconomic status is that indigent offenders cannot afford PAIP services, and thus do not receive the intervention needed to stop the cycle of abuse.

Problem Statement

From interview data, document review, and input from the MDT, the intention of St. Clair County when first requesting STOP Program funding was to address the following concerns:

- DV cases not being effectively prosecuted due to victim reluctance to participate with prosecution
- Need for specialized staff at the SAO, Probation and Court Services Department, and law enforcement agencies to better serve victims and hold batterers accountable
- Evidence collection and handling of victims was inconsistent

⁵⁰Data from <http://quickfacts.census.gov/qfd/states/17/17143.html>.

⁵¹Data from <http://www.isp.state.il.us/crime/cii2009.cfm>.

- Victims receiving misinformation from a variety of sources, which impairs the attempt to secure their cooperation with prosecution
- A substantial portion of orders of protection were not being served
- Misdemeanor DV cases not afforded any priority handling

As mentioned previously, the county requested STOP Program funding specifically to open the Domestic Violence Unit. The intention was that having a separate facility for victims and law enforcement would address the process for getting a DV case from incident through prosecution. At the time, law enforcement departments and the SAO were reportedly not communicating well on processes relating to DV, resulting in incidents not pursued and victims not receiving services through the criminal justice system. Stakeholders reported that a DV incident typically had to result in physical injury in order for the victim to receive an order of protection. OPs were served by police in between taking other calls, with no sense of priority or urgency. Further, with over 30 law enforcement departments and agencies, high turnover at those departments, and high crime rates, orders of protection were not being served in a timely manner, resulting in delayed prosecution of the batterer. In addition, a victim was given the opportunity to sign a waiver at the scene indicating that she did not want to prosecute, and this waiver appeared to signal to the SAO that the victim would not be a cooperative witness.

The DVU was opened to try to address these problems. From the beginning, staff members at the DVU included three ASAs (where one served as the project coordinator), a VPCSWI advocate, two sheriff's deputies, a victim/witness coordinator, and a support staff person. Another effort to address these problems, besides establishment of the DVU, was co-locating additional DV advocates at various law enforcement agencies. Prior to the STOP Program funding, DV advocates could assist victims at police stations, but they were not physically located in those stations. As of 2011/12, DV advocates were co-located at East St. Louis, Centreville, Cahokia, O'Fallon, Swansea, Fairview Heights, Belleville, and the Sheriff's Department. These advocates not only provide assistance with orders of protection, but also provide victims with emotional support and correct information about the prosecution process.

Inputs/Resources

Inputs/Resources generally refers to information, staff, funding, protocols, and other materials that inform policy making or practice, as well as participation of unfunded partner agencies, facilities, and other resources devoted to the MDT. The *Inputs/Resources* identified for the St. Clair County MDT include the following:

- STOP Program plus match funding
- MDT fully or partially funded staff:
 - Project coordinator/prosecutor of felony offenses
 - DV police advocates (four) co-located at law enforcement agencies
 - Two specialized DV prosecutors for misdemeanor offenses
 - DV court advocate
 - Lead investigator, Sheriff's Department
 - Investigator, Sheriff's Department
 - Specialized DV probation officer

- Director of Legal Advocacy, VPCSWI
- MDT match-funded staff
- Relationships with and services provided by unfunded community service agencies
- Quarterly Domestic Violence Court Review Board/FVCC
- VPCSWI hires MDT DV advocates and also has DV shelter
- DVU modeled after other one-stop programs
- Office space provided by SAO for DV advocates
- Diversion program for male and female batterers in operation since 1997

Funding and staffing

For 2011/2012, the total budget for the St. Clair County MDT was \$829,508. This included \$523,196 in federal dollars, \$174,398 in required match funding, and \$131,914 in additional match funding (“overmatch”). STOP Program grants require at least a 25% match. Table 7-1 outlines administrative details of the funded positions in 2011/12, including the identity of the employer and where the staff member is physically located. As of 2011/12, 21 staff positions were funded in whole or in part by STOP Program funding to provide staff for the SAO, St. Clair County Sheriff’s Office, the VPCSWI, and the St. Clair County Probation and Court Services Department. These positions constitute the MDT. Eight staff members are located at the DVU. Following is a discussion of the staff who are funded members of the MDT.

Project coordinator/assistant state’s attorney

The project coordinator in place during 2011 and 2012 was a part-time project coordinator of the MDT grant and part-time felony prosecutor. This arrangement is described as beneficial to this MDT, in that she is described as “*having the ear*” of the state’s attorney and judges in a way that a non-attorney or non-prosecutor might not. She charges all domestic violence cases and divides the misdemeanor cases between the two DVU ASAs, and also carries a felony caseload. As project coordinator, her responsibilities are to coordinate the work of the DVU staff internally and externally with the rest of the DVU and with community agencies. She collaborates with the VPCSWI and the specialized probation officer on specific cases. She also ensures that DVU advocates are kept updated on the prosecution of specific cases, so that they can maintain contact with victims. Interview data suggest that the attributes valued in the project coordinator are organizational ability, good communication skills, an ability to bring people together, enthusiasm, and a passion for creating change relative to DV cases. This project coordinator was rotated to another unit within the State’s Attorney’s Office in May/June 2012.

DV police advocates co-located at law enforcement agencies

STOP Program funding partially covers the salaries of four DV police advocates who are co-located at police departments around the county. These advocates provide follow-up services for victims including IDVA information, safety planning, crisis intervention, and court advocacy. As of 2011/12, two advocates worked full-time and two worked part-time.

Table 7-1: Positions Funded by Federal STOP Program Funding and Match Funding in 2011/12 for St. Clair County Domestic Violence MDT

<i>Staff Person</i>	<i>Full-Time Equivalent (FTE)</i>	<i>Paid By</i>	<i>Supervisor</i>	<i>Physical Location</i>
Law enforcement:				
Lead investigator*	1.0	Sheriff's Dept.	Sheriff's Dept.	DVU
Investigator*	1.0	Sheriff's Dept.	Sheriff's Dept.	DVU
Bailiff	1.0	Sheriff's Dept.	Sheriff's Dept.	Sheriff's Dept.
Chief bailiff	.075	Sheriff's Dept.	Sheriff's Dept.	Sheriff's Dept.
Patrol supervisor	.075	Sheriff's Dept.	Sheriff's Dept.	Sheriff's Dept.
Patrol officer	.56	Sheriff's Dept.	Sheriff's Dept.	Sheriff's Dept.
Victim advocacy/services:				
Director of Legal Advocacy†	1.0	Violence Prevention Center (VPCSWI)	VPCSWI	DVU
Domestic violence court advocate†	1.0	VPCSWI	VPCSWI	VPCSWI
Executive director, VPCSWI	.04	VPCSWI	VPCSWI	VPCSWI
Police advocate #1†	1.0	VPCSWI	VPCSWI	East St. Louis, Centreville, Cahokia
Police advocate #2†	1.0	VPCSWI	VPCSWI	O'Fallon, Swansea, Sheriff
Police advocate #3† (part-time)	.50	VPCSWI	VPCSWI	Fairview Heights
Police advocate #4† (part-time)	.50	VPCSWI	VPCSWI	Belleville
State's attorney's office:				
Assistant state's attorney (grant manager)	.10	SAO	SAO	SAO
Project coordinator/assistant state's attorney†	1.0	SAO	SAO	Domestic Violence Unit (DVU)
Assistant state's attorney*	1.0	SAO	SAO	DVU
Assistant state's attorney*	1.0	SAO	SAO	DVU
Support staff	.67	SAO	SAO	DVU
Office manager	.10	SAO	SAO	SAO
Probation department:				
DV probation officer*	1.0	Probation and Court Services	Probation and Court Services	Probation and Court Services
TOTAL FTE (PEOPLE)	13.62 (20)			
An asterisk (*) denotes position is fully funded through STOP Program funding. A dagger (†) denotes position is partially funded through STOP Program funding.				

Two specialized DV prosecutors for misdemeanor offenses

The MDT grant funds two assistant state's attorneys to prosecute misdemeanor DV offenses and practice vertical prosecution after charging. The two ASAs interviewed for this study in October 2011 were appointed by the new state's attorney and took those positions in January/February 2011. In January 2012, these ASAs were rotated out and replaced by two other ASAs, one of whom came from the Felony Division and the other from the Traffic and Misdemeanor Division.

DV advocate at the DVU

This position was originally called a DV court advocate coordinator, but at the time of the interviews, the title was changed to Director of the Legal Advocacy Program for the VPCSWI. In this position, she supervises 11 advocates, including the four police advocates; provides counseling; crisis intervention; and referrals for related services. She also serves as the bilingual advocate for the VPCSWI.

Lead investigator and investigator, Sheriff's Department

Two deputies are assigned to the DVU, and their primary responsibility is to serve orders of protection, in order to address the problems discussed in the *Problem Statement*. They are also available to collect witness statements, provide victim transportation, and assist the DVU advocates and ASAs.

Specialized DV probation officer

The MDT grant funds one full-time specialized DV probation officer. This officer monitors offenders who are placed on probation, and makes referrals to community services as ordered by the court or as the result of an offender assessment. The officer also contacts victims to advise them when the batterer is placed on probation. At the time of the interviews for this study, the DV probation officer also supervised other violent offenders, with a total caseload of about 200 offenders.

MDT match-funded staff

Match-funded staff members are located primarily at their home offices, as outlined in Table 7-1. Positions that are 100% match funded include the executive director of the VPCSWI (4% FTE), a grant manager (10% FTE) and office manager (10% FTE) at the SAO, a bailiff for the DV courtroom (100% FTE), a chief bailiff (7.5% FTE), a patrol supervisor (7.5% FTE) and patrol officer (.56%) for the Sheriff's Department, and an SAO support staff member (67% FTE) located at the DVU.

Relationships with and services provided by unfunded community service agencies

Members of the MDT have relationships with a number of community service agencies in St. Clair County, including the local Children's Advocacy Center and Provident, Inc., which is the local PAIP provider.⁵² MDT prosecutors occasionally use the CAC to interview children who have witnessed domestic violence.

Quarterly Domestic Violence Court Review Board/FVCC

The project coordinator and some VPCSWI staff are active with the 20th Judicial Circuit Family Violence Coordinating Council. The FVCC has for many years held quarterly Domestic

⁵² Subsequent to the site visit, two additional PAIP providers were added in St. Clair County.

Violence Court Review Board meetings, chaired by the domestic violence court judge. About 15 to 20 community service agencies attend these meetings to discuss issues related to domestic violence.

Violence Prevention Center (VPCSWI) hires MDT DV advocates and also has DV shelter

The VPCSWI has been serving DV victims for over 33 years. Their services include a 24-hour crisis hotline, emergency shelter, individual and group counseling for adults and children, court and police advocacy, and information and referrals for victims. A current VPCSWI staff member was one of the people who submitted the original grant proposal. VPCSWI provides a home base for the co-located police advocates.

DVU modeled after other one-stop programs

The DVU is modeled after other one-stop programs around the country, which are also called Family Justice Centers (see Peoria County chapter). These programs are designed to co-locate a multidisciplinary team of professionals to coordinate services and prosecution in DV cases. In St. Clair County, the DVU includes three prosecuting attorneys, two sheriff's deputies, and two DV advocacy staff, plus one support staff member. The emphasis at the DVU is on collecting evidence, charging, and prosecuting batterers. However, advocacy staff members play a vital role in both keeping victims on board with the prosecution, and with linking victims to other services.

Office space provided by SAO for DV advocates

The SAO provides space in the courthouse for one advocate who assists victims with orders of protection, including preparing paperwork and accompaniment to court. The DV advocate who is housed at the DVU also uses this space when she accompanies victims to court.

Diversion program for male and female batterers in operation since 1997

The St. Clair County SAO has operated a diversion program for male and female batterers since 1997. Stakeholders commented that the county was one of the first in the state to implement this type of program, and were very proud of that fact. Provident, Inc. runs the Men Ending Domestic Violence (MEDV) program which accepts clients from the St. Clair County Diversion Court. Each MEDV group can include up to 12 participants. MEDV is 26 weeks of weekly attendance and then six months of monthly attendance. Although MEDV has in the past held groups for female batterers, the economy forced the program to limit groups to only male batterers at this time.

Activities/Outputs

Activities/outputs describes efforts to address specific problems identified by the MDT with activities and their associated outputs to ameliorate the problems. The following section describes the activities of the St. Clair County MDT presented using the framework of the program theory, with six broad categories: Interagency collaboration, Law enforcement, Victim advocacy/services, Prosecution/case processing, Batterer accountability (post-conviction), and Community outreach.

Interagency collaboration activities/outputs

Interagency collaboration across all components of the criminal justice system and victim services providers resulted in several specific *Activities/outputs*, including the following:

- Planned Quarterly Steering Committee meetings
- Monthly MDT meetings with funded agencies, including case reviews
- Co-location of services/creation of the Tracy Fogarty Domestic Violence Unit or DVU
- Ongoing communication and case review by appointment between DVU staff and law enforcement
- Communication between SAO and victim services facilitated by scanning of reports for electronic distribution
- MDT members and state's attorney provide training for law enforcement including evidence "checklist"

Planned Quarterly Steering Committee meetings

The MDT is structured to have an SC that meets quarterly. As will be discussed, in the years leading up to this evaluation, activities of the MDT significantly waned, and the SC did not meet. With the appointment of the new state's attorney in St. Clair County, the new project coordinator is working towards having the SC begin meeting again. However, schedules are full and SC members will need to make these meetings a priority, so that the intended outcomes for the SC – policy oversight and long-range planning – can become a reality.

Monthly MDT meetings with funded agencies, including case reviews

The frontline MDT members meet monthly to discuss current cases, new incidents, offender updates, charging, and evidence issues. If the victim has signed a confidentiality agreement, the advocates can also inform the other MDT members about concerns the victim has, particularly related to participating in the prosecution. When asked about how effective the monthly meetings are, stakeholders maintained they feel free to raise questions or concerns and in general, feel there is a relatively fair balance of power between the agencies. A number of the MDT members, both SAO and advocacy staff, are new. MDT members reported that the state's attorney frequently attends the meetings. However, law enforcement representatives were not showing up for MDT meetings at the time interviews were conducted. A couple of reasons may account for this. First, the sheriff's deputies who are paid by the MDT grant may be out serving OPs when the MDT meets, and these time logistics have not yet been worked out. Second, law enforcement agencies are not invited to the monthly meetings, as the meetings also serve as case reviews. This is an area that will need to be clarified in the coming years.

Co-location of services/creation of Tracy Fogarty Domestic Violence Unit or DVU

As previously discussed, the DVU opened in 2004 through STOP Program funding, and was renamed in 2011. It is no small feat to open a one-stop shop with a multidisciplinary team, and St. Clair County is to be commended for keeping their center open despite the fact that in the early grant years, there were reportedly some disagreements and the MDT team lacked a clear focus on victim safety and batter accountability (issues described in more detail later in this chapter). The new center is a large space with a conference room, several offices, and nearby parking. The staff have also framed artwork from children staying at the VPCSWI shelter on the walls, making it an inviting space for victims.

Ongoing communication and case review by appointment between DVU staff and law enforcement

The DVU, as a separate facility from the courthouse, facilitates case review by the charging ASA on site (who is also the project coordinator), as well as meetings between law enforcement and the ASA assigned to prosecute the case. A short overview of the overall process may be instructive. A DV case comes to the attention of the DVU through the investigating detective at each police department. When a victim calls the police, a patrol officer is sent. That officer may – depending on the jurisdiction – be able to videotape the victim’s statement and/or take photographs on the spot. The officer then gives whatever evidence has been procured to a detective, who will conduct further investigation. The detective then makes an appointment with the charging ASA at the DVU to review the evidence.⁵³ The victim can also be invited to these appointments, and is then able to access advocacy services. The charging ASA decides whether to charge the alleged perpetrator and if so, what the charges will be. She then divides the misdemeanor cases between the two on-site ASAs, or refers felony cases to the state’s attorney for assignment. In addition, the DVU advocates are given copies of the charges so that the victim can be contacted to offer additional services.

The interagency collaboration between the SAO and the VPCSWI has 1) created an environment that is safe and welcoming for a victim, and 2) created an opportunity for prosecuting attorneys, advocates, and law enforcement to learn about each other’s responsibilities and concerns in a safe and open environment.

Communication between SAO and victim services facilitated by scanning of reports for electronic distribution

As mentioned previously, DVU advocates receive copies of the investigative reports for DV cases so that they can follow-up with the victim. These reports are also submitted to the police advocates to make direct contact with victims in their home communities. In 2012, the DVU received a large donation of new computer equipment from a private company, which has greatly facilitated the dissemination of these reports.

MDT members and state’s attorney provide training for law enforcement including evidence “checklist”

One of the first efforts by the newly appointed State’s Attorney to enhance evidence collection by law enforcement was the development of an evidence checklist detailing specifically what evidence the patrol officer and investigator should collect in order to make a strong case to support victimless prosecution. The checklist, with 20 items, includes evidence such as photographing the crime scene regardless of damage, collecting all evidence indicative of the offense such as ripped or bloody clothing, and obtaining a copy of the 911 recording. The reverse side of the checklist provides specific questions to ask the victim and any witnesses. This checklist provides the basis for the training conducted by the SAO and victim services with law enforcement agencies.

Law enforcement activities/outputs

⁵³ This process changed subsequent to the site visits. Detectives now use a new electronic warrant application process through an integrated criminal justice computer system. The ASA then reviews the case and electronically notifies the detective if charges are to be filed.

Activities/outputs related to law enforcement include:

- Sheriff's deputies from DVU serve orders of protection and subpoenas, track down witnesses, and provide victim transportation
- Meeting with DVU staff to review warrants, assess case evidence, and plan follow-up
- Implement evidence and interview checklist during investigation

Sheriff's deputies from the DVU serve orders of protection and subpoenas, track down witnesses, and provide victim transportation

As mentioned previously, orders of protection were frequently not being served on defendants in a timely manner, prior to MDT funding. To address this, STOP Program funding was requested for two sheriff's deputies specifically to serve orders of protection. This freed up patrol officers from trying to locate defendants for service while also responding to calls for assistance.

However, patrol officers can still serve the "Short Form Order of Protection" at the scene. When an officer makes a traffic stop, the officer will enter the offender's information into the patrol car computer, and the computer will show whether the person has had an order of protection entered against him, and whether it has been served. The computer lists all of the remedies that were granted by the judge. If the order has not been served, the officer takes the short form document, marks the appropriate remedies, and personally serves it on the offender/respondent. The respondent may then pick up the long form at the Sheriff's Department, but is not required to do so. Service of the OP is then entered into LEADS, and the court process can proceed. The DVU sheriff's deputies can also track down and serve subpoenas for witnesses to show up at trial.

Further, the deputies can provide victim transportation to shelter or to court hearings.

Transportation is sometimes an issue for the victim if the defendant has the only vehicle in the household, but also, the victim has an extra measure of safety when being transported by law enforcement.

Meeting with DVU staff to review warrants, assess case evidence, and plan follow-up

Because the sheriff's deputies are co-located at the DVU, they are also available to assist DVU staff with other issues, such as reviewing warrants, working with law enforcement to assess case evidence, and follow-up with evidence collection after the case has been brought in by the local police department investigator.

Implement evidence and interview checklist during investigation

This activity pertains to the local police department's efforts to investigate a crime, which are not STOP Program funded, but do support the work of the MDT. When an investigator brings a case to the DVU for review, the DVU charging attorney that day will review the evidence using the checklist, and can immediately inform the investigator if something is missing, and determine why that evidence may not be available. This has been so successful that the SAO is developing evidence collection checklists for crimes other than DV.

Victim advocacy/services activities/outputs

According to the federal Annual Progress Reports, STOP Program funds covered services to a fairly consistent number of victims in St. Clair County over the course of the period under study. In 2006, 2,831 victims received services; in 2007, 3,105 victims; in 2008, 2,866 victims; in 2009, 2,769 victims; and in 2010, 2,283 victims received services. Of the victims served in 2010, the

majority of victims were white (51.8%) followed closely by African-American (45.9%), representing a disproportionate representation by black victims based on their percentage in the population. Only 31% of the overall population in the county is black. Hispanic or Latino victims were a small percentage (2.1%). The greatest number of victims were ages 25-59 (60.1%), followed by victims ages 18-24 (33.9%). Only 1.6% of victims were persons with disabilities. Table 7-2 provides information regarding the services to victims offered through STOP Program funding. However, these data do *not* reflect all of the services offered to victims through MDT members.

Table 7-2: Victim Services by St. Clair County DV-MDT Under STOP Program Funding, 2006-2010

	2006	2007	2008	2009	2010
Total victims served	2,831	3,105	2,866	2,769	2,283
Civil legal advocacy/court accompaniment	886	860	0	0	1,109
Civil legal assistance	0	0	892	917	1,172
Counseling services/support group	1,055	1,191	1,336	1,875	936
Criminal justice advocacy/court accompaniment	412	282	313	302	555
Crisis intervention	900	116	371	2,769	341
Hospital, clinic, or other medical response	529	0	3	1	2
Language services			0	1	17
Transportation			44	3	16
Victim/survivor advocacy	1,102	284	714	2,769	219
Victim-witness notification	1,181	999			
<i>Source:</i> St. Clair County Annual Progress Reports (Q25 or Q30); the top row is from 21A and 21B in 2006/07; and Q25A for 2008/10.					

The St. Clair MDT has focused on building its victim services capacity, in the following areas:

- DV police advocates co-located at several police departments and the Sheriff's Department provide case management services (OP paperwork, safety planning, court accompaniment)
- Bilingual advocate provides support for Spanish-speaking victims.

DV police advocates co-located at several police departments and the Sheriff's Department provide case management services (OP paperwork, safety planning, court accompaniment)

The co-location of domestic violence advocates at some police departments is a critical element for this MDT. St. Clair County is one of the ten largest counties in terms of population in the state, with over 30 law enforcement agencies. Co-located DV advocates provide a way to reach out to victims in their home communities, rather than victims having to go to Belleville, the county seat. Victims may be more likely and more able to go to the local police station to talk with an advocate because transportation is less of an issue, as is time away from home when the batterer may be counting her every move. In addition, victims may feel like they can informally talk through the situation with someone who is on hand, rather than making a trip to a place they may have never been before. Interview data suggest one problem for these advocates is office space and equipment. Not all departments provide office space for the advocates, and having a

computer with Internet access is also problematic. Online access would be beneficial for these advocates, as they can look up shelters in other parts of the state or in other states, as well as complete order of protection paperwork online. This may be particularly critical for victims from lower socioeconomic circumstances, because they may not have access to a computer at home (or may not want to use the computer the abuser also uses).

Bilingual advocate provides support for Spanish-speaking victims

The individual serving as the Director of Legal Advocacy and funded by STOP Program funding is also the bilingual advocate for VPCSWI. The MDT served an increasing number of Hispanic/Latino victims over the period under study. In 2006, victim services reported 24 Hispanic/Latino victims; in 2007, 42; in 2008, 44; in 2009, 12; finally in 2010, 53. If this trend continues, the county will likely need to look into hiring another bilingual advocate, or training volunteer bilingual advocates.

Prosecution/case processing activities/outputs

Prosecution and case processing *Activities/outputs* include the following:

- DVU prosecutorial team reviews law enforcement warrants by appointment and request follow-up when needed
- Specialized prosecutors handle all misdemeanor and felony DV cases with vertical prosecution

DVU prosecutorial team reviews law enforcement warrants by appointment and requests follow-up when needed

The DVU, as a separate facility from the courthouse, facilitates case review by the charging ASA on site, as well as meetings between law enforcement and the ASA assigned to prosecute the case. See earlier discussion under “Ongoing communication and case review...” under Interagency Collaboration section.

Specialized prosecutors handle all misdemeanor and felony DV cases with vertical prosecution

The STOP Program funding supports two ASAs to handle misdemeanor DV cases, and one part-time felony prosecutor / project coordinator. These cases are handled using vertical prosecution after charging. This means that after the charging attorney determines the charges and distributes the cases to the misdemeanor ASAs, the case is then handled solely by that ASA. This process gives the ASA the opportunity to understand the dynamics of each case, and also gives victim the name of the specific prosecutor handling her case.

Batterer accountability (post-conviction) activities/outputs

Activities/outputs related to holding the batterer accountable include:

- STOP-funded specialized probation officer provides supervision of batterers
- Monthly court review of misdemeanor diversion cases by DV court judge

STOP-funded specialized probation officer provides supervision of batterers

One of the problems identified by the MDT was the lack of a specialized probation officer to supervise DV offenders. The STOP Program funding supports one DV probation officer. The department also contacts victims by letter when the offender receives a probation sentence.

Monthly court review of misdemeanor diversion cases by DV court judge

The specialized DV judge conducts weekly judicial reviews of offenders who are participating in the DV diversion program for first-time misdemeanor DV offenders. In these cases, the defendant pleads guilty but the conviction is stayed so long as the defendant attends a PAIP and complies with other court-ordered requirements. If the defendant is successful, the conviction will not be entered into his record. These cases are supervised by the judge with the assistance of the SAO. Other misdemeanor and felony offenders are supervised by probation. This program is not funded through STOP Program funding; however, several MDT members are involved in these cases.

Community outreach activities/outputs

Activities/outputs related to community outreach include the following:

- Garnered media attention with new state's attorney and with relocating and renaming the DVU
- SAO proactive in media communication to keep DV in the public eye
- MDT members actively involved with community organizations and activities
- Identify law enforcement officers for Officer Appreciation Award

Garnered media attention with new state's attorney and with relocating and renaming the DVU

Shortly after taking office, the new state's attorney received substantial press coverage in a joint statement with the executive director of the VPCSWI that the SAO was going to become much more aggressive in prosecuting DV cases. He announced that victims would not get to decide whether a suspect was charged with a crime. However, he also noted that the public must believe it is important to prosecute these cases. The DVU also received media attention with the dedication of the Tracey Fogarty Domestic Violence Unit and a visit from U.S. Senator Dick Durbin.

SAO proactive in media communication to keep DV in the public eye

Stakeholders noted that an effort has been made to issue press releases when a significant DV case is resolved, and to continue to highlight the work of the DVU. As with other MDT programs, the MDT itself is not well known in the community; rather, the "face" of the MDT – in this case, the DVU – is the organization receiving the attention.

MDT members actively involved with community organizations and activities

Stakeholders report that the SAO and other members of the MDT are active with community-wide activities related to DV, such as DV Awareness Month. MDT members, particularly the project coordinator, have participated in church and other community events. In the future, additional data could be collected on community outreach; for example, a listing of the events in which MDT members participated, who participated, the location, approximately how many community members attended, what materials were available for the community, and even an

idea of how many materials (brochures, business cards) were handed out. This information could be gathered each month and reported to the ICJIA quarterly.

Identify law enforcement officers for Officer Appreciation Award

The DVU staff members award an Officer Appreciation Award yearly. The selection criteria include the following: 1) the officer has demonstrated a strong response to victims, 2) the officer provided a thorough workup of the cases in a timely manner, and 3) the officer demonstrated care and concern for victims and made an effort to ensure their safety. The same criteria are being used to award a Best Police Department Award. Two officers received the award in 2011 together with one police department.

Mid-Term Outcomes in St. Clair County

Mid-Term Outcomes describe the results the MDT activities attempt to achieve with the target population in the near term and also as the program moves along. For the MDT, the target populations include criminal justice professionals, victim advocates, victims, offenders, and the community. This section describes the *Mid-Term Outcomes* identified by the evaluators using interview and archival data. For each outcome, findings related to the successes and/or challenges related to the outcome are then identified.

Because several activities may contribute to one *Mid-Term Outcome* (e.g., improving victim cooperation with prosecution), the outcomes have been de-identified from the activities in this section. The reader may refer back to the logic model to trace the MDT's program theory.

Summary Results of Mid-Term Outcomes

As noted previously, for each outcome identified below, we use a combination of data from interviews, documents and other available data sources to draw a tentative conclusion as to the level of success by an MDT in "achieving" an outcome. For each outcome, we use one of the following four categories to summarize the totality of data provided for that outcome: Successful, Mixed success, Not successful and Insufficient data. While empirical data are cited below and used in making these various judgments, the reader should recognize that they are essentially subjective decisions. A total of 21 outcomes are described below for St. Clair County: of those, 8 were judged successful, 7 were mixed success, 5 were rated as not successful, and one was reported as having insufficient data.

Interagency collaboration mid-term outcomes

Despite the activities described in the previous section, interview data suggest that, after the first couple of years, the St. Clair MDT did not function as intended. Interviewees consistently reported issues between law enforcement and the SAO. DV cases were not being prosecuted, which frustrated law enforcement and led to a decline in investigations. The relationships among the various components of the criminal justice system relative to DV cases were described as "*disjointed*" and "*tense*." Interview data were very consistent that charges were not issued if the victim was uncooperative. Victim services advocates reported victim blaming by law enforcement and the SAO, which created a "*wall*" between these agencies and victim services providers. Stakeholders reported that MDT meetings were unproductive and sometimes heated discussions resulted rather than communication. Law enforcement representatives, victim

services advocates, and members of the unfunded agency focus group all reported the impression that the SAO's office was looking for ways to avoid prosecuting these cases. Many participants expressed both anger and frustration over the situation, which they believed left victims and their children vulnerable to further violence from the batterer. In addition, the building in which the DVU was housed had developed mold and other problems.

The situation began to change in December 2010 when a new state's attorney took office. Within months, the new state's attorney publicly announced that significant changes would be occurring in the SAO's response to domestic violence, and that DV was not a crime that would be ignored. Within a year, the project coordinator had been replaced, and new assistant state's attorneys were prosecuting DV cases. DVU facility concerns were addressed with the relocation of the DVU. The new project coordinator began holding monthly MDT meetings and began the process of reinstating the Steering Committee. SAO and victim services staff began conducting training with law enforcement departments on evidence collection and report writing. All of the stakeholders interviewed, as well as participants on the unfunded partner agency focus group, reported that radical change had taken place under the new state's attorney's direction.

This period of early under-performance is consequential for assessing the success of outcomes identified by MDT stakeholders. Essentially, we can only evaluate the MDT's work for the past year, rather than from the beginning of the grant. A majority of the original MDT members were gone, and the new MDT members could only report what they were told. This section, assessing Mid-Term Outcomes, must be reviewed with this limitation in mind.

Mid-Term Outcomes related to activities of the interagency collaboration overall, including maintenance of the collaboration, include the following:

- Maintain executive level buy-in through policy oversight and long-range planning
- Better education of MDT members regarding the responsibilities and challenges of other team members
- Enhance ongoing communication among MDT members
- Improve exchange of information on cases leading to better evidence collection and prosecutorial decision making
- Enhance victim safety and services coordination
- Improve victim cooperation with prosecution process
- Minimize number of victim interviews because multiple MDT staff are located in one site
- Improve collaboration between law enforcement departments and SAO
- Enhance evidence collection, witness participation, and improve case quality to support evidence-based prosecutions

Outcome: Maintain executive level buy-in through policy oversight and long-range planning

Study finding: Mixed success.

At the time of our qualitative data collection, the Steering Committee had not met in over a year. However, both the executive director of the VPCSWI and the new state's attorney had attended MDT meetings and were actively trying to find ways to work together. The efforts of the MDT were directed toward remediating problems that had developed over many years, and repairing damaged relationships. However, related to long-range planning, stakeholders reported that

training with law enforcement would remain a key activity. Overall, we assess the MDT's success on this outcome as marginal, but recognize the efforts of the project coordinator in particular in trying to rebuild the Steering Committee and create more meaningful and productive MDT meetings.

Outcome: Better education of MDT members regarding the responsibilities and challenges of other team members

Study finding: Success.

Interview data suggests that MDT members are learning more about the responsibilities and challenges of other team members, both through meetings and through being physically located in a single facility. Most stakeholders reported a clear understanding of the responsibilities and activities of other team members. We believe the co-location of staff at the DVU, as well as the co-located DV advocates at police departments, have significantly facilitated this outcome. We assess this outcome as successful.

Outcome: Enhance ongoing communication among MDT members

Study finding: Mixed success.

Interview data support the hypothesis that interagency collaboration has enhanced communication among members of the MDT. This is particularly true of the relationship between victim services providers and SAO staff, due to their physical location at the DVU. The only law enforcement who are paid through STOP Program funding are the sheriff's deputies whose primary responsibility is to serve orders of protection. The interagency collaboration has not so far extended to include local police departments. We acknowledge the training that is occurring with local law enforcement, as well as the process by which local investigators bring DV cases to the DVU for charging. However, law enforcement as a system is not at this time an active member of the MDT. In order to address this issue, it will be necessary for the MDT to obtain more active engagement on the part of the Sheriff's Department leadership as well as *some* local police departments. Therefore, we evaluate the MDT's success on this outcome as mixed.

Outcome: Improved exchange of information on cases leads to better evidence collection and prosecutorial decision making

Study finding: Mixed success.

The logic behind this outcome is that, if MDT members are exchanging more information on cases, this will result in better evidence collection and enhance prosecutorial decision making. We have no data to back up this assertion. Much of the "exchange of information" is still taking place between silos; i.e., an investigator brings a DV case to the DVU and talks with the ASA. The ASA then talks with the on-site DV advocate about getting services to the victim. Other MDT programs have used regular weekly case review sessions to enhance exchange of information about specific victim cases. The monthly MDT meetings currently are busy with trying to repair relationships and move forward with changes, but they also serve as a venue for some case review discussions. At this time, we assess the MDT's progress toward this outcome as mixed. We encourage the MDT to explore other ways to improve exchange of information, perhaps not relying solely on the monthly meetings.

Outcome: Enhance victim safety and services coordination

Study finding: Mixed success.

Although a substantial amount of work conducted at the DVU revolves around prosecuting the batterer, the MDT collaboration also has a primary goal of enhancing victim safety and service coordination. Several activities support this goal including co-location of DV advocacy staff at the DVU; co-location of DV advocates at police departments; and training law enforcement in initial response protocols, evidence collection, and service referral. The communication fostered by the current MDT project coordinator and other MDT members with local law enforcement seems to be developing. The DVU has also acquired about 60 cell phones from a federal probation office that will be distributed to victims through police officers responding to DV incidents, provided a vendor can be found to provide cell phone service. There is no quantitative methodology to evaluate victim safety, as this is essentially measuring an event that does not occur. However, our review of the interview data and program documentation suggest the MDT collaboration has been fairly successful in its efforts to better coordinate services for victims. We encourage the MDT to begin collecting detailed information on orders of protection for victims and then establish a method for collecting data on violations of those orders of protection, beyond the data required by the federal reporting process.

Outcome: Improve victim cooperation with prosecution process

Study finding: Mixed success.

Interviewees noted several problems related to victim cooperation with the prosecution process, including inconsistent handling of victims and victims receiving incorrect information. The MDT has recently taken a number of steps to address the problem of victim cooperation. First, members of the MDT, including the state's attorney, are training law enforcement officers regarding better handling of victims. Second, since the relationship between the SAO and victim services is improving, advocates report they feel comfortable contacting the SAO to find out about the status of a case, or to get detailed legal information the victim may request. Interview data overall are mixed regarding whether stakeholders believe victim cooperation with the prosecution process has significantly improved.

We can also look at data related to prosecutions declined due to victim unavailability. Table 7-3 provides these data for 2008-2010. The number of cases declined due to victim unavailability or victim safety increased significantly during this three-year period, particularly in 2010. These tabular data support the interview data that victims were increasingly unwilling to participate in prosecution efforts, which stakeholders attributed in part to lack of victim support. The number of cases declined due to insufficient evidence declined so sharply in 2010 (only 19) that this is likely a data collection error.

Table 7-3: Reasons Given for Declining Prosecution of Domestic Violence Cases in St. Clair County, 2008-2010

	2008	2009	2010
Case declined due to insufficient evidence	647/1,453 (44.5%)	326/1,302 (25.0%)	19/1,361 (1.4%)
Case declined due to insufficient evidence / victim unavailable OR request of victim / victim safety	424/1,453 (29.2%)	326/1,302 (25.0%)	1,038/1,361 (76.3%)
Source: Annual Progress Reports. Note: denominators are the total case referrals			

received from police during the year. The same numerator in both rows for 2009 is likely an error.
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In summary, looking at both the interview data and the quantitative data, we assess the MDT’s progress regarding victim cooperation with prosecution as marginal.

Outcome: Minimize number of victim interviews because multiple MDT staff are located in one site

Study finding: Success.

One purpose of the one-stop shop is to minimize the number of interviews a victim must give, recounting a difficult and painful event or series of events. In order to meet this objective, the DVU has available advocates, prosecuting attorneys, and law enforcement at one site and they can be available to interview the victim at the same time. Our assessment is that this objective has been achieved, that victims have benefited from the one-stop shop.

Outcome: Improve collaboration between law enforcement departments and SAO

Study finding: Not successful.

This was not one of the original problems identified by the MDT. However, since the appointment of the new state’s attorney, mending the relationship between local law enforcement departments and the SAO that had developed during the early MDT years became a priority. Efforts to this end include meeting personally with detectives at the DVU to review cases for possible prosecution, going directly to the police department to provide training, creating the DV Checklist to assist patrol officers in collecting evidence, and accepting more cases for prosecution so that officers do not feel their work is in vain. Table 7-4 provides data relating to the number of DV cases referred to the SAO and the number accepted for prosecution for 2006-2010. Due to staff changes and uncertainty as to how some of this data were collected, we are unsure whether the 41% prosecution acceptance rate by the SAO in 2006 is correct. If it is, then there was a large drop in cases accepted for prosecution from 2006 to 2010, but either way, the acceptance rate is roughly stable from 2007 to 2010.

Table 7-4: Prosecution and Conviction of Domestic Violence, Sexual Assault and Related Cases in St. Clair County, 2006-2010

	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Number of MDT-funded specialized Assistant State’s Attorneys	0	2.0	2.1	2.0	2.0
Number of new DV / SA / Stalking cases referred to SAO during the calendar year	1,638	1,662	1,453	1,302	1,361
Number and percent of new DV / SA / Stalking cases accepted for prosecution (prosecution rate) (a)	672/1,638 (41.0%)	462/1,662 (27.8%)	292/1,453 (20.1%)	285/1,302 (21.9%)	278/1,361 (20.4%)
Number of convicted	192	186	65	48	59

misdemeanor domestic / dating violence cases (b)					
Number of convicted felony domestic/dating violence cases	111	112	23	16	28
Number of misdemeanor sexual assault convictions	0	0	19	0	0
Number of felony sexual assault convictions	0	0	11	0	0
Number of violation of other court order convictions	0	0	0	0	29
Number of violations of orders of protection	54	32	21	29	0
Number of convictions for other offenses	0	0	0	0	4
<i>TOTAL CONVICTIONS</i>	<i>357</i>	<i>330</i>	<i>118</i>	<i>93</i>	<i>120</i>
Number and percent of cases convicted (conviction rate)	357/672 (53.1%)	330/462 (71.4%)	139/292 (47.6%)	93/285 (32.6%)	120/278 (43.2%)
(c)					

(a) Includes cases which move forward based solely on police charges.
(b) This row and conviction data in other rows are from Q. 32 in 2006 and 2007; Q. 38 in remaining years.
(c) Total convictions are the sum of the 7 rows above with different types of offenses; other offense categories were included in annual reports that are not reported here. Conviction counts include cases where charges were filed in the current calendar year or during a previous calendar year.
Source: St. Clair County Annual Progress Reports

However, quarterly data provided by the MDT for 2011 indicates a dramatic change (data not shown). From April-June, 50.2% of cases were charged. If this trend continues, this may go far in mending the relationship between these agencies. We encourage the MDT and SAO to continue these efforts.

This outcome relates to several of the problems identified by the MDT. In general, the evidence alone was insufficient to support a victimless prosecution, and victims are often hesitant to participate in a prosecution of the batterer. As described previously, activities supporting this outcome include:

- creating a DV Checklist for law enforcement to improve case quality,
- conducting law enforcement training,
- co-locating DV advocates at police departments who can provide correct information as well as emotional support to victims,
- hiring two sheriff's deputies using STOP Program funding who are specifically charged with service of OPs, and

- personally meeting with detectives at the DVU to review evidence and coordinate follow-up.

Stakeholders believe the quality of evidence is improving through the efforts of the new state's attorney and new DVU staff. We can again look at Table 7-4 to quantitatively assess conviction and prosecution. As mentioned previously, the percentage of cases accepted for prosecution declined between 2006-2010, but was fairly constant around 20% for 2008-2010. Conviction rates dropped substantially from 2007 (71.4%) to 2008 (47.6%), then stayed fairly constant around 35% in 2009-2010. Again, these numbers support the interview data indicating that prosecution was not a priority for the SAO for several years leading up to the new state's attorney.

The totality of the data suggests the MDT has not been successful in its efforts to enhance evidence collection, witness participation, and improve case quality to support evidence-based prosecutions in the years leading up to this evaluation. We repeat, again, it appears that substantial and significant changes took place beginning in 2011.

Law enforcement mid-term outcomes

The specific *Mid-Term Outcome* identified for law enforcement was increasing service on orders of protection:

Outcome: Increase service on orders of protection

Study finding: Success.

We have no quantitative data to address this question. Interview data suggest, however, that the dedicated sheriff's deputies through STOP Program funding are having much more success with serving defendants than the previous system of having local law enforcement serve defendants, together with their other responsibilities. The benefit of this approach is that once service is obtained, the victim's request for an OP can proceed, without a delay to service. It appears the MDT has been successful in increasing service on orders of protection.

Victim advocacy/services mid-term outcomes

Providing more timely follow-up with victims and improving other victim services is an ongoing goal for the MDT. With the support of STOP Program funding, the St. Clair County MDT hoped to achieve several Mid-Term Outcomes related to victim advocacy/services, including the following:

- Improve access to orders of protection
- More timely follow-up with victim following incident
- Improve law enforcement attitudes toward DV victims
- OP and other services more available to Spanish-speaking victims
- Increase victim understanding and reduce fear of the court system

Outcome: Improve access to orders of protection

Study Finding: Success.

Prior to obtaining STOP Program funding, DV victims in St. Clair County had to go to Belleville in order to access the services of DV advocates at the VPCSWI or at the courthouse. The

funding allowed the MDT to both open the DVU with co-located DV advocates, and also co-locate advocates in some local police departments. These new locations reduced the travel burden on victims. The advocates are available to assist victims with preparing paperwork for an OP and also accompany victims to court. The Annual Progress Reports provide data on requested orders of protection, shown in Table 7-5. These data indicate an increase in the percentage of emergency OPs granted, and a very slight decrease in the percentage of permanent OPs granted. These data are consistent with extant research, that victims are more likely to show up to the hearing on the temporary OP, but then less likely to appear for the final OP. These percentages suggest that the procedures for requesting an OP are accessible for victims, and this may be due in part to the DVU. Although we cannot establish a causal connection, we assess the MDT's efforts in this area as successful.

Table 7-5: Orders of Protection Requested and Granted in St. Clair County, 2006-2010 (based on victim services data)

	2006	2007	2008	2009	2010
Temporary orders, number requested	481	312	306	211	329
Temporary orders, number granted	351 (73%)	283 (90.7%)	284 (92.8%)	190 (90%)	292 (88.8%)
Final orders, number requested	788	447	444	400	527
Final orders, number granted	634 (80.5%)	351 (78.5%)	326 (73.4%)	279 (69.8%)	410 (77.8%)

Source: St. Clair County Annual Progress Reports (Q31)

Outcome: More timely follow-up with victim following incident

Study Finding: Success.

As with the orders of protection, activities to improve timeliness of contacting a victim include co-locating domestic violence advocates at the DVU and at local police departments. Although there are no quantitative data that track time to contact, interview data consistently support the hypothesis that these activities have resulted in more timely follow-up with the victim. We regard this outcome as a success.

Outcome: Improve law enforcement attitudes toward DV victims

Study Finding: Mixed success.

The co-location of DV advocates at the police departments was in part designed to affect officers' attitudes and responses to DV victims. The interview data suggest that attitudes may be changing, but very slowly. First, some of the police advocates indicated that they do not even have office space provided by the police department. This leaves the advocate searching for a space to work on paperwork or talk to victims in various local police agencies. It cannot be comfortable for victims to sit in a hallway having a very personal conversation while people may be walking by. Second, in some cases, the police advocates simply have little or no interaction with the police officers. They are not given opportunities to talk with officers, and in at least one department, the advocate has to call the department from *inside* the department in order to talk with an officer. These situations suggest a lack of support by law enforcement leadership, and if leadership is not supportive of or "on board" with creating change in relation to DV cases, then it becomes less likely that patrol officers will attempt to do so.

Law enforcement agencies may argue in response that they have limited resources and must prioritize which cases to address. While resource shortages are always an issue, DV situations are dangerous and require priority handling. Domestic violence creates victims beyond just the victim making the call. Children may be involved in the violence or may have witnessed it, together with other family members. Domestic violence can also spill into the community, creating an even more difficult situation. Addressing violence in the home may be a true proactive effort that a law enforcement agency can take to prevent crime in the community. A police agency can benefit from having a DV advocate on site, both to help educate and empower officers in how to respond to DV calls, and also to share the burden of serving victims who come to the department seeking assistance.

The four police advocates funded under this MDT cover several departments. We did not collect information specifically related to the work environment at every department. However, co-located DV advocates who were interviewed did not feel they had been completely welcomed by local law enforcement. Conversely, we also believe the changes in state's attorney staff at the DVU, and the regular contact with detectives who present DV cases for charging, is probably changing the attitudes of those detectives, in a positive direction. Some interviewed advocates said that a survey was being developed to address some of the law enforcement attitude change issues. We encourage the MDT to actively engage law enforcement leadership. We assess the MDT's success at improving law enforcement attitudes toward DV victims as marginal.

Outcome: OP and other services more available to Spanish-speaking victims

Study Finding: Success.

One bilingual advocate, the Director of Legal Advocacy at the DVU, is supported by STOP Program funding. We have little data on which to base an assessment of this outcome, except to note that increasing numbers of Spanish-speaking victims have been served by the MDT. Also, stakeholders noted that there were still a number of forms that had not been translated. We do, however, assess the MDT's efforts to offer more services to these victims as reasonably successful.

Outcome: Increase victim understanding and reduce fear of the court system

Study Finding: Not successful.

The best data for evaluating victim attitudes toward the court system would be a victim survey, and this type of data is not available. Therefore, we cannot adequately assess the MDT's success with this outcome. The data in Table 7-3 above do not suggest that the MDT is having much effect on victims' perceptions, since there remains a high level of victim non-cooperation. Therefore, we have to assess this outcome as unsuccessful at this time, and encourage the MDT to develop methods for measuring this outcome.

Prosecution/case processing mid-term outcomes

The St. Clair County MDT has put considerable effort into prosecution efforts, and identified the following Mid-Term Outcomes:

- Hold batterers accountable on more consistent basis, because the same judge presides over disposition, sentencing, review of batterer progress in misdemeanor cases, and violation of OP hearings
- Improve prosecution of batterers because prosecutors can focus on DV cases

Outcome: Hold batterers accountable on more consistent basis, because the same judge presides over conviction, sentencing, review of batterer progress in misdemeanor cases, and violation of OP hearings

Study Finding: Not successful.

In order to evaluate the success of the MDT in relation to having a specialized DV court, we need to look at outcome data related to conviction, sentencing, batterer progress, and violations of orders of protection. Some of these data are available in the Annual Progress Reports. Conviction data are presented in Table 7-4 above. These data show a decrease in convictions from 2006 to 2010. We do not have sentencing or batterer progress data. From Table 7-4, we can see that convictions for violations of OPs decreased. One interviewee said that the current judge has been “good and understanding...about 85% of the time.” The MDT’s efforts regarding this outcome are judged as historically unsuccessful. Stakeholders also suggested that training for judges would be beneficial, in order to understand that domestic violence is not just about physical violence. One interviewee said that DV judges should participate in some training in order to be considered “specialized.”

Outcome: Improve prosecution of batterers because prosecutors can focus on DV cases

Study Finding: Not successful.

Again, we look to the data presented in Table 7-4, and find the percentage of cases accepted for prosecution decreased over the years, although not so dramatically from 2007 (27.8%) to 2010 (20.4%). The percentage of convictions showed a steady decline, from 53.1% in 2006 to 43.2% in 2010. We can compare these numbers to McLean and Peoria MDT counties. In McLean County, 43.3% of cases were accepted for prosecution in 2010, and 39.7% were convicted. In Peoria County, 42.4% of cases were accepted for prosecution in 2010, and 49.9% were convicted. In both cases, the prosecution rate was double that of St. Clair County.

Thus, while the conviction rate is not substantially different among the three counties, the prosecution acceptance rate was considerably lower in St. Clair County. This suggests the problem that during those early years, cases were not accepted for prosecution possibly on the assumption that the evidence was weak and/or the victim/witness was not sufficient, and the SAO did not actively pursue developing the case further. Once a case was accepted, the conviction rates were acceptable – probably because the only cases being convicted were ones that were a something of a “sure thing” from the outset. Given the totality of the quantitative and interview evidence, we rate the MDT’s efforts to improve prosecution of batterers as unsuccessful.

Batterer accountability (post-conviction) mid-term outcomes

Mid-Term Outcomes associated with batterer accountability (post-conviction) activities include the following:

- Improve monitoring of offender compliance

- Increase compliance with court orders
- Improve offender accountability for noncompliance
- Improve offender rehabilitation and education

Outcome: Improve monitoring of offender compliance

Study Finding: Mixed success.

Table 7-6 presents Annual Progress Report data relating to probation officer contacts with offenders. Although patterns are irregular, these data indicate that the number of face-to-face meetings decreased, but the number of telephone contacts increased slightly. The number of unscheduled surveillance contacts also decreased dramatically. It may be that the sole DV probation officer is relying on face-to-face meetings (where the offender can come into the office) and telephone contacts to supervise, because there is not enough time to also perform unscheduled visits. Although Table 7-6 shows about 1,500 probationers per year on average, at the time of the interviews, the probation stakeholder interviewees reported a caseload of approximately 200 DV and other violent offenders. Even that caseload level is likely too high to provide effective monitoring.

Table 7-6: Probation Officer Contacts with Offenders in St. Clair County by Type of Contact, 2006-2010

	2006	2007	2008	2009	2010
<i>Face-to-face meetings with offenders</i>					
Number of offenders	2,993	1,981	760	1,098	932
Number of face-to-face meetings	2,998	3,098	1,474	1,680	1,781
Contacts per offender	1.0	1.6	1.9	1.5	1.9
<i>Unscheduled surveillance of offenders</i>					
Number of offenders	700	1,981	93	73	27
Number of unscheduled surveillance events	707	495	176	76	31
Contacts per offender	1.0	0.3	1.9	1.0	1.1
<i>Telephone contacts</i>					
Number of offenders	567	1,981	414	422	489
Number of telephone contacts	611	1,063	577	711	786
Contacts per offender	1.1	0.5	1.4	1.7	1.6

Source: St. Clair County Annual Progress Reports. Q41 in 2006-2007, Q53 in 2008-2010.

Outcome: Increase compliance with court orders

Study finding: Success.

The data in Table 7-7 suggest the percentage of probationers who completed probation without violations increased from 2006-2010. Based on these data, we evaluate the MDT's performance on this outcome as successful. However, note that caseload data for the specialized probation

officer are quite high, even if the counts are more of an annual count than a point in time caseload count. Reducing that caseload level would provide stronger monitoring of offenders, provide more protection for the victim and the community, and avoid officer burnout.

Table 7-7: Annual Case Counts and Outcomes of Domestic Violence Probation Clients in St. Clair County, 2006-2010

	2006	2007	2008	2009	2010
Continuing offenders	2,238	972	604	701	817
New offenders	110	152	66	97	92
<i>ANNUAL TOTAL</i>	2,348	1,124	670	798	909
Est. caseload for 1.0 specialized probation officers (a)	2,348	1,124	670	798	909
Number of offenders who completed probation without violations	60 (54.5%)	153 (69.9%)	54 (64.3%)	58 (66.7%)	81 (77.9%)
Number of offenders who completed probation with violations	50 (45.5%)	66 (30.1%)	30 (35.7%)	29 (33.3%)	23 (22.1%)
<i>TOTAL COMPLETIONS</i>	<i>110</i>	<i>219</i>	<i>84</i>	<i>87</i>	<i>104</i>
<i>Source:</i> St. Clair County Annual Progress Reports (Q40 in 2006 and 2007, Q52 in 2008-2010).					
(a) Since these are based on annual rather than point-in-time figures, they necessarily over-estimate a caseload at any given time.					

Outcome: Improve offender accountability for noncompliance

Study finding: Not successful.

Another intended outcome of having a specialized probation officer is increased offender accountability for noncompliance. Tables 7-8 and 7-9 provide data relating to types and outcomes of probation violation. Table 7-9 data show that – except for partial probation revocations -- legal consequences decreased from 2006-2010.⁵⁴ No action was taken in 30% of cases in 2010, but revoking probation or incarceration took place in 29% of cases, followed by conditions being added in 25.2% of cases (Table 7-9). Consequences for probation violation are not solely the responsibility of the probation office: they require the joint efforts of the SAO and possibly law enforcement as well. Interview data generally confirmed the conclusion from Table 7-9 that there was limited action taken against DV offenders who violated probation.

Outcome: Improve offender rehabilitation and education

Study Finding: Insufficient data.

Stakeholders mentioned improvement of offender rehabilitation as an intended outcome of its efforts regarding batterers. Provident, Inc., runs the Men Ending Domestic Violence (MEDV) program which accepts clients from the St. Clair County Diversion Court. Each MEDV group

⁵⁴ Meaning the percent with “conditions added” and the percent with “probation revoked / incarcerated” decreased somewhat from 2006 to 2010.

can include up to 12 participants. MEDV is 26 weeks of weekly attendance and then another six months of monthly attendance. At the time of this evaluation, this was the only batterers' program used in St. Clair County. A program of this sort appears to be an essential component of a coordinated community response to domestic violence. In order to evaluate this outcome in the future, the MDT could collect success/failure program data from the PAIP, including the reasons why a batterer fails to complete the program.

Table 7-8 provides descriptive information regarding the types of probation violations in the county.

Table 7-8: Type of Probation Violation in St. Clair County, 2006-2010

	2006	2007	2008	2009	2010
Protection order violation	0	0	0	0	7 (6.3%)
New criminal behavior	9 (4.1%)	113 (33.1%)	17 (21.3%)	19 (31.7%)	19 (17.1%)
Failure to attend mandated offender treatment program (not BIP)	74 (33.8%)	81 (23.8%)	0	0	9 (8.1%)
Failure to attend batterer intervention program (BIP)	44 (20%)	---	32 (40%)	17 (28.3%)	8 (7.2%)
Other conditions of probation	92 (42%)	147 (43.1%)	31 (38.8%)	24 (40%)	68 (61.3%)
TOTAL	219	341	80	60	111

Source: St. Clair County Annual Progress Reports. (Q42 in 2006 and 2007; Q54 in 2008-2010). Counts of violation dispositions reflect reporting period regardless of when the violation occurred.

Table 7-9 below reflects the outcomes of probation violations.

Table 7-9: Probation Violation Outcomes in St. Clair, 2006-2010

	2006	2007	2008	2009	2010	Totals
No action taken	29 (13.2%)	44 (12.9)	10 (12.5%)	18 (30%)	33 (29.7%)	134 (16.5%)
Verbal/written warning	1 (.5%)	0	0	0	0	1 (.1%)
Fine	6 (2.7%)	0	0	0	0	6 (.7%)
Conditions added	61 (27.9%)	128 (37.5%)	30 (37.5%)	20 (33.3%)	28 (25.2%)	267 (32.9%)
Partial revocation of probation	15 (6.8%)	29 (8.5%)	12 (15%)	3 (5%)	18 (16.2%)	77 (9.5%)
Probation revoked/incarcerated	107 (48.9%)	140 (41.1%)	28 (35%)	19 (31.7%)	32 (28.9%)	326 (40.2%)

<i>TOTAL</i>	<i>219</i>	<i>341</i>	<i>80</i>	<i>60</i>	<i>111</i>	<i>811</i>
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Source: St. Clair County Annual Progress Reports (Q42 in 2006 and 2007; Q54 in 2008-2010). Counts of violation dispositions reflect reporting period regardless of when the violation occurred.

Community outreach mid-term outcomes

The St. Clair County MDT identified educating the community regarding what constitutes domestic/dating violence and services available for victims as a mid-term outcome:

Outcome: Educate the community regarding what constitutes domestic/dating violence and services available for victims

Study Finding: Success.

Stakeholders were mixed in their opinions as to whether the community knows much about the work of the MDT. Some stakeholders implied that the previous center (Project Renee) was in a more secretive location. The current location of the DVU is not hidden from the public, and is easily accessible. Stakeholders reported significant involvement in activities during the recent DV awareness month. The emphasis, however, has been on training law enforcement and repairing damaged relationships. The Southern Illinois Law Enforcement Commission (SILEC) also provides training to law enforcement in the region. MDT members have spoken at church and school locations, and the SAO has been proactive in putting out press releases when a well-known DV case is settled. Overall, we believe the MDT has been successful in its efforts to educate the community.

Long-Term Impacts

As with the other sites, although these goals by definition extend beyond the period under study, we can provide some preliminary assessment and thoughts. We identified the following *Long-Term Impacts* from interview and archival data review, grouped into the following categories:

Interagency collaboration

- ❖ Improve collaboration among community agencies

Law enforcement

- ❖ Improved service of orders of protection will enhance victim safety
- ❖ More consistent law enforcement response to victims through training, use of evidence checklist, and access to police advocates

Prosecution

- ❖ Better victim services will lead to an increase in prosecution
- ❖ Improved conviction rates and more appropriate sentencing because more victims will persist with prosecution efforts

Community impacts

- ❖ Reduce reoffending through greater emphasis on charging and prosecuting the batterer
- ❖ Increase community understanding regarding domestic violence
- ❖ Increase victim willingness to report and seek services

- ❖ Reduce public tolerance or complacency toward domestic violence cases and greater sensitivity to victim fears and concerns

Interagency collaboration

In both the short- and long-term, the St. Clair County MDT hopes to achieve a more coordinated community response to domestic violence cases. This would involve law enforcement 1) effectively collecting evidence to support prosecution and 2) treating victims with sensitivity and empathy. It would involve victim services being responsive both to victims and to requests from various components of the criminal justice system. The response would require the prosecution to have an effective relationship with law enforcement, and to recognize the benefits that victim services can provide in terms of maintaining a relationship with the victims. Finally, probation would be involved in order to keep victim services apprised of the status of a defendant's probation and to endeavor to place the offender into an intervention program and other court-ordered treatment to reduce re-offending.

We believe the St. Clair MDT members are well aware of their goals, as well as of the critical role each component plays. The challenge for the MDT in achieving a coordinated response comes principally from the size and number of law enforcement agencies, which have their own unique challenges. This will need to be a focus for the MDT in the coming years.

Law enforcement

As mentioned previously, a great part of a coordinated community response rests on a healthy and trusting relationship between law enforcement and the state's attorney's office. The St. Clair County MDT has taken steps in this regard by dedicating law enforcement staff to serving orders of protection, and by the SAO reaching out to law enforcement to conduct training and develop the evidence checklist. We believe the MDT is putting structures in place that will mend the relationships that have been damaged over the years. Detailed knowledge about the evidence being collected on cases should be gathered more systematically in the future to help the MDT and SAO identify specifically what, if any, evidence is systematically not being pursued.

Prosecution

Both of the *Long-Term Impacts* identified by this MDT relate to victim participation with prosecution efforts. Interview data suggest victim cooperation is a continuing concern and frustration for the MDT. We do not have data to support an assessment of whether improved victim services have increased the number of prosecutions. In order to begin an assessment, it would be necessary to identify which victim services are expected to affect prosecution, and then identify measures for those factors. Similarly, we cannot assess whether more victims are cooperating with the prosecution, and whether this is related to improved conviction rates and sentencing dispositions. However, these are important goals, and we encourage the MDT to identify victim services measures and begin collecting baseline data to support a longitudinal assessment of these impacts.

Effects on the community

Domestic violence in the home often impacts neighbors, friends, and family in the community. Children witnessing DV go to school anxious and tired. Victims go to the store or work fearful and distracted. In the long term, reducing offending through holding batterers accountable

should have a positive impact on community. In order to accomplish this, the MDT hopes through its efforts to increase community understanding of DV, and reduce public tolerance and complacency. In the end, it is hoped that victims will be more likely to seek services to end the violence. We encourage the MDT to continue its community relations efforts in order to achieve these varied *Long-Term Impacts*.

Discussion

Critical Elements of the St. Clair MDT Model

We believe the critical elements that will allow the MDT in St. Clair County to continue on its current trajectory of improvement are 1) the continued presence of the DVU, 2) the co-located DV advocates, and 3) the continued strong leadership and support for the MDT from the SAO. We will discuss each of these in turn.

The continuing presence of the one-stop DVU is a significant accomplishment, given the challenges the MDT has faced in recent years. It has remained fully staffed and, to some extent, continued its original mission of offering services to victims and pursuing prosecution of batterers. Relocating to a healthier building that is nicely decorated and allows easy access for victims has clearly boosted morale. Having prosecuting attorneys on-site to talk with victims and detectives is an especially beneficial. Allocating funding to two deputies whose primary purpose is to accomplish service on batterers is a unique way to use STOP Program funding to address a specific need.

From the interview data, we believe the co-location of DV advocates in law enforcement departments is especially critical for the MDT in achieving its goals. We believe these advocates are an untapped resource. We would like to see law enforcement agencies more accepting of these advocates, and give the advocates a stronger role in providing “in-house” assistance for patrol officers when responding to DV calls. Further, the recent progress under the leadership of a new State’s Attorney should be continued.

Challenges

This MDT faces several challenges as it works to improve services that have been diminished in recent years. We will discuss the following:

- Staffing concerns
- Lack of participation
- Policy development and implementation

Staffing concerns

Interview data suggest the MDT members feel the MDT is functioning pretty well with the amount of funding it receives. More probation staff may be needed, however. The strategy of having more DV police advocates should also be pursued, perhaps through local or regional private funding. We would like to note two issues regarding the prosecutorial staff. First, it is clear from the interview data and our observation that the project coordinator/felony prosecutor is overcommitted in this dual position. The other three MDT sites evaluated have full-time project coordinators who do not carry a caseload to speak of, and do not prosecute cases. When

a case is being tried, the project coordinator must completely devote her time and attention to that case. It will be very difficult for her to put in the hours needed to build up the MDT, particularly with law enforcement. We recognize the validity of interview data suggesting that an active prosecutor has “*the ear*” of the judges and law enforcement in a way that may be more authoritative. However, this is in part a function of the lack of firm support on the part of key criminal justice professionals – and this may be due in part to a lack of focus on the part of the MDT. We believe it will be helpful to this MDT to retain a project coordinator who is the visible “face” of the SAO – particularly in training venues -- but hire an administrative assistant to respond to requests, coordinate the budget, gather quarterly and annually statistics, etc. Also, annual rotations of new staff into the project coordinator position may not be in the best interest of overall MDT effectiveness.

Second, the rotation of SAO staff is a concern. As mentioned previously, the ASAs interviewed for this study were in place barely a year before they were rotated out and two new ASAs came to the DVU. We think that one year is a minimum amount of time needed for a prosecuting attorney to begin to understand these cases. By the second year, they can *begin* to work beyond the borders of the prosecution. We would recommend that ASAs be given an opportunity to rotate after two or three years. However, if that person is doing a good job in the position, arbitrary rotation may not best serve victims, offenders, or the community.

Lack of MDT participation

The interview data suggests that attendance at MDT meetings is lower than it should be. Several issues probably contribute to this problem. First, it may not be clear to law enforcement exactly what their role is vis-à-vis the MDT. The Steering Committee can play a vital role in defining what it expects from those agencies, and then making that request to chiefs. Second, some interviewees said they are not used to these MDT meetings being historically productive. Now that some of the relationships have been mended (such as that between the SAO and victim services), it is time to look forward and strategize where the MDT wants to be in the next two to five years, and develop a plan to get there with specific target dates and responsibilities. This will help persuade community agencies to be a critical part of creating a strong collaborative response to DV. It may also be necessary to review which community committees are engaged with DV work to assess whether any of those activities can be consolidated (as suggested by a couple of stakeholders).

We should note that most of the stakeholders interviewed said they believed their participation on the MDT had benefitted their agencies by making staff more understanding of DV victims, and more understanding of their roles in responding to DV cases.

Policy development and implementation

According to the Annual Progress Reports, STOP Program funding has not been used to develop, revise, or implement policies or protocols. In terms of protocols, there exists a “Project Renee Center Protocol” that is unsigned and undated; a St. Clair SAO “Protocol for Domestic Violence Cases” prepared since the new state’s attorney took office; and a “Policy and Protocol on Responding and Processing for Police Officers in Domestic Violence Cases” also prepared under the current state’s attorney’s term. None of these documents are signed and it is not clear that law enforcement agencies have been asked to be signatories to last-named document. This is

also a responsibility within the purview of the Steering Committee. Having clearly defined protocols that are signed on to by the requisite parties should help encourage attendance at MDT meetings and greater participation in its efforts.

Data Collection and Building Evaluation Capacity

Stakeholders identified several methods by which they measure success. The first was quantitative, and based on how victims received services, the number of prosecutions, and the number of successful convictions. The second had to do with qualitative measures of how many victims had approached MDT members to thank them or tell them that they were away from the batterer. These kinds of stories can be a powerful part of telling a story of success for the MDT, and the MDT should keep track of these stories. Finally, stakeholders mentioned that progress *is* occurring: law enforcement departments are using the checklists, and people are attending training events and MDT meetings. All of these are valid measures of success. Stakeholders have advised that the data being collected prior to 2011 was not consistent, and the project coordinator is working to develop methods for collecting quantitative data in a consistent and usable format. However, none of these data are computerized and must all be compiled by hand. Therefore, two recommendations follow. First, the MDT should seek additional staff support. This could be through paid staff, but also through volunteers or student interns. Second, the MDT should make the effort to collect qualitative data and share that data. It can create a compelling argument for the need for the MDT and also encourage MDT members.

Future Plans

The interview data do not provide strong plans for the future. Our sense is that this MDT is working very hard to mend relationships and at the same time, improve victim services and enhance victim safety, and prosecute and convict more offenders. The goal is to reduce domestic violence, so that children do not grow up to be either victims or abusers.

We have previously discussed areas in which the Steering Committee and MDT members could focus their efforts in the next couple of years; i.e., policy development, clarifying the role of key agencies such as law enforcement, and strengthening data collection. We believe having an assistant for the project coordinator would be a first step, and then strategizing a plan for obtaining at least one more specialized DV probation officer and additional DV advocates.

The stakeholders we interviewed were uniformly excited about the changes that have taken place in the last year or so. We encourage this site to continue its work, and to find ways to carry the momentum into the coming years.

Chapter 8 DETAILED QUALITATIVE FINDINGS ON KANKAKEE COUNTY MDT

Overview of the Kankakee County MDT Response to Sexual Assault

The Kankakee County Sexual Assault Multidisciplinary Team (MDT) consists of law enforcement officers, victim service providers, medical personnel, prosecutors, probation officers and representatives from unfunded partner agencies. This group meets monthly to discuss issues related to sexual assault, conduct case reviews, network to build relationships, and explore training needs. The funded partners, referred to as *board members*, include the Kankakee County Center Against Sexual Assault (KC-CASA), the Sheriff's Office, the state's attorney's office (SAO), and the Kankakee County Probation and Court Services Department. The group operates under a unified protocol based on the Illinois Model Guidelines and Sex Crimes Investigation Manual. The goal of the MDT is to heighten public sensitivity to victims of sexual assault and abuse while improving initial response, evidence collection, victim interviews, victim referrals, and prosecution and conviction rates.⁵⁵

Several program elements set the sexual assault MDT apart from the domestic violence MDTs. First, the DV MDTs are primarily focused on intimate partner violence, which generally affects victims in their teens or adult years. The second element distinguishing DV and SA MDTs is the need for trained medical staff to conduct forensic examinations of SA victims. Between the two hospitals in the county, there is one certified Sexual Assault Nurse Examiner (SANE) nurse. Finally, sexual assault centers may use volunteers as medical advocates to accompany the victim to medical examinations and police interviews. Child sexual assault is not within the purview of the Kankakee County MDT. It is recognized as distinct from adult sexual assault, and is within the purview of the statewide network of children's advocacy centers (CACs). The local CAC is an active member of this MDT. There is also a CAC certification requirement that a physician be trained to conduct pediatric exams and attend CAC case reviews.

Program Theory

Figure 5 presents the logic model developed for the Kankakee County MDT. The logic model can be thought of as a graphic representation of how the MDT program operates in the county.

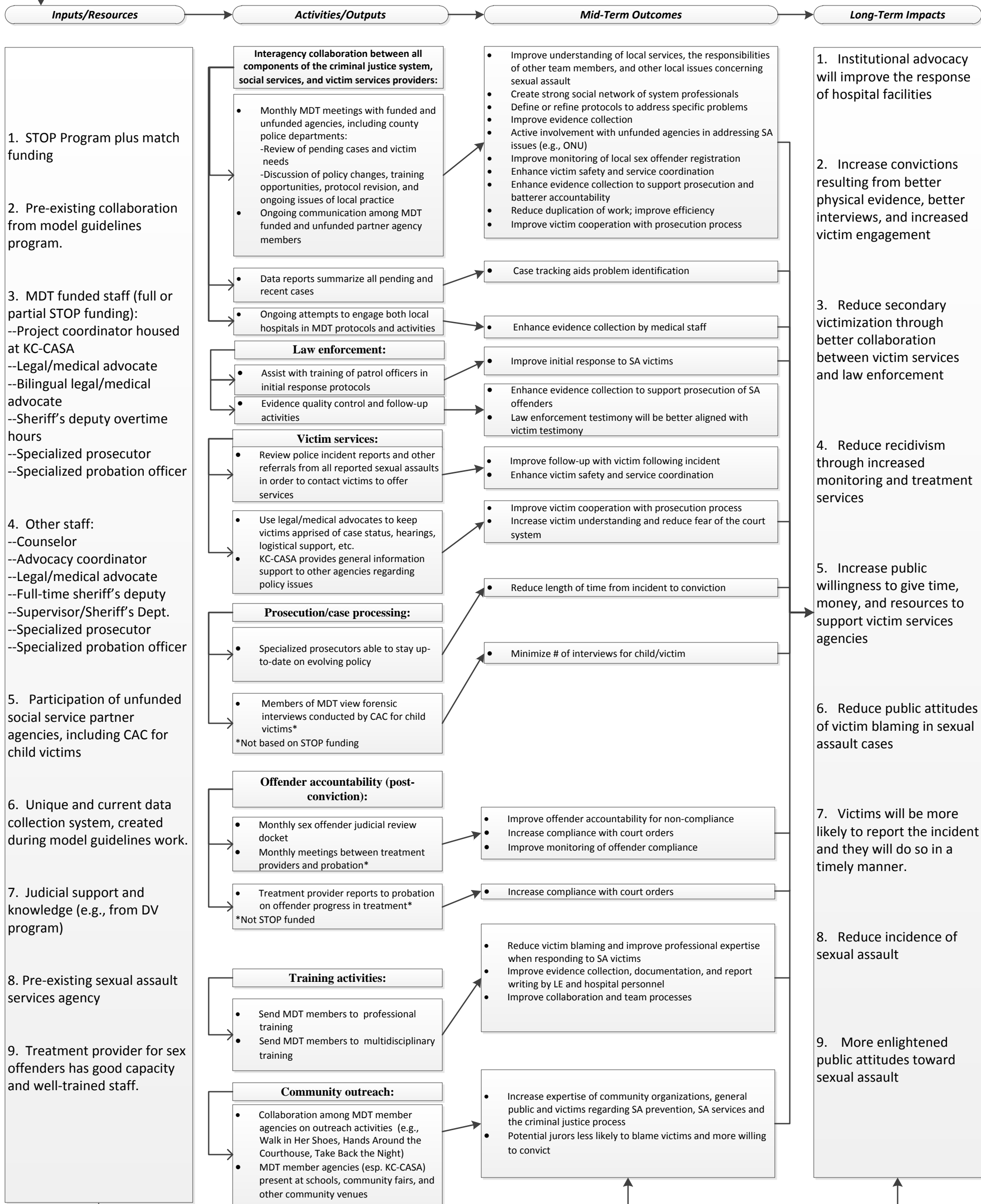
In this section, we provide a detailed analysis of the program theory, using the components of *Problem Statement*, *Contextual Factors*, *Inputs/Resources*, *Activities/Outputs*, *Mid-Term Outcomes*, and *Long-Term Impacts*. The seven categories of the program theory framework are then used to discuss *Activities/Outputs* and *Mid-Term Outcomes*.

⁵⁵Source: Kankakee County MDT 2011 Proposal Narrative, p. 1.

Figure 5: Kankakee County Logic Model

Problem Statement

1. Lack of a coordinated response among the actors dealing with a sexual assault case. 2. Victims unaware of their rights and what happens during the criminal justice process, contributing to low or slow reporting of assaults. 3. Offenders not held accountable due to backlog of cases, inadequate evidence collection, and insufficient resources for probation monitoring. 4. Victim advocates not treated as knowledgeable resources by other agencies. 5. Hospitals have inadequate training and are not aware of their integral role in evidence collection in sexual assault cases. Prosecutors need timely access to medical records. 6. Lack of a collaborative response to child victims between the CAC and KC-CASA. 7. Secondary victimization resulting from attitudes of law enforcement, community, and prosecution. 8. High staff turnover at agencies and consequent need for ongoing training. 9. Law enforcement's evidence collection, interagency communication, and interaction with victims inconsistent and not adequate for prosecution.



Contextual Factors: Macro level factors include: state budget reductions for victim services, leading to temporary closure of some victim services agencies; perception that SA is a shameful for the victim; staff and juror attitudes related to victim blaming; juror attitudes regarding evidence due to the "CSI" effect, looking for reasons not to convict; police departments in outlying communities may give inaccurate information to victims.

At the individual level, victim attributes include: low-income victims have fewer resources to draw on in rebounding from sexual assault; rural residents have difficulty accessing transportation to needed services; living in small, rural communities discourages reporting; prostitution ("no safe place to go" when they are victimized)

Contextual Factors

Contextual Factors refers to existing variables that define and influence the context in which MDT activities take place. The description of Kankakee County characteristics is one dimension of contextual factors. The remaining discussion of *Contextual Factors* was drawn directly from MDT stakeholder interviews. While these factors are likely to be present in many other communities, including the other MDT sites, the factors indicated below were specifically mentioned by Kankakee County stakeholders.

Demographic and Related Contextual Factors

Of the four study sites, Kankakee County has the smallest population, with 113,449 people in 676.56 square miles. Kankakee County's population is 77.6% white, 15.1% black or other nonwhite persons, making it more similar to Peoria County. Approximately 17% of the population holds a bachelor's degree or higher, which is the lowest percentage of the four sites. The median household income is \$50,484, and 15% of the population is below the poverty level. According to the 2009 Illinois-Uniform Crime Reporting (I-UCR) statistics, Kankakee County reported the lowest number of index offenses (3,458) of the four sites in the study, criminal sexual assaults (67), and aggravated assault/batteries (232)⁵⁶. The City of Kankakee has the largest population in the county with 27,537 persons, followed by Bourbonnais (19,024) and Bradley (14,964).

Stakeholder Identified Contextual Factors

As with the other MDT sites, economic pressures were mentioned by many stakeholders. State budgetary woes led to the closing of KC-CASA for three months in 2010, resulting in the loss of several staff members and severing relationships with many victims. Stakeholders report that those staff losses have taken over a year to be filled, and many of the victims never returned for services.

Stakeholders offered several perceptions that exist in the community related to sexual assault -- that sexual assault is the victim's fault; that evidence should be available that is not, due to the "CSI effect"⁵⁷ (Baskin & Sommers, 2010; Hayes-Smith & Levett, 2011; Shelton, Barak, & Kim, 2011); and that jurors may look for reasons not to convict a defendant. Stakeholders also suggested that some criminal justice professionals still blame the victim, and that inaccurate information is still sometimes given to victims. Some stakeholders perceived less respect in general in society today than in the past, possibly contributing to an atmosphere that could result in sexual offenses. Other stakeholders felt there was a high level of tolerance among teens and young women of inappropriate behavior.

⁵⁶Data from <http://www.isp.state.il.us/crime/cii2009.cfm>.

⁵⁷The "CSI effect" generally refers to the allegation that jurors, who watch *CSI*, or similar television programs, expect and demand scientific forensic evidence be presented at trial, and that these expectations will significantly affect jurors' decision making. Extant research suggests that increased expectations for scientific evidence are based on an overall increase in development and dissemination of technology, not specifically linked to watching crime dramas on TV. However, Shelton, Barak, & Kim (2011) suggest that the "myth" becomes reality in that prosecutors and defense attorneys may alter their own behavior as a result of *their* belief in the CSI effect.

At the individual level, stakeholders noted that many sexual assault victims – as with domestic violence victims – choose not to report the assault. In some cases, this is because the victim does not perceive the event as a crime, does not *want* to believe she was assaulted, or blames herself for what happened. This is especially problematic in acquaintance rape cases, because the victim knew the offender and believes she should have been able to prevent the assault (Alicke, 2000; Davis, Lehman, Silver, Wortman, & Ellard, 1996; Mandel & Lehman, 1996; Miller, Markman & Handley, 2007). Some stakeholders believed that any victim “*with more privilege*” is treated differently in the criminal justice system. Stakeholders specifically mentioned that for prostitutes, there is “*no safe place to go*” when they are victimized. Finally, stakeholders suggested that victims living in small, rural communities were particularly less likely to report, because the community would know both the victim and the offender.

Problem Statement

The Kankakee County MDT identified several specific problems it wished to address with STOP Program funding, as follows:

Offenders not held accountable due to backlog of cases, inadequate evidence collection, and insufficient resources for probation monitoring

These problems are directly related to the capacity of the system to deal with SA cases. The criminal justice system did not have sufficient prosecution resources, training for law enforcement or quality control of evidence, and it had insufficient probation officers to provide adequate monitoring of SA offenders.

Hospital staff members have inadequate training and are not aware of their integral role in evidence collection in SA cases.

Although hospitals must respond to the Illinois Sexual Assault Survivors Emergency Treatment Act (SASETA) with a written protocol and policies for SA cases, the challenge is to keep emergency department staff trained and up-to-date. Such training may require funding for travel, days out of the hospital, and payment for substitute staff. Once an individual person is trained, that person may leave and a new person must be trained, thus incurring the expenses a second time. In addition, in order for the Children’s Advocacy Center to remain accredited, the physician who performs sexual abuse evaluations for the CAC must meet National Children’s Alliance standards related to training and continuing medical education. All of these health care related issues can be difficult to maintain in a smaller community. Further, stakeholders mentioned that prosecutors need timely access to medical records, in order to move the prosecution along as quickly as possible.

Lack of a coordinated response among the actors dealing with a sexual assault case

The lack of a coordinated response to SA leads to ineffective evidence collection by both law enforcement and medical personnel, inaccurate information being given to the victim, and a general lack of understanding and empathy towards the victim.

Victim advocates not treated as knowledgeable resources by other agencies

This problem relates in some respect to “silo” thinking. Many of the criminal justice actors who dealt with SA cases and victims did not recognize the value of collaborating with victim services

agencies. This was more problematic in adult cases than child cases, since the CAC with its own MDT structure in Kankakee County had been in operation since 1994.

Lack of a collaborative response to child/victims between the CAC and KC-CASA

Although KC-CASA opened its doors in 1987 and the CAC began operating in 1994, these two organizations – both of which deal with victims of sexual assault – were not collaborating with each other on cases, even though many of the same criminal justice actors worked on both child and adult cases. It was perceived that more collaboration between these two agencies would be beneficial.

High staff turnover at agencies and consequent need for ongoing training

High staff turnover is a simple fact in many smaller communities and nonprofit agencies, which tend to not offer high salaries, opportunities for advancement, or even benefits (vacation, holidays, and health insurance). Ongoing staff turnover creates the need for institutionalized training processes to handle SA cases. The MDT proposed that it could coordinate that type of training with the assistance of STOP Program funding.

Law enforcement's evidence collection, interagency communication, and interaction with victims were inconsistent and not adequate for prosecution

Kankakee County is a rural county with 14 police departments, most of which are relatively small. These small departments do not have the internal resources to provide the type of ongoing training needed for SA cases. Thus, the MDT proposed that, through the process of meeting with other agencies as a group, law enforcement's evidence collection practices, interagency communication, and interactions with victims would become more supportive of prosecution efforts.

Victims unaware of their rights and what happens during the criminal justice process, contributing to low or slow reporting of assaults

Stakeholders suggested that because victims did not know what would happen during the criminal justice process, and what they saw on TV and in movies was not very supportive of victims, victims either chose not to report or were slow to report. Timeliness of reporting is especially crucial for sexual assault, as evidence of a sexual attack can literally be washed away.

Secondary victimization resulting from attitudes of law enforcement, community, and prosecution

As previously discussed under *Contextual Factors*, should there be a lack of empathy on the part of key criminal justice actors, and throughout the community, this often results in secondary victimization, in which the victim suffers re-victimization through being treated with scorn, hostility, and disbelief. The MDT wanted to reduce such re-victimization when an SA victim chose to report the assault.

Inputs/Resources

Inputs/Resources generally refers to information, staff, funding, protocols, and other materials that inform policy making or practice, as well as participating unfunded partner agencies,

facilities, and other resources devoted to the MDT. The *Inputs/Resources* identified for the Kankakee County MDT include the following:

- Pre-existing collaboration from model guidelines program
- STOP Program funding plus match funding
- MDT funded staff (full or partial STOP funding)
 - Project coordinator housed at KC-CASA
 - Legal/medical advocate
 - Bilingual legal/medical advocate
 - Sheriff's deputy overtime hours
 - Specialized prosecutor
 - Specialized probation officer
- MDT match-funded staff
- Participation of unfunded social service partner agencies, including CAC for child victims
- Unique and current data collection system, created during model guidelines work
- Judicial support and knowledge (e.g., from DV program)
- Pre-existing sexual assault services agency
- Treatment provider for sex offenders has good capacity and well-trained staff

Pre-existing collaboration from model guidelines program

The Kankakee County MDT, like other MDT programs, grew out of pre-existing county collaborations. In this case, Kankakee County had been chosen as a pilot site for the Investigation Manual Model Guidelines for Sex Crimes Investigations. Through that advisory board, cross-training began with law enforcement, KC-CASA, and the Sheriff's Office. KC-CASA staff organized the training events, handled registration, and also participated in the training. The current MDT board grew out of the activities related to the model guidelines advisory board, with many of the same members.

Funding and staffing

For 2011/2012, the total budget for the Kankakee County MDT was \$417,438. This included \$215,004 in federal dollars, \$71,668 in required match funding, and \$130,766 in additional match funding ("overmatch"). Table 8-1 outlines administrative details of the funded positions in 2011/12, including the identity of the employer and where the staff member is physically located. Following is a discussion of the full-time staff who are members of the MDT.

Table 8-1: Positions Funded by Federal STOP Program Funding Plus Match Funding in 2011/12 for the Kankakee County Sexual Assault MDT

<i>Staff Person</i>	<i>Full-Time Equivalent (FTE)</i>	<i>Paid By</i>	<i>Supervisor</i>	<i>Physical Location</i>
Law enforcement:				
Sheriff's deputy overtime*	---	Sheriff's Office	Sheriff's Office	Sheriff's Office
Sheriff's deputy straight time	1.0	Sheriff's Office	Sheriff's Office	Sheriff's Office
Sheriff's Office Supervisor	.12	Sheriff's Office	Sheriff's Office	Sheriff's Office
Victim/advocacy/services:				
Legal/medical advocate*	1.0	KC-CASA	KC-CASA	KC-CASA
Bilingual legal/medical advocate*	1.0	KC-CASA	KC-CASA	KC-CASA
Counselor	.05	KC-CASA	KC-CASA	KC-CASA
Legal/medical advocate	.10	KC-CASA	KC-CASA	KC-CASA
State's attorney's office:				
Assistant state's attorney*	1.0	State's attorney's office (SAO)	SAO	SAO
Assistant state's attorney	1.0	SAO	SAO	SAO
Probation department:				
DV probation officer*	1.0	Probation and Court Services	Probation and Court Services	Probation and Court Services
DV probation officer	.50	Probation and Court Services	Probation and Court Services	Probation and Court Services
TOTAL FTE (PEOPLE)	6.77 (10)			
An asterisk (*) denotes position is fully funded through STOP Program funding.				

Project coordinator

One individual has held the position of project coordinator for a majority of the period under study. She has been with KC-CASA for many years. She worked on the model guidelines collaboration and then became the MDT project coordinator. Initially the position of project coordinator was part-time, but was later made full-time. When hiring the new position, stakeholders mentioned they wanted someone who had worked with victims or had some criminal justice experience, someone who understood the grassroots movement on behalf of SA victims, was victim-centered, had good organizational skills, was a good facilitator, and was comfortable with grants and financial information.

The current project coordinator was credited with creating the MDT collaboration that exists today. She personally visited law enforcement agencies and hospitals to secure their participation. She is relied upon to do the research and "footwork" of obtaining relevant information to relay to the MDT when an issue arises. She assembles the meeting agenda and

materials and facilitates the meetings. She has taken the lead in two major initiatives on behalf of the MDT. First, she personally tried to develop relationships with both hospitals in the county in an effort to improve the ER response to SA victims by encouraging hospital personnel to attend training events and MDT meetings. Second, she has been responsible for developing and maintaining a case-based database that includes information on both victims and offenders. Briefly, the database includes information on both child and adult SA cases and is designed to track over 500 different pieces of information on a case, from reporting through conviction through probation or parole. Data are provided to the CAC, law enforcement, state's attorneys, and probation, and it helps the KC-CASA manage its caseload.

Specialized SA prosecutor

One of the problems identified by the county prior to applying for STOP Program funding was the prosecution's backlog of sexual assault cases when they only had one specialized SA prosecutor. Through this funding, an additional specialized prosecutor was added. One of the specialized prosecutors has been handling SA cases since 2001, and the other one has been a specialized ASA since 2006. They both report an interest in these cases, and have been able to stay in these positions for several years.

Specialized probation officers

The Kankakee County Probation and Court Services Department receives STOP Program funds for one full-time probation officer, and a probation officer with a partial sexual assault caseload is provided through match funding. Prior to the STOP Program funding, one probation officer supervised about 180 offenders, 70 of whom were sex offenders. With the MDT grant, the probation department was able to separate the caseload. Today, the department has two probation officers and a supervisor of the Sex Offender Unit, and appears to have lower caseloads.

Legal/medical advocates

The STOP Program funds allowed KC-CASA to hire two legal/medical advocates, one of which is a bilingual advocate. These advocates provide direct individual legal and medical advocacy, institutional advocacy, crisis intervention, referrals, support, information, and documentation of SA cases involving female victims age 13 and older.

Participation of unfunded social service partner agencies, including CAC for child victims

The MDT meetings are open to both funded and unfunded community agencies. Agencies that regularly participate include the 21st Judicial Circuit Family Violence Coordinating Council (FVCC), the security department at Olivet Nazarene University, Presence Health (formerly Provena/St. Mary's Hospital), Catholic Charities, and the CAC. This structure recognizes that children comprise a high percentage of sexual victims, and services need to be available. As a result of the collaboration between KC-CASA and the CAC, duplicate services have been eliminated. After the initial forensic interview of the child at the CAC, the family is referred to KC-CASA for legal advocacy, and KC-CASA advocates accompany the victim and family to court. KC-CASA legal advocates also attend case reviews at the CAC. In addition, KC-CASA receives a copy of every police report that comes in, even if the child or family chooses not to agree to an interview. In this way, KC-CASA can reach out to the child/family to offer services.

Unique data collection system, created during model guidelines work

The MDT uses ACT!TM software for its database. The database was developed in 1998 as part of implementing the *Model Guidelines and Sex Crimes Investigation Manual* (Law Enforcement Training and Standards Board and Illinois Coalition Against Sexual Assault, 1996). This comprehensive database allows the MDT to track victim characteristics; offender characteristics including demographic information; whether the offender is in jail or prison; tentative release date; aliases; medical information including the name of the nurse and physician; which advocate responded; and actions taken such as sexually-transmitted infection (STI) testing, photographs, or collection of semen; police-related information such as the name of the responding officer, date of arrest, and whether the offender used a weapon; and details regarding the prosecution process such as the judge, hearing dates, and case disposition.

Judicial support and knowledge

Stakeholders suggested that judges in Kankakee County have been very supportive of the MDT's efforts on behalf of victims. There were no data to suggest that judges had met with the MDT or attended any training. Judicial turnover and the possibility of getting a judge who is not as supportive could be a future problem.

Pre-existing sexual assault services agency

Several stakeholders commented that having a SA services agency in the Kankakee community was itself a benefit, as many communities do not have a center. This facilitated the development of the model guidelines advisory board, and then the MDT board. KC-CASA functions as a hub for many local agencies on victim issues. Local stakeholders know that they can get advice from KC-CASA anytime they are unclear on policy or are facing a problematic situation on a case.

Treatment provider for sex offenders has good capacity and well-trained staff

The local treatment provider for sex offenders has been in practice for almost 30 years and has been treating sex offenders for 12 years. As of April 2012, the practice had 46 offenders in four male groups, with two therapists per group.

Activities/Outputs

Activities/Outputs include the specific actions taken by the MDT to address the primary problems with sexual assault cases in their community. *Activities/Outputs* are presented using seven broad categories: Interagency collaboration, Law enforcement, Victim advocacy/services, Prosecution/case processing, Offender accountability (post-conviction), Training, and Community outreach.

Interagency collaboration activities/outputs

Activities/outputs conducted by the Kankakee County MDT that derive expressly from interagency collaboration include the following:

- Monthly meetings with funded and unfunded community agencies, including county police departments
- Ongoing communication among MDT funded and unfunded partner agency members
- Data reports summarize all pending and recent cases

- Ongoing attempts to engage both local hospitals in MDT protocols and activities

Monthly meetings with funded and unfunded community agencies, including county police departments

The Kankakee County MDT meets monthly to discuss issues related to sexual assault, problem solve, conduct case reviews, network to build relationships, and explore training needs. The MDT meets as a unified whole, combining the functions of steering committee and regular MDT workers. All 14 police departments in the county are invited to attend MDT meetings, together with the local Illinois State Police and unfunded partner agencies. Stakeholders describe these meetings as loosely structured, close-knit, and “*like a family.*” If a decision needs to be made by someone with greater agency authority, MDT frontline members indicate they feel comfortable taking those decisions up the line, and in most cases, they have a direct relationship with the head of the agency. Review of pending cases and victims’ needs take place at these monthly meetings. These meetings are also an opportunity to discuss policy changes, training opportunities, protocol revision, and local practice issues. The goals of the MDT are always to avoid secondary victimization for the victim and obtain the best possible evidence to support prosecution of the offender.

Ongoing communication among MDT funded and unfunded partner agency members

Monthly meetings foster good working relationships among the major players, facilitating easier ongoing communication. Nearly all of the stakeholders interviewed exhibited a “big picture” understanding of the role and importance of the MDT, and how the component parts link together when working a sexual assault case. In particular, the project coordinator has been instrumental in bringing local police departments into the collaboration. Even if all departments do not regularly participate in the MDT meetings, they know about the MDT, their staff may have attended a training event sponsored by the MDT, and they are aware of and have copies of the MDT’s protocol for how to handle sexual assault cases. These efforts put a face to the MDT and according to interview data, have encouraged departments that do not usually attend MDT meetings to at least follow the MDT protocols.

Data reports summarize all pending and recent cases

The project coordinator prints out a list of all pending cases each month using the ACT!TM database. Details such as the treating hospital staff, the name of the defense attorney, and the case disposition are included in this report. The database also includes a list of all victims treated by both hospitals and the length of time the advocate was at the hospital with the victim. Further, the MDT tracks pending cases by police department, so that departments can follow-up with the SAO regarding evidence issues.

Ongoing attempts to engage both local hospitals in MDT protocols and activities

One ongoing effort of the MDT is to engage both local hospitals in improving services to SA victims through institutional advocacy.⁵⁸ Through this form of advocacy, members of the MDT meet with executive-level hospital staff to discuss the shared MDT protocol and evidence collection, to engage hospital staff in training activities, and to address concerns regarding the length of time it takes for a victim to be seen. Initial activities included coordinating with the hospitals to call KC-CASA when a SA victim comes to the hospital so that an advocate can talk

⁵⁸ Pence, 2001.

with the victim and any family members, so that hospital staff can address the victim's medical needs. The MDT has also worked with the hospitals to develop an informational packet for victims. Training of hospital staff is an ongoing challenge, as discussed previously under the *Problem Statement*. The MDT has explored the possibility of having trainers come to Kankakee, as this is more cost effective than sending clinical staff away to training, with the idea that even if hospital staff cannot become certified, they will at least have the skills and knowledge. Interview data suggest these efforts are considered “*a work in progress.*”

Law enforcement activities/ outputs

Activities/outputs related to law enforcement include the following:

- Assist with training of patrol officers in initial response protocols
- Evidence quality control and follow-up activities

Assist in training of patrol officers in initial response protocols

Training for law enforcement when handling a sexual assault case addresses several diverse components, including handling the victim with sensitivity while also trying to obtain a statement and pertinent evidence; coordinating with hospital staff; and report writing to provide the SAO with the information needed to effectively prosecute the case. None of the police departments have assigned or specialized sexual assault detectives, but in most cases, the investigator is willing to handle these cases and develop a certain level of expertise. In many cases, the patrol officer will encourage the victim to get immediate medical attention, and then have the victim come to the police department the next day to talk with a detective. In the case of child sexual assault, the detective will attend the forensic interview conducted at the CAC. Stakeholders unanimously maintained the MDT protocol was critical for law enforcement to understand the dynamic of sexual assault and the fears and concerns of victims. This knowledge helps ensure that the interview does not become an interrogation. Stakeholders commented that law enforcement officers can have the same attitudes as the general public – that the victim must have done something to entice the offender. Ongoing police training is critical both to address turnover and also to provide updates on changes in the law or MDT protocol.

Evidence quality control and follow-up activities

A critical activity of the MDT is to maintain quality control of evidence and timely follow-up with victims. As described previously, case evidence is discussed at monthly meetings. The monthly meetings provide an opportunity for ongoing training, and also allow new staff members to meet and begin to form working relationships. The protocol details the steps to be taken when an assault is reported: whether the incident happened the night before or a month ago, for example. This institutionalization of practice across systems is a vital part of the prosecution. The protocol details what evidence might be useful, steps for collecting the evidence (for example, wearing face mask and gloves to avoid evidence contamination), what the role of the advocate is, and what evidence hospital staff should look for.

Victim advocacy/services activities/outputs

According to the Annual Progress Reports, the number of victims served during the grant funding period actually decreased over time, from 202 in 2006 to 146 in 2010. Of the 146

victims served in 2010, 63% were African American, 26% were white, and 4.1% were Hispanic/Latino. A plurality of victims were ages 18-24 (43.2%), followed by ages 13-17 (23.3%), which is strikingly different than the victims served by the domestic violence MDTs. Two victims were over age 60, and two victims had disabilities. Table 8-2 provides information regarding the services to victims offered through STOP Program funding. Again, these data reflect only MDT-related services.

Table 8-2: Victim Services by Kankakee County DV-MDT under STOP Program Funding, 2006-2010

	2006	2007	2008	2009	2010
Total victims served	202	115	163	163	146
Civil legal advocacy/court accompaniment	0	6	11	5	11
Counseling services/support group	81	114	43	21	27
Criminal justice advocacy/court accompaniment	44	37	57	98	52
Crisis intervention	57	44	49	45	39
Hospital, clinic, or other medical response	40	28	37	37	33
Language services			0	7	0
Transportation			0	1	2
Victim/survivor advocacy	23	114	20	41	140
Victim-witness notification	14	17			
<i>Source:</i> Kankakee County Annual Progress Reports: Total Victims served is item 21A in 2006/2007, and 25A and 25B in other years; the remaining rows are item 25A in 2006 and 2007, and item 30 in 2008-1010.					

The Kankakee SA MDT has put substantial efforts toward *Activities/outputs* in the area of victim advocacy/services including the following:

- Review police incident reports and other referrals from all reported sexual assaults in order to contact victims to offer services
- Use legal/medical advocates to keep victims apprised of case status, hearings, logistical support, etc.
- KC-CASA provides general information support to other agencies regarding policy issues

Review police incident reports and other referrals from all reported sexual assaults in order to contact victims to offer services

KC-CASA receives all police incident reports, either by fax, email, or hand delivered. From these reports, advocates can contact the victim to extend services. This function is vital to supporting the victim through the prosecution, since the victim is typically the only witness to the crime. KC-CASA also receives direct calls from victims, who may seek services even if their case is not currently being prosecuted. The agency will provide services to all SA victims, whether or not the assault took place in Kankakee County. Legal advocacy is conducted by KC-CASA staff members, but medical advocates can be volunteers. Volunteers must also go through the 40-hour advocacy training offered through the Illinois Coalition Against Sexual Assault (ICASA).

Use legal/medical advocates to keep victims apprised of case status, hearings, logistical support, etc.

Like domestic violence advocates in other counties, the SA advocates also accompany victims to court. Additional legal advocacy services include informing victims of a number of aspects of the criminal justice system including the following: their rights under Illinois law, criminal justice proceedings and the court process, sex offender registration, orders of protection and civil no-contact orders, victim impact statements, Crime Victims Compensation through the Illinois Attorney General's Office, and statute of limitations law. Law enforcement and SAO stakeholders reported they rely on the advocates both at the time of the assault and throughout prosecution of the case. For instance, if a victim becomes reluctant to speak with police, KC-CASA can get a message to the victim. The SAO relies on KC-CASA to keep victims aware of the case status. In addition, the CAC refers families to KC-CASA for services and to keep the families informed of hearing dates, once the forensic interview of a child/victim has been completed.

Medical advocacy is an additional critical service offered by KC-CASA. Medical advocates go to the hospital, explain to the victim what the exam will consist of, what evidence is being collected, and provide initial counseling. Both local hospitals have developed protocols, required under SASETA, describing steps to be taken in caring for an SA victim. The protocols differ regarding contacting KC-CASA – one hospital protocol provides that KC-CASA will be contacted only if the victim agrees, whereas the other hospital simply states to contact KC-CASA to have an advocate come to the hospital. We have no evidence regarding whether these differences lead to significant differences in the number of victims who receive advocacy support at each hospital.

KC-CASA provides general information support to other agencies regarding policy issues
KC-CASA also engages in general problem solving with community agencies; for example, if a patrol officer requests a point of clarification about policy, or assistance with how to talk with and help a victim. One problem identified by MDT stakeholders is that KC-CASA, as the area sexual assault services provider, was not seen as a valuable resource beyond working with victims. Through the agency's participation with the model guidelines initiative, and then with its leadership of the MDT, KC-CASA advocacy staff are now reported by some to be considered an asset to the community, beyond the services provided to SA victims.

Prosecution/case processing activities/outputs

The Kankakee County court structure has some of the characteristics of a domestic violence specialized court. Two judges handle felony sexual assault cases, but these cases can be heard by other judges if there is a conflict of interest or scheduling conflict. Multiple judges handle misdemeanor SA cases. One judge holds monthly judicial review of sex offenders on probation. Sex offender review is the first Wednesday of each month, and how well an offender is doing on probation and treatment determines if he/she is scheduled for review every month or less frequently. Kankakee County has two specialized prosecutors who use vertical prosecution after charging. Juvenile SA cases are heard by the juvenile court judge.

Activities/outputs related to prosecution efforts and case processing include the following:

- Specialized prosecutors are able to stay up-to-date on evolving policy
- Members of the MDT view forensic interviews conducted by CAC for child victims (not based on STOP Program funding)

Specialized prosecutors are able to stay up-to-date on evolving policy

An important aspect of having specialized SA prosecutors is that they can stay up-to-date on evolving state law and local policy. This is no small task relating to sexual assault, as this area of law changes regularly, including statutory and case law, and sometimes laws are different when the victim is a child versus an adult. There are also statutory provisions relating to charging, punishment, and sex offender registration. The ASAs must be well versed in all legal aspects, while also having the skills and sensitivity to deal with traumatized victims and their families. The current specialized prosecutors have attended model guidelines training sponsored by the state, participated in SANE training, and attended training related to special topics such as DNA evidence, child pornography, and human trafficking.

Members of the MDT view forensic interviews conducted by CAC for child victims (not based on STOP Program funding)

As discussed previously, the CAC conducts forensic interviews of children who allege sexual abuse. Many members of the STOP Program-funded MDT also participate as MDT members for the CAC. The CAC MDT is comprised of the assigned prosecutor, the detective, a medical representative, and a DCFS representative if the child is in foster or residential care. An advocate from KC-CASA also attends, in order to be prepared to provide services to the child/victim and the family following the interview.

Offender accountability activities/outputs

One specific activity identified by the MDT related to holding offenders accountable includes the following:

- Monthly sex offender judicial review docket

Monthly sex offender judicial review docket

Kankakee County has a monthly sex offender judicial review docket, supervised by the same judge who handles domestic violence cases. At that review, the probation office reports on the status of the sex offender regarding compliance with court orders, based on information provided by the treatment provider. If the offender is doing well, he/she may not have to report until the next month. The probation officer, state's attorney, and judge make the decision regarding whether the offender is complying sufficiently in order to avoid coming to the review docket the next month.

Training activities/outputs

Training has been a key activity for the Kankakee County MDT and includes the following:

- Send MDT members to professional training
- Send MDT members to multidisciplinary training

Send MDT members to professional training

All MDT board members reported that STOP Program funding had facilitated their participation at professional training events. The probation officers have attended training sponsored by the American Probation and Parole Association, the Illinois Attorney General's Office, and the Illinois Probation and Court Services Association. The FBI has offered training programs, as well as the Association for the Treatment of Sexual Abusers. Training on special topics, such as human trafficking, has also been attended by MDT members. The local Mobile Training Unit (MTU) has offered training for law enforcement regarding sexual assault issues. Hospital staff have also been funded to attend SANE training. This reportedly resulted in SANE training being conducted at Riverside Hospital and several advocates and volunteers served as simulated patients. This training included a mock trial, which allowed hospital staff to learn much more about the types of evidence needed to prosecute these cases. The National Children's Alliance, which is the accrediting body for the CAC, offers a Medical Training Academy for health care professionals.

Send MDT members to multidisciplinary training

Virtually all MDT board members reported they had participated in multidisciplinary SANE training. Although this training is targeted to nurses, the MDT believed the training would benefit all board members. Several MDT members have participated in "Finding Words," a well-known program for interviewing child/victims of sexual abuse. Members also had the opportunity to attend a Sexual Assault Response Team (SART) convention, which was designed to help teams learn how to work together.

Community outreach activities/outputs

Finally, the Kankakee County MDT has prioritized community outreach efforts, including:

- Collaboration among MDT member agencies in each other's activities
- MDT member agencies present at schools, community fairs, and other community venues

Collaboration among MDT member agencies in each other's activities

MDT board members reported that they frequently participate in each other's community outreach activities. These have included "Walk in Her Shoes," "Hands Around the Courthouse," and "Take Back the Night." They suggested that such participation has a learning effect, in that greater understanding of each other's responsibilities and problems can occur during informal interactions.

MDT board members present at schools, community fairs, and other community venues

MDT board member also present at local schools, have tables at community fairs, and respond to requests for speakers from other organizations. Clearly, the first objective for these activities is to educate the community regarding what constitutes sexual assault and what services are available to victims, family, and friends. Sexual assault has historically been perceived as a shameful occurrence, and the philosophical focus is always to reduce victim blaming and place the burden on the offender. These are also opportunities to speak about how important it is for a victim to report the assault quickly to authorities so that evidence can be preserved. However, a second objective is the ongoing necessity for financial resources and volunteers support many of

the community agencies, including KC-CASA and the CAC. It is hoped these activities will encourage the community to be supportive of the community's social service agencies through donations and volunteerism.

Mid-Term Outcomes

Mid-Term Outcomes describe the short-term results the MDT hopes to achieve as the various activities are implemented. Target populations for the Kankakee County MDT include criminal justice professionals, victims, victim advocates, offenders, and the community. As with other program chapters, because several of the activities may contribute to one *Mid-Term Outcome*, the outcomes have been de-identified from the activities in this section. The reader may refer back to the logic model (Figure 5) to trace the program's theory. The following *Mid-Term Outcomes* were identified by the evaluators using interview data, document review, and observation, followed by findings related to the successes and/or challenges related to that outcome.

Summary Results of Mid-Term Outcomes

As noted previously, for each outcome identified below, a combination of data from interviews, documents and other available data sources is used to draw a tentative conclusion as to the level of success by an MDT in "achieving" an outcome. For each outcome, we use one of the following four categories to summarize the totality of data provided for that outcome: Successful, Mixed success, Not successful and Insufficient data. While empirical data are cited below and used in making these various judgments, the reader should recognize that they are essentially subjective decisions. A total of 27 outcomes are described below for Kankakee County: of those, 15 were judged successful, three were mixed success, none were rated as not successful, and 9 were reported as having insufficient data.

Interagency collaboration mid-term outcomes

The following Mid-Term Outcomes were identified relating to the interagency collaboration overall:

- Improve understanding of local services, the responsibilities of other team members, and other local issues concerning sexual assault
- Create a strong social network of system professionals
- Develop or refine protocols to address specific problems
- Active involvement with unfunded community agencies in addressing SA issues
- Improve monitoring of local sex offender registration
- Enhance victim safety and service coordination
- Reduce duplication of work and improve efficiency
- Identify problems through case tracking
- Maintain database that captures case-related information across partner agencies
- Enhance evidence collection by medical staff
- Improve service provision at MDT attendee's home agency as a result of MDT information sharing

Outcome: Improve understanding of local services, the responsibilities of other team members, and other local issues concerning victimization

Study Finding: Success.

Activities in support of this include the monthly MDT meetings, training provided through STOP Program funding, and participating with each other's activities. Interview data suggest that MDT members take these responsibilities seriously, and endeavor to remain engaged with the MDT and each other. We believe the MDT has been successful with this outcome.

Outcome: Create a strong social network of system professionals

Study Finding: Success.

This is a byproduct of the activities mentioned previously. Stakeholders reported they had regular communication with other members of the MDT, although some communications were more frequent. The SAO had regular contact with all funded member of the MDT. Law enforcement stakeholders reported regular communication with KC-CASA. Probation also had regular contact with law enforcement. We believe a strong social network has been created by the Kankakee County MDT.

Outcome: Develop or refine protocols to address specific problems

Study Finding: Success.

The MDT has been particularly active in developing and refining protocols. MDT members reported that the protocols are reviewed annually. These are then distributed by KC-CASA; most recently, they were distributed on a USB flash drive to all funded and unfunded agencies. The first chapter of the protocol describes the "Teamwork Approach" and gives a short overview of the role of each funded MDT agency. Each sector (law enforcement, medical, CAC, advocacy, prosecution, probation, and Olivet Nazarene University) has a separate chapter. Interview data suggests that MDT members and unfunded agency partners are well aware of this protocol, and use it regularly. The thoroughness of the document, and the commitment of the MDT members to using the protocol, support an assessment that the MDT has been very successful with regard protocol development.

Outcome: Active involvement with unfunded community agencies in addressing SA issues

Study Finding: Success.

The MDT board is active with unfunded community agencies, in two distinct aspects. First, community agencies are invited to the monthly board meetings. This provides for an open flow of information across agencies in order to both improve services to victims and to identify emerging problems. Second, MDT members regularly participate with community events sponsored by community agencies, which provides an opportunity for both learning and relationship building. We believe the MDT has been successful in its efforts to involve unfunded community agencies.

Outcome: Improve monitoring of local sex offender registration

Study Finding: Success.

Improving registration of sex offenders has been a significant activity of this MDT. A subcommittee was formed to work with local police departments to develop a standardized process for registering sex offenders. This resulted in a list of contact persons in each police department who are in charge of sex registration, so that if an offender moves from one

jurisdiction to another, the contact people at the two departments can coordinate making sure the registration is updated. In addition, the MDT protocol requires that probation regularly checks that registration is accurate. We assess the MDT's efforts to improve monitoring of local sex offender registration to be successful.

Outcome: Enhance victim safety and service coordination

Study Finding: Success.

Enhancing victim safety and service coordination has been a primary goal for the interagency collaboration. Several activities are designed to support this goal. First, the monthly meetings are the centerpiece of the MDT. They are designed to bring everyone together in a loosely-structured, collaborative structure to share information, identify problems, and assess case development. One result of this is that law enforcement as well as the hospitals know that they should call KC-CASA right away to get assistance and support for the victim. Law enforcement officers reported that sometimes KC-CASA arrives at the scene before the police. Second, the MDT has developed and annually reviews a comprehensive protocol. Third, prosecution and probation have worked with KC-CASA to develop policies and procedures for advocacy to contact victims regarding hearings and the status of their cases. Interview data suggest that for this MDT, the quantitative numbers are less important than how victims were handled. One stakeholder commented:

At the end of the day, is the victim going to be satisfied with what we've been able to do? Were we there when that person needed us? Were we able to give them the information they needed?

Based on the interview data, and on the significant effort put into protocol development and training, we feel the MDT has been successful in enhancing services to SA victims.

Outcome: Reduce duplication of work and improve efficiency

Study Finding: Success.

As mentioned previously, through the MDT, the CAC and KC-CASA organizations have worked together to integrate their services while being sensitive to the outside funding requirements⁵⁹, so that after the forensic interview of the child/victim is completed, the family is referred to KC-CASA for further services and to monitor the offender's case. Another area where duplication has been reduced is through collaboration with the SAO. Prior to the MDT, the ASAs would have to go to each agency and educate them regarding what is needed in the way of evidence, and then work separately with KC-CASA to get services for the victim. Through the protocol, these practices are streamlined and some of these issues can also be discussed at the monthly MDT meetings. In addition, the ASA has a direct relationship with more of the officers and advocates, reducing the need to track down the correct person to talk with about a case. KC-CASA and the probation department have also developed ways to information share regarding an offender who is serving a probation sentence, so that KC-CASA can get information to the victim to keep her safe. Based on the interview data, we assess the MDT's efforts to reduce duplication of work and improve efficiency as a success.

Outcome: Maintain database that captures case-related information across partner agencies

⁵⁹ i.e., STOP funded services apply only to victims age 13 and older.

Study Finding: Success.

As described previously, the database used by the MDT was developed in 1998, and has been refined over the years to add new data fields to address changing law, policy, and social behaviors (such as sexting). Stakeholders reported the data have been used to address issues beyond the MDT; for example, to inform judges regarding the number of continuances in a case, and to link offenders by their typical mode of operations. While the database is a powerful tool for the MDT to track a great deal of data, it is only accessible by KC-CASA staff, and is kept current primarily by the project coordinator. With this one drawback, we believe the MDT has been successful in maintaining a database that captures important information to be used by all partner agencies.

Outcome: Improve evidence collection by medical staff

Study Finding: Mixed success.

Providing training opportunities to enhance evidence collection by medical staff has been a key focus for the MDT. SAO representatives report there is an ongoing need for training around evidence collection and report writing, due to regular staff turnover. The MDT is exploring the possibility of bringing training opportunities to Kankakee, as the challenges for sending medical staff away for training are substantial. This was mentioned by stakeholders as a problem prior to the MDT, and continues to be problematic. The MDT protocol includes a four-page checklist to be used by health care professionals. The protocol also includes the policy and procedures documents from both local hospitals. These two documents are very different. One is much shorter than the other, and does not appear to reflect efforts to collaborate on evidence collection with law enforcement. The other hospital policy specifically notes that the Illinois Department of State Police Evidence Collection Kit (I-SPECK) is to be used. This is an issue in which hospital bureaucracy, and the role of contractual physicians, are so different from problems encountered in the criminal justice system that efforts to address this specific problem are complicated. Interview data suggest that one hospital has participated more consistently with the MDT than the other, through attendance by a staff person at MDT meetings.

From our review of program documentation and interview data, we believe the MDT's success relating to improving evidence collection by medical staff is mixed. MDT members have attempted to engage the hospitals in training and other activities, but these have not always produced positive results. As they readily admit, this is an issue that will require continued attention in the coming years.

One issue raised by stakeholders is that funding has largely addressed training for law enforcement, including payment for overtime. According to the MDT members, funding has not been available to provide overtime for hospital staff. Expanding the focus of funding to include hospital staff may be essential to the success of the Kankakee County MDT's efforts with health care in the coming years, and with other programs around the country as health care policy and funding continues to change.

Outcome: Improve service provision at MDT attendee's home agency as a result of MDT information sharing

Study Finding: Mixed success.

One stakeholder commented that attitudes at his agency had changed because *he* is the head of the agency, and *his* attitudes had changed as a result of attending training and participating on the MDT. Law enforcement stakeholders were in agreement that their participation on the MDT has had an effect on their agency. Participants from the unfunded partner agencies also related situations in which their participation on the MDT had been beneficial to their agencies. Stakeholders consistently noted concerns with the health care response, however. As discussed previously, it has been difficult for the MDT to maintain adequate support from health care leadership, and there is a considerable amount of turnover. Some stakeholders expressed concern that, because there are so few hospital personnel trained in sexual assault cases, when a victim goes to the emergency department, they are likely to be confronted with a situation which is re-victimizing. Based on this interview data, we evaluate the MDT's success on this outcome as substantial, with the caveat that the health care system has been less responsive than other agencies.

Law enforcement mid-term outcomes

The MDT board identified the following Mid-Term Outcomes related to law enforcement:

- Enhance evidence collection to support prosecution of SA offenders
- Improve initial law enforcement response to sexual assault victims
- Law enforcement testimony will be better aligned with victim testimony

Outcome: Enhance evidence collection to support prosecution of SA offenders

Study Finding: Mixed success.

As discussed previously, the MDT has attempted to address the issue of improving evidence collection through training of law enforcement officers, through continued refinement and use of protocols specifically detailing actions to be taken in SA cases, and ongoing review of procedures or problems at monthly MDT meetings. Although there are no quantitative data available on what exact evidence was collected in specific cases, we can review the numbers of cases declined for prosecution due to evidence problems, including witness not available. According to the data provided in Table 8-3, the percentage of cases declined due to insufficient evidence actually *increased* during the three years for which data were available. However, these figures may result from random variation, and may level off in the future.

Table 8-3: Cases Declined Due to Insufficient Evidence or Victim Unavailable in Kankakee County, 2008-2010

	2008	2009	2010
Case declined due to insufficient evidence	9/48 (18.8%)	11/77 (14.3%)	21/81 (25.9%)
Case declined due to insufficient evidence / victim unavailable OR request of victim / victim safety	6/48 (12.5%)	24/77 (31.2%)	20/81 (24.7%)
Source: Annual Reports items 37A and 37B . Denominator is case referrals received for sexual assault: 37A(a).			

We can also look at the percentage of cases accepted for prosecution, on the assumption that cases are carried forward in part due to strong evidence. Table 8-4 below indicates that the

conviction rate actually *decreased* from 89.3% in 2008 to 74.4% in 2010, but the decline was not consistent over those years. One explanation for this might be that the SAO is in fact accepting more cases in the hopes the evidence will support prosecution; 2009 and 2010 data show some increase in the number of accepted cases, compared to earlier years.

Table 8-4: Prosecution and Conviction of Sexual Assault, Domestic Violence and Related Cases in Kankakee County, 2006-2010

	2006	2007	2008	2009	2010
Number of MDT-funded specialized Assistant State’s Attorneys	2.0	2.0	2.0	2.0	2.0
Number of SA cases referred to SAO	43	30	48	65	81
Number and percent of SA cases accepted for prosecution (prosecution rate)	31/43 (72.1%)	20/30 (66.7%)	28/48 (58.3%)	43/65 (66.2%)	39/81 (48.1%)
Number and percent of cases convicted (conviction rate)	Data unavailable	Data unavailable	25/28 (89.3%)	26/43 (60.5%)	29/39 (74.4%)
<i>Source:</i> Kankakee County MDT Project Coordinator.					

Although the MDT did not suggest this as an outcome, we believe it is appropriate to discuss conviction and prosecution rates. The data in Table 8-4 suggest that the percentage of SA cases accepted for prosecution has declined, from 72.1% in 2006 to 48% in 2010. At the same time, more cases are being referred to the SAO, more victims are reported as unavailable (Table 8-3). Thus, we can propose the possibility that law enforcement is taking a chance by referring more cases, perhaps with more physical evidence but without the victim’s participation, leading to a decreased prosecution rate. It would be necessary to have baseline data on convictions from a period prior to the funding in 2004 in order to assess whether the additional ASA produced an increase in convictions.

Thus, we are presented with contradictory results. Interview data consistently supports that law enforcement is doing a better job collecting evidence to support prosecution. But Table 8-3 data show an increase in cases declined for evidentiary reasons. In the absence of better quantitative data related to quality of evidence, but given the substantial efforts of the MDT in this regard, we conclude the MDT’s success in this regard is mixed. We encourage the MDT to collect more quantitative data in order to support their efforts in this regard.

Outcome: Improve initial response to sexual assault victims

Study finding: Success.

Again, this has been a primary objective for the MDT, which has engaged law enforcement in training activities, protocol development, and monthly MDT meetings. While data collection from victims is beyond the scope of this study, based on the interview data and the substantial efforts put forth by the MDT, we assess the MDT’s efforts regarding improving law enforcement response to SA victims to be successful.

Outcome: Law enforcement testimony will be better aligned with victim testimony

Study finding: Insufficient data.

Stakeholders identified this as a desired outcome for its law enforcement efforts. Presumably, this is related to improved report writing as well as evidence collection, in that the patrol officer initially responding to the victim and the detective investigating the case will collect evidence that will support the victim's testimony, and the written report will be aligned with the victim's testimony. However, we have no data to assess this outcome.

Victim advocacy/services mid-term outcomes

Mid-Term Outcomes identified through interview and documentary data related to victim advocacy/services include the following:

- Improve victim cooperation with prosecution process
- Improve follow-up with victim following incident
- Increase victim understanding and reduce fear of the court system

Outcome: Improve victim cooperation with prosecution process

Study finding: Insufficient data.

The data in Table 8-3 also provide some clue as to whether victim cooperation with the prosecution process has improved through the MDT's efforts. These data – cases declined due to victim unavailability or victim safety -- show a substantial jump from 2008 to 2009, and a slight decline in 2010. However, as indicated in earlier chapters, we are concerned about the validity of these data overall regarding reasons for declining prosecution. Disregarding the year 2008 figures, it would appear that about one quarter of victims on average decline to participate in the prosecution. Based on the interview data, we believe there has been some improvement in victim cooperation with prosecution, but we cannot make a claim as to the extent of that improvement.

Outcome: Improve follow-up with victim following incident

Study finding: Success.

This is another area which has been a primary focus for the MDT. The MDT was designed to improve interagency collaboration around providing victim services, including improved follow-up after the incident. The medical protocol requires the advocate to arrive at the hospital within 60 minutes, and to follow-up with the victim following the medical exam within 48 hours. Interview data suggest that follow-up with victims has improved in many areas. We believe the MDT has been largely successful toward achieving this goal.

Outcome: Increase victim understanding and reduce fear of the court system

Study finding: Insufficient data.

Again, the MDT has engaged in several activities designed to help the victim through the criminal justice process, including training, protocol development and implementation, and using STOP Program funding to address staffing needs. However, we have no victim survey data or other data with which to assess this goal. We encourage the MDT to explore measures to address this outcome, as it is important and can be useful in community outreach and funding activities.

Prosecution/case processing mid-term outcomes

Mid-Term Outcomes related to prosecution/case processing for this MDT include the following:

- Reduce length of time from incident to conviction
- Minimize number of interviews for child/victim (not STOP funded)

Outcome: Reduce length of time from incident to conviction

Study finding: Insufficient data.

The MDT specifically wanted to reduce the length of time from incident to conviction, in order to reduce the burden on the victim and also swiftly hold the offender accountable. The original and subsequent grant proposals were designed to have an additional ASA to prosecute these cases. According to stakeholders, many people think as soon as the victim reports an incident to the police, the police can immediately arrest the offender, which is not the case. These cases take another three weeks, maybe longer, to conduct a thorough investigation before making the arrest. Sometimes it is then another two years for the court process to conclude. However, through training and review of pending cases at the MDT meetings, the MDT attempts to lessen that time period. We have no baseline or current data on the period of time it takes for a case to make its way through the system. Stakeholders believe the period of time is shorter. However, we cannot draw conclusions regarding this outcome.

Outcome: Minimize number of interviews for child/victim (not STOP funded)

Study finding: Success.

This outcome is not a direct result of STOP Program funding, since this funding is limited to serving victims age 13 and over. In order to become accredited by the National Children's Alliance (NCA), a CAC must meet accreditation standards, which include providing a child-friendly facility, a multidisciplinary team (MDT) response to child abuse allegations, cultural competency, medical evaluations, therapeutic services, and victim support and advocacy (Hill, 2008). Thus, the local CAC had an MDT in place prior to the STOP Program MDT to address child sexual assault. However, many of the players are the same. Our review of the data supports that the STOP Program MDT has strengthened the CAC's efforts.

Offender accountability mid-term outcomes

Interview data and document review uncovered the following Mid-Term Outcomes related to offender accountability:

- Improve monitoring of offender compliance
- Improve offender empathy toward victims
- Increase compliance with court orders
- Improve offender accountability for noncompliance with court orders

Outcome: Improve monitoring of offender compliance

Study finding: Success.

Under the MDT grant, the Probation and Court Services Department was able to create a Sex Offender Unit with one officer dealing with offenders who had victims 13 years of age and older (the MDT position) and one officer who deals with offenders whose victims were younger than

age 13, together with a supervisor. Table 8-5 provides monitoring data on probation officer contacts with offenders from 2006-2010 from the Annual Progress Reports.

Table 8-5: Probation Officer Contacts with Offenders in Kankakee County by Year and by Type of Contact, 2006-2010

	2006	2007	2008	2009	2010
<i>Face-to-face meetings with offenders</i>					
Number of offenders	79	1,854	124	150	127
Number of face-to-face meetings	119	1,677	1,343	1,450	1,073
Contacts per offender	1.5	.9	10.8	9.7	8.4
<i>Unscheduled surveillance of offenders</i>					
Number of offenders	2	1,854	13	34	10
Number of unscheduled surveillance contacts	1	1,677	14	48	17
Contacts per offender	.5	.91	1.1	1.4	1.7
<i>Telephone contacts</i>					
Number of offenders	53	1,854	95	138	83
Number of phone contacts	179	535	327	325	185
Contacts per offender	3.4	.29	3.4	2.4	2.2
<i>Source:</i> Kankakee County Annual Progress Reports. Q41 in 2006-2007, Q53 in 2008-2010.					

Some conclusions can be drawn, disregarding the aberrant 2007 figures for surveillance. Officers generally meet monthly with offenders on a face-to-face basis. For a few offenders, probation officers do some type of unscheduled surveillance event at some point during a year. Phone contacts are more frequent than unscheduled surveillance, once every 4 to 6 months, but less frequent than face-to-face visits.

Outcome: Improve offender empathy

Study finding: Insufficient data.

One source of data to address this outcome is the number of offenders who successfully complete probation and treatment. Data provided in Table 8-6 suggest that the percentage of probationers who completed probation with no violations is essentially level over the funded grant years. We know that 32 offenders have completed treatment over the period under study (not shown). However, the numbers do not tell us whether an offender's empathy has increased. In sum, we have no conclusion regarding this outcome.

Outcome: Increase compliance with court orders

Study finding: Insufficient data.

This outcome specifically addresses offender compliance with court orders. Table 8-6 data indicate that the percentage of offenders who completed probation *with* violations is essentially

level over the grant years. The numbers bounce around, likely due to the ebb and flow of offenders completing probation and new offenders coming on to probation caseloads. Given these data, no conclusion can be drawn.

Table 8-6: Kankakee Sexual Assault Probation Caseload and Probation Completion Status, 2006-2010

	2006	2007	2008	2009	2010
SA number of continuing offenders*	21*	22*	28	35	38
SA number of new offenders*	8*	13*	19*	11	11*
<i>Total offenders monitored per year</i>	29*	35*	47*	46	49*
Est. caseload for 1.5 specialized probation officers	19.3	23.3	31.3	30.7	32.7
Number and percentage who completed probation without violations (a)	4/29 (13.8%)	85(b)	4/47 (8.5%)	9/46 (19.6%)	7/49 (14.3%)
Number and percentage who completed probation with violations (a)	3/29 (10.3%)	40(b)	6/47 (12.8%)	3/46 (6.5%)	6/49 (12.2%)
Number not completing probation	23/29 (79.3%)	---	34/47 (72.3%)	33/46 (71.7%)	33/49 (67.4%)

*These numbers are provided by the Probation and Court Services Department. Through the course of the evaluation, we uncovered errors in the Annual Progress Reports. Thus, the numbers presented here represent the number of continuing offenders at baseline in January of each year, plus the adjusted number of offenders for each subsequent quarter, for a total count of continuing offenders annually.

(a) Calculated by dividing the number of probationers who completed probation by the sum of continuing plus new offenders.

(b) We assume this is a reporting error in the Annual Reports, since the numbers are substantially divergent. The same result was found for year 2007 data in Table 8-5.

Source of remaining data: Kankakee County Annual Progress Reports (Q52)

Outcome: Improved offender accountability for noncompliance with court orders

Study finding: Insufficient data.

The assumption behind this outcome is that weekly judicial review meetings, combined with specialized sexual assault caseloads, will improve efforts to hold the offender accountable for noncompliance with court orders. Stakeholders believe these efforts have resulted in improved offender accountability. Table 8-7 provides data on probationers who violate their probation for 2006-2010. In 2010, for example, Table 8-7 shows that there were 17 total probation violations; of those, 13 had their probation revoked and/or were incarcerated; two had other conditions added to their original probation order; and, for two there was no action taken. Looking at the two probation revocation rows in Table 8-7, there is no pattern emerging with respect to whether revocations are increasing or decreasing over the five MDT years.

Table 8-8 shows some additional detail on reasons for probation violation. Again using 2010 as an example, we see that seven violated an order of protection; two of the 17 committed a new

crime; two failed to attend the PAIP program; three others failed to attend another treatment program that they were mandate to attend; and the other three violated some other condition. If we disregard the apparently erroneous year 2007 data, no patterns emerge in this table as to reasons for probation violations during the MDT grant years. Based on these data, no conclusion can be drawn with respect to achieving the outcome of improved offender accountability.

Table 8-7 provides descriptive information regarding the outcomes of probation violations in Kankakee County from 2006-2010.

Table 8-7: Probation Violation Outcomes in Kankakee County, 2006-2010

	2006	2007(a)	2008	2009	2010	Totals
No action taken	1 (9%)	21	1 (10%)	0	2 (11.8%)	25 (9.9%)
Verbal/written warning	0	0	0	0	0	0
Fine	2 (18.2%)	0	0	0	0	2 (.8%)
Conditions added	4 (36.4%)	76	1 (10%)	1 (12.5%)	2 (11.8%)	84 (33.2%)
Partial revocation of probation	3 (27.3%)	21	8 (80%)	3 (37.5%)	0	35 (13.8%)
Probation revoked/incarcerated	1 (9%)	89	0	4 (50%)	13 (76.5%)	107 (42.3%)
TOTAL	11	207	10	8	17	253

(a) As noted in tables above, year 2007 data are discrepant.

Source: Kankakee County Annual Progress Reports (Q42 in 2006 and 2007; Q54 in 2008-2010). Counts of violation dispositions reflect reporting period regardless of when the violation occurred

Table 8-8 provides information on what led to the probation violations from 2006 to 2010, the outcomes of which are reported above.

Table 8-8: Type of Probation Violation in Kankakee County, 2006-2010

	2006	2007	2008	2009	2010	Totals
Protection order violation	0	0	1	0	7	8 (3.2%)
New criminal behavior	0	75	0	1	2	78 (30.8%)
Failure to attend mandated offender treatment program (not BIP)	1	45	0	1	3	50 (19.8%)
Failure to attend batterer intervention program (BIP)	---	---	0	0	2	2 (.8%)
Other condition of	10	87	9	6	3	115

probation						(45.5%)
<i>TOTAL</i>	<i>11</i>	<i>207(a)</i>	<i>10</i>	<i>8</i>	<i>17</i>	<i>253</i>
(a) We assume this 207 is a reporting error <i>Source:</i> Kankakee County Annual Progress Reports (Q42 in 2006 and 2007; Q54 in 2008-2010). Counts of violation dispositions reflect reporting period regardless of when the violation occurred						

Training mid-term outcomes

Mid-Term Outcomes related to training activities include the following:

- Reduce victim blaming and improve professional expertise when responding to SA victims
- Improve evidence collection, documentation, and report writing by law enforcement and hospital personnel
- Improve collaboration and team processes

Outcome: Reduce victim blaming and improve professional expertise when responding to victims

Study Finding: Success.

According to the Annual Progress Reports, the Kankakee County MDT has sponsored several training events (Table 8-9). In addition, as described previously, the MDT was able to fund several of its board members to attend outside training specifically related to sexual assault. To effectively evaluate this outcome would require some form of pre/post assessment relative to attitude and knowledge change. On the other hand, interview data suggest that these various training opportunities have changed attitudes of criminal justice actors and improved their response to victims. Given the number of people trained over the years, and the findings from the interview data, we believe the MDT has been largely successful in reducing victim blaming and improving the professional expertise of MDT partners.

Table 8-9: Training Activities Sponsored by the Kankakee County MDT, 2006-2010

	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Number of events	11	21	3	10	15
Number of participants	61	48	99	228	29

Source: Kankakee County Annual Progress Reports (Q11 and Q12)

Outcome: Improve evidence collection, documentation, and report writing by law enforcement and hospital personnel

Study Finding: Success.

Although the MDT has been active in creating training opportunities for its members, the issues of evidence collection, documentation, and report writing require ongoing training for new employees, as well as refresher training for all employees. The MDT has made substantial efforts to provide training; however, it is clear that financial resources are needed to keep up with the demand. Again, to effectively evaluate this outcome would require pre/post-training

assessment. The findings from the interview data suggest that the MDT's efforts in this regard have been successful, but regular funding will be needed to maintain this level of performance.

Outcome: Improve collaboration and team processes

Study Finding: Success.

Board members mentioned that they were able to attend a SART conference in Texas, which provided the opportunity to meet with sexual assault response team members from other states and learn about other teams' activities. Stakeholders consistently commented that these types of opportunities are very helpful in improving collaboration and team processes. We believe the MDT has been successful in using its training funding to achieve this outcome.

Community outreach mid-term outcomes

Community outreach Mid-Term Outcomes identified by the MDT include the following:

- Increase expertise of community organizations, the general public, and victims regarding SA prevention, SA services, and the criminal justice process
- Potential jurors are less likely to blame victims and more willing to convict defendants

Outcome: Increase expertise of community organizations, the general public, and victims regarding SA prevention, SA services, and the criminal justice process

Study Finding: Insufficient data.

Efforts by MDT board members and unfunded partner agencies to participate in public events are designed to educate other organizations, the general public, and victims regarding issues related to sexual assault. Such efforts would hopefully have the effect of also reducing fear of the criminal justice process by victims, in order to encourage them to report and do so more quickly. While stakeholders offered these objectives, we have no data to assess the success of the MDT regarding these outcomes. It will be beneficial for the MDT to begin to collect data on how many community organizations were visited, approximately how many people attended, how many brochures or business cards were distributed, and other means of measuring the MDT's efforts in this regard.

Outcome: Potential jurors are less likely to blame victims and more willing to convict defendants

Study Finding: Insufficient data.

While stakeholders offered this as an important outcome, we do not have data on how many offenders went to trial in order to see if there is an upward trend in trial convictions.

Long-Term Impacts

Long-Term Impacts are the intended, longer-term results of MDT activities. These are often the broad goals of the program, which may be known only years after the program is completed. We have little data to assess these impacts. However, based on our analysis of the *Mid-Term Outcomes*, we can provide some preliminary assessment. We will also make some recommendations regarding future measurement. The following *Long-Term Impacts* were identified by the Kankakee County MDT, which can be categorized as follows:

Interagency collaboration

- ❖ Institutional advocacy will improve the response of hospital facilities.
- ❖ Reduce secondary victimization through better collaboration between victim services and law enforcement.

Prosecution

- ❖ Increased convictions resulting from better physical evidence, better interviews, and increased victim engagement.

Victim services

- ❖ Victims will be more likely to report the incident and will do so in a timely manner.

Offender accountability

- ❖ Reduce recidivism through increased monitoring and treatment services

Community impacts

- ❖ Reduce incidence of sexual assault
- ❖ Reduce public attitudes of victim blaming in sexual assault cases
- ❖ Increase public willingness to give time, money, and resources to support victim services agencies
- ❖ More enlightened public attitudes regarding sexual assault

Institutional advocacy with hospitals and law enforcement

The MDT has made considerable effort to engage in institutional advocacy with the local hospitals. These efforts have been successful to some extent, such as including the hospitals in the sexual assault protocol. However, lack of funding for training, turnover of executive and frontline staff, and lack of responsiveness by the hospitals has inhibited efforts to fully engage the hospitals. This is an area stakeholders admit will continue to be an urgent need. However, the evidence suggests that efforts to reduce secondary victimization through better collaboration between victim services and law enforcement have been very successful.

Law enforcement and prosecution

Interview data support that law enforcement is conducting better interviews, and hopefully this will eventually result in increased victim engagement. We encourage the MDT to begin collecting data on physical evidence collected in these cases, which will not only facilitate internal evaluation but will also be useful in educating law enforcement. We do not have data related to public attitudes of victim blaming. Again, data relating to jury trial outcomes will help address this goal. However, it is also possible to conduct community-wide surveys, which would not only provide baseline data but could also begin a concerted community outreach project to educate the public about both sexual assault and domestic violence.

Victim services

To assess this impact, it will be necessary to collect data from the victim on the approximate date of the assault and then the date the assault was reported. The MDT already has a database in which this type of data can be collected. And although the MDT collects a substantial amount of data related specifically to sexual assault, it would be helpful for community agencies to collect

more detail on donations, volunteers, and other resources provided by the public, in order to assess the effects of community outreach on these measures.

Effects on the community

We do not have data on individual offender recidivism, although the Annual Progress Report data suggest that offender monitoring has increased. We can, however, look at crime rate and arrest rate trends for sexual assault for Kankakee County. The I-UCR collects state and county data on criminal sexual assault (data not available for intimate partner violence.) The I-UCR reports for 2002-2009 (Table 8-10) indicate the following:

Table 8-10: Criminal Sexual Assault and Arrest Rates in Kankakee County, 2002-2009

	2002	2003	2004	2005	2006	2007	2008	2009
Criminal sexual assault rate	68.1	62.1	70.1	71.8	43.5	41.3	55.1	59.5
Arrest rate	24.9	36.3	28.4	28.9	20.4	12.8	24.4	18.7

Source: Illinois-Uniform Crime Reports (rate per 100,000)

These data suggest a fairly consistent rate of criminal sexual assaults over the eight-year time span, although the rate drops somewhat from 2006 to 2009. The arrest rate pattern is varied. By themselves, they do not provide evidence that the MDT’s efforts have resulted in a reduced incidence of sexual assault. However, these numbers exist in the context of reporting by the victim, and then the success of law enforcement in locating and arresting the alleged perpetrator. We know that rape is a severely underreported crime (Baumer & Lauritsen, 2010; Taylor & Norma, 2012; Spohn & Tellis, 2012), and we have no data on how many offenders leave the area or simply remain unidentified and, therefore, are not arrested. It may be that the MDT’s efforts will have a significant impact on individual victims and offenders, but cannot substantially affect the overall incidence because so many factors – not under the control of the MDT – are involved.

Discussion

Critical Elements of the Kankakee County Sexual Assault MDT Model

Three elements appear to be critical to the success of the Kankakee County MDT model:

- Consistency in membership
- Active protocol development, implementation, and revision
- The “Team” approach

Consistency in membership

Many of the members of this MDT have been working collaboratively together for many years; in some cases, over 10 years. This MDT appears to have been very consistent in its operations from the receipt of initial funding in 2004 to the present time. The project coordinator is the same person, one ASA is the same, supervision at the probation department has remained consistent, and many of the other members have remained the same. This consistency contributes to an easy flow of communication among board members, as well as enhances the institutionalization of the MDT’s work and philosophy within member agencies.

Protocol activities

The MDT has made protocol development, implementation, and revision a priority. This has resulted in a very detailed protocol, which was disseminated to all MDT members on a flash drive in 2011. As previously discussed, there is a chapter in the protocol for each sector, with a step-by-step checklist for actions the criminal justice or health care professional should take. For example, the protocol specifies that when a presentence investigation report (PSI) is ordered for a defendant, the probation officer must check to see if there is a victim impact statement on file. The law enforcement checklist has instructions for the dispatcher, patrol officer, evidence technician/supervisor/officer in charge, and investigator. This is one of the most comprehensive and yet usable protocols reviewed as part of this study. We believe this is also a good example of institutional advocacy. Stakeholders indicated they have been asked by other jurisdictions to provide training on how to implement a sexual assault MDT, and this protocol is one that potential sites should consider. The Table of Contents for the protocol is included at the end of this chapter (Table 8-10).

The “Team Approach”

The Kankakee County MDT appears to be a very close-knit group. Police chiefs and advocates come to the table more or less as peers and speak together as friends, but with an understanding that all are committed to the goals of providing better services to victims and holding perpetrators accountable.

One aspect that makes this particular collaboration strong is the dedicated and respectful relationship between law enforcement and advocacy. Stakeholders frequently commented that other SA agencies were surprised that KC-CASA has such a strong relationship with law enforcement agencies in the county, to the point that members have attended national training events together. Other aspects that make this team particularly strong include the following:

- An openness in MDT meetings, a feeling that problems can be brought to the table and resolved without personal affront
- A commitment to training
- Participation in other agency’s activities
- Monthly meetings with both funded and unfunded partner agencies

We have little doubt that part of what makes this MDT work so well is that it exists in a smaller community. However, we have also discovered that even small, closely-knit communities encounter challenges that exist in much larger communities, such as how to work with bureaucracies that are not interested in sexual assault, how to change public perception of sexual assault victims, and how to maintain services in a struggling economy.

Challenges

The MDT also appears to have encountered these specific challenges:

- Maintaining momentum and staff turnover
- Institutional advocacy with the hospitals

- Funding

Maintaining momentum and staff turnover

Stakeholders noted that one of the biggest challenges for the MDT is keeping people at the table. In a small community, many of the same people are called upon to attend many different meetings, and the challenge is to have the MDT continue to be a priority. Another aspect of maintaining momentum is staff turnover. Turnover has been a challenge at KC-CASA, but also at police departments and the local hospitals. The regular rotation of police officers causes some disruption in that new relationships need to be formed. With the hospitals, the institutional commitment to the MDT is uneven. Over the years, an emergency department director may be involved and participate on the MDT but then leave, and the next director is not interested in participating. Thus, keeping the MDT a priority and staff turnover are two elements affecting momentum. The project coordinator has played a key role in keeping agencies involved.

Institutional advocacy with the hospitals

Institutional advocacy with the medical field has been a challenge. Stakeholders noted that the rape kit is a key piece of evidence, and sometimes victims will wait two to three hours before getting processed, which can decrease the victim's willingness to participate with prosecuting the offender. There have also been accreditation concerns for the CAC related to having the services of a properly certified physician. Each hospital has a protocol that is approved through the Illinois Sexual Assault Survivors Emergency Treatment Act. The problem has been getting the hospitals on board with the MDT.

Funding

As with other MDT sites, funding is a critical challenge. This MDT has used its STOP Program funding to focus on key staffing needs and training opportunities. If STOP Program funding ended, the government positions (law enforcement, probation, prosecution) might have to seek funding from the county board, and it is unclear that such funding would be available. The challenges for funding at KC-CASA are considerable. As a not-for-profit agency, KC-CASA can seek charitable donations, but these have decreased due to the national economic recession. Interview data suggest that if the project coordinator position was lost, or if KC-CASA closed its doors, the MDT would not continue to function.

Data Collection and Building Evaluation Capacity

As described previously, the MDT has a comprehensive database, housed at KC-CASA, to track all child and adult sexual assault cases, keep track of hearing dates in order to notify victims, and review the status of cases at its monthly meeting. The project coordinator uses this database to keep individual MDT board members apprised of case status and to generate quarterly reports required by STOP Program funding. The database is a powerful tool both for internal evaluation and to identify system trends that may not be readily apparent. It provides quantitative data to support the qualitative observations of MDT members as they go about their jobs. Stakeholders consistently mentioned the database as being of great value to the MDT.

Of the four MDT programs in this study, this is the only site with a database that can both track individual cases and from which data can be extracted for reports fairly readily. However, maintaining the database takes a substantial amount of the project coordinator's time. It also is

not accessible by other agencies, so the burden is completely on the project coordinator. Because of this, we encourage the MDT to explore ways to expand access to at least some portions of the database, to assist the project coordinator with keeping the database current.

Future Plans

Stakeholders consistently brought up training as part of their vision for the future, in two directions. First, they believe that having funding to continue training local law enforcement, advocates, and hospital staff is critical, in order to address turnover in MDT membership. In some cases, training is made available through local services, such as the Mobile Training Unit. In other cases, funding has been used to send MDT members to training events and conferences. Stakeholders were adamant that such training needs to continue.

However, stakeholders are also very interested in *providing* training to other sexual assault MDTs. There have been requests from other counties, and MDT members have provided assistance to a couple of counties. However, this (again) requires funding for travel, as well as days away from the office. The MDT sponsored one training event and charged a small registration fee, making a small profit. This is one way in which the MDT could raise funds for its own activities while also serving the cause of teaching others how to use a multidisciplinary collaboration to provide better services to victims and hold perpetrators accountable.

The Kankakee County sexual assault MDT has created positive change for victims through a process that appears to be highly collaborative for criminal justice actors. The database allows MDT board members to quantitatively assess its efforts. However, there is an evaluative component that goes beyond numbers. In the words of one stakeholder:

For us it's not about numbers; it's about how did we handle a specific case? Did we investigate it the way that we should have. Did we talk to the people we should have? Were we able to obtain the evidence that was there, that we should have collected? At the end of the day, is the victim going to be satisfied with what we've been able to do? That's how we measure success, in my opinion. Were we there when that person needed us? Were we able to give them the information they needed?

Table 8-11: Table of Contents for Kankakee County MDT Response Protocol
Kankakee County Sexual Assault
Multi-Disciplinary Team Response Protocol

- I. Chapter One -**The Teamwork Approach**
- II. Chapter Two - **The Illinois Criminal Sexual Assault Act**
- III. Chapter Three – **Law Enforcement**
 - A. Kankakee County Law Enforcement Protocol Checklist
 - B. The Telecommunicator
 - C. Emergency Response and Preliminary Investigation
 - D. Continuing Investigation - Overview
 - E. Continuing Investigation - Victim Interview
 - F. Identify and Apprehend the Offender
 - G. Continuing Investigation - Evidence
 - H. Anticipating Prosecution
- IV. Chapter Four – **Children’s Advocacy Center**
 - I. Kankakee County Child Network Protocol Checklist
- V. Chapter Five – **Advocacy**
 - J. Kankakee County Center Against Sexual Assault (KC-CASA) Protocol Checklist
 - K. Confidentiality
- VI. Chapter Six – **Medical**
 - L. Emergency Department Protocol Checklist
 - M. Provena St. Mary’s Protocol
 - N. Riverside Medical Center Protocol
 - O. Toxicology Screening for Date Rape Drug Victims
 - P. Your Rights - Date Rape Drug Testing
 - Q. Consent to Toxicology Screen Form
 - R. Follow-up Care Vouchers
 - S. Sexual Assault Survivors Emergency Treatment Act (SASETA)
- VII. Chapter Seven – **Prosecution**
 - T. Kankakee County State’s Attorney’s Office Protocol Checklist
- VIII. Chapter Eight – **Probation**
 - U. Kankakee County Probation Department Protocol Checklist
- IX. Chapter Nine – **University**
 - V. Olivet Nazarene University Protocol Checklist

Chapter 9 FINDINGS FROM STATEWIDE SURVEYS

The MDTs built on years of earlier work on domestic violence best practices in Illinois, some of which was coordinated by ICJIA. Many of the best practices that the MDTs aim to implement are outlined in the protocols developed by ICJIA and other state partners. It is conceivable that some counties in the state have implemented these practices fairly thoroughly without special funding, or they may have secured special funding through other routes. Given these circumstances, we felt that it would be worthwhile to try to produce a statewide portrait of county-level criminal justice practices in sexual assault and domestic violence cases. Such a portrait would help us determine if special MDT funding enabled the four MDT counties to implement practices that weren't very common throughout the state. This information helped us select comparison counties to use in quantitative analyses of MDT outcomes.

In the fall of 2011, we created and distributed paper and electronic surveys to four types of professionals in the state: Sheriffs, State's Attorneys, Probation Directors, and Directors of Victim Service Agencies. The surveys were sent to the highest ranking employee within each of those offices, but recipients were given the option of passing the survey along to a deputy or other subordinate if they desired. The state's attorney survey was the most extensive of the four because we felt that this office was the most central organization in these local networks. Across the four surveys, some questions overlap, particularly questions concerning the presence of a coordinated community response or MDT for domestic violence and/or sexual assault. Each survey also asked recipients to rate the level of inter-agency collaboration they see on sexual assault and domestic violence cases. Each survey also includes a number of questions that are specific to the particular type of organization receiving the survey. In many cases, these question were derived from best practices outlined in the Illinois Model Protocols for Sexual Assault and Domestic Violence.

The full results from all of these surveys would be far too lengthy to include here. This chapter merely provides some basic highlights from particularly noteworthy questions across the surveys.

Response rates

The response rates for the four surveys were as follows. Cook county was not surveyed in this project, so the total number of counties totals 101 rather than 102. Not all counties have their own probation office, so the total number of recipients on that category is lower than 101, as it was for the victim service agency category.

- Sheriff's survey: $37/101 = 37\%$
- State's attorney survey $46/101 = 46\%$
- Probation $35/83 = 42\%$
- Victim Services $60/90 = 66\%$

Summary of notable findings

- Over 50% of responding state’s attorney’s reported having some special funding or programs for domestic violence. Sheriff’s offices and Probation departments reported having special programs at much lower rates. State’s Attorneys’ programs tended to focus on victim services. Special programs for SA cases were less common.
- Most respondents did not report having protocols for domestic violence or sexual assault. Larger counties were somewhat more likely to have such protocols.
- From the prosecutor’s perspective, most law enforcement agencies have a pro-arrest policy for domestic violence but few have a no-dual-arrest policy.
- More than 50% of responding prosecutors report having MDTs for SA, DV, or both in their county, though we have reason to believe that CACs are often being counted as MDTs. Victim Service Directors and Sheriff’s Offices reported having MDTs in their counties at lower rates. For those who report having an MDT, most say that it operates informally.
- When asked to rate the level of collaboration among agencies in the county, a majority of respondents reported lower levels of collaboration in which some information is shared but decisions are made independently. This trend held true across all of the different types of respondents. The percentage of counties reporting higher levels of collaboration involving some shared decision making was usually around 30% depending on the type of respondent. Reported levels of collaboration tended to be slightly higher for SA cases as compared to DV cases.
- The use of lethality assessments seems to be an area where there is a lot of room for improvement. Ignorance or lack of awareness about the use of lethality assessments seemed to be relatively common, with a majority of law enforcement respondents reporting that they do not do lethality assessments. A higher percentage of larger counties reported conducting such assessments routinely.

Results from State’s Attorney Surveys

The state’s attorney survey was the longest survey of the four and the only one which was distributed both in print and online. We believed that the state’s attorney had the most central role of the various agencies in the sense that they have contact with law enforcement, probation, victim services, and many other partners. Accordingly, we felt that they had a good vantage point to learn about programs and the level of collaboration in their area.

The results to these surveys are divided by county type, including the comparison counties used in impact analysis (see Chapter 4 for details) and other responding counties. The comparison counties are similar to the MDT counties in that they all have at least one small to mid-sized city in the county. The other counties below include many counties that are mostly or entirely rural. *The MDT counties are not included in these tables.* Since we have much more thorough qualitative process data from the MDT counties and those data are richer and come from multiple sources, we rely more on those interview responses when constructing portraits of MDT operations in other chapters of this report. The results below are simply intended to provide a brief look at the level of collaboration and the implementation of best practices throughout the state. The tables below compare responses from about 11 comparison counties to responses from about 32 “other” counties. The other counties are simply those who responded to the

survey but were not selected as part of the comparison group, and are sometimes referred to as non-comparison counties.

Table 9-1: State’s Attorney Survey: Job Title of Survey Respondent by County Type

Respondents	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
What is your job title?						
State's Attorney	3	27%	22	69%	25	58%
Assistant State's Attorney	6	55%	6	19%	12	28%
Other	2	18%	4	13%	6	14%
Totals	11		32		43	

The surveys were sent directly to elected state’s attorneys, and they had the option of completing the survey themselves or passing it along to a knowledgeable subordinate. Not surprisingly, in the larger comparison counties, assistant state’s attorneys and victim coordinators constituted most of the respondents. From the other counties, the elected state’s attorneys constituted nearly 70% of respondents.

Table 9-2: State’s Attorney Survey: Special Programs or Funding

Question 1	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your office have any special programs or funding specifically for domestic violence services?						
Yes	8	72.7%	16	50.0%	24	55.8%
No	3	27.3%	15	46.9%	18	41.9%
I don't know	0	0.0%	1	3.1%	1	2.3%
Totals	11		32		43	

Although few counties have special external funding at the level of the MDT counties, many of the responding counties reported having some special programming or funding. Nearly three-quarters of the comparison counties and 50% of the other counties report some special programming. Respondents who answered “yes” to this question were also asked to provide a brief description of their special program(s). Examples from these short answer responses include: victim/witness advocates and coordinators, grants over \$900,000 for two years, and violent crime victim assistance programs.

Table 9-3: State’s Attorney Survey: Type of DV Advocate Services

Question 2	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your court have a domestic violence advocate, separate from the victim/witness coordinator?						
Yes	4	36%	14	44%	18	42%
No	7	64%	18	56%	25	58%
Totals	11		32		43	
If so, what services does the DV advocate provide?-Check all that apply	Count	Percent	Count	Percent	Count	Percent
Assists petitioner/victims with emergency order of protection petitions.	4	100%	12	86%	16	89%
Assists petitioner/victims and allowed to sit at the table with legal counsel.	1	25%	4	29%	5	28%
Assists petitioner/victims but must sit in the audience section of the court.	1	25%	10	71%	11	61%
Assists petitioner/victims by actually completing the order of protection.	3	75%	8	57%	11	61%
Assists petitioner/victims by making referrals to outside service agencies.	3	75%	13	93%	16	89%
Assists petitioner/victims by coordinating service provision.	1	25%	7	50%	8	44%
Total Number of Possible Group Respondents	4		14		18	

Many responding counties did not have a domestic violence advocate. Among those that did, these advocates tended to focus on OP petitions and referrals to outside agencies.

Table 9-4: State’s Attorney Survey: Presence of Dedicated Court for DV Services

Question 3	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Is there a court dedicated specifically for domestic violence cases in your county? In other words, are all domestic violence cases handled in the same court?						
No	5	50%	11	48%	16	48%
Yes, there is a dedicated court for all domestic violence cases.	2	20%	2	9%	4	12%
Yes, there is a dedicated court for misdemeanor domestic violence, but felony offenses maybe handled in a different court.	3	30%	6	26%	9	27%
I don’t know	0	0%	0	0%	0	0%
Other	0	0%	4	17%	4	12%
Totals	10		23		33	

About half of responding counties did not have dedicated courts for DV cases. Among the approximately 40% that did have dedicated courts, misdemeanor cases were generally handled in one court, but felony cases might be handled in another court. The non-comparison counties that responded “Other” commented that this was because there was only one court in their county.

Table 9-5: State’s Attorney Survey: Vertical Prosecution for DV Cases

Question 4	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your office practice vertical prosecution in the majority of domestic violence cases, meaning that one attorney handles all phases of a particular case?						
Yes	6	54.5%	24	75.0%	30	69.8%
No	5	45.5%	8	25.0%	13	30.2%
Totals	11		32		43	

The responses showed that a higher percentage of counties practiced vertical prosecution in non-comparison counties than comparison counties. However, this difference may be due to the fact that many of the non-comparison counties only had one attorney. About half of the comparison counties were practicing vertical prosecution for the majority of cases.

Table 9-6: State’s Attorney Survey: Presence of Written Protocols for DV Cases

Question 5	County Type					
Does the state's attorney's office have a written protocol regarding a coordinated community response to domestic violence?	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Yes	4	36%	6	19%	10	23%
No	6	55%	26	81%	32	74%
I don't know	1	9%	0	0%	1	2%
Totals	11		32		43	

Only about a quarter of responding offices had a written protocol for DV, though that percentage was higher in comparison counties.

Table 9-7: State’s Attorney Survey: Vertical Prosecution for SA Cases

Question 6	County Type					
Does your office practice vertical prosecution in the majority of sexual assault cases, meaning that one attorney handles all phases of a particular case?	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Yes	8	73%	26	81%	34	79%
No	3	27%	6	19%	9	21%
I don't know	0	0%	0	0%	0	0%
Totals	11		32		43	

The responses to this question show high percentages of offices practicing vertical prosecution for sexual assault cases in both comparison and non-comparison counties. These results are higher than offices that practice vertical prosecution for domestic violence cases. Responses from the non-comparison counties showed that again many of these counties are small and have only one state’s attorney.

Table 9-8: State’s Attorney Survey: Presence of Special Programs or Services for SA Cases

Question 7	County Type					
Does your office have any special programs or funding specifically for sexual assault services?	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Yes	3	27%	5	16%	8	19%
No	8	73%	25	78%	33	77%
I don't know	0	0%	2	6%	2	5%
Totals	11		32		43	

Special programs or funding for sexual assault cases were relatively rare. Comparison counties showed slightly higher percentages for having these special programs than non-comparison counties. Some of these programs and funding included grants for victim-witness coordinators, victim advocates from the Children’s Advocacy Center, and school programs and brochures.

Table 9-9: State’s Attorney Survey: No Dual Arrest Policy for DV Cases

Question 8	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Do local law enforcement agencies in your county implement a "no-dual arrest" policy when responding to domestic violence incidents?						
No	8	80%	16	53%	24	60%
Yes, all agencies in our county have this policy	0	0%	4	13%	4	10%
Yes, some agencies in our county have this policy	1	10%	6	20%	7	18%
I don't know	1	10%	4	13%	5	13%
Totals	10		30		40	

Relatively few respondents reported that local law enforcement maintained a no dual-arrest policy. Comments on this question included that there is a low occurrence of dual arrests, that it varies from case to case, and that work needs to be done to educate law enforcement about primary aggressors.

Table 9-10: State’s Attorney Survey: Pro-Arrest Policy for DV Cases

Question 9	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Do local law enforcement agencies in your county implement a "pro-arrest" policy or preference when responding to domestic violence incidents?						
No	1	10%	4	13%	5	12%
Yes, all agencies in our county have this policy	4	40%	10	31%	14	33%
Yes, some agencies in our county have this policy	5	50%	12	38%	17	40%
I don't know	0	0%	6	19%	6	14%
Totals	10		32		42	

This question showed that both comparison and non-comparison counties have a high percentage of pro-arrest policies. Comparison counties showed a 90% response of some or all agencies having these policies in their county. Non-comparison counties may have similar percentages because almost 20% didn’t know their county’s policy was or weren’t sure what “pro-arrest” meant.

Table 9-11: State’s Attorney Survey: Presence of Advocates by Type Agency for DV Cases

Question 10	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Are there domestic violence advocates or liaisons who work in your county who are NOT court-appointed? If so, what organization or agency provides those advocates?						
No	1	9%	6	19%	7	16%
Yes	10	91%	26	81%	36	84%
Totals	11		32		43	
Sheriff’s office	2	18%	1	3%	3	7%
Local Law Enforcement	2	18%	4	13%	6	14%
Domestic Violence Service Provider	10	91%	19	59%	29	67%
"One-stop" domestic violence shop/Family Justice Center	0	0%	2	6%	2	5%
Other	2	18%	7	22%	9	21%

The vast majority of counties reported the presence of DV advocates that were provided by private organizations. Overall, 67% said that the domestic violence service provider provided these advocates. For the counties that marked “Other”, these responses included the State’s Attorney’s Office, the family counseling center, order of protection volunteers, and the Women’s center.

Table 9-12: State’s Attorney Survey: Presence of MDT⁶⁰

Question 11	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your county have a multidisciplinary team (MDT) approach to domestic violence or sexual assault cases?						
No	5	45%	8	26%	13	31%
Yes, domestic violence MDT/CCR only	0	0%	1	3%	1	2%
Yes, sexual assault MDT/CCR only	3	27%	13	42%	16	38%
Yes, MDT/CCR that addresses both domestic violence and sexual assault	3	27%	9	29%	12	29%
Totals	11		31		42	

About half of the comparison counties reported having MDTs for SA or both SA and DV. Over two thirds of other counties reported MDTs, with most of those serving SA cases only. We have reason to believe that CAC’s have been treated as MDTs for many of these responses, however, which likely inflates the number of actual adult MDTs substantially.

⁶⁰ The term “CCR” in the table below means “coordinated community response”.

Table 9-13: State’s Attorney Survey: Formality of Procedures

Question 12	County Type					
Does your MDT or CCR operate informally, or is there a formal written protocol or bylaws?	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Informal	4	67%	13	50%	17	53%
Formal	2	33%	13	50%	15	47%
Totals	6		26		32	

Among counties reporting the presence of an MDT, about half said these teams operated informally, and the other half operated formally. Other questions showed that these MDT groups met usually monthly for both comparison and non-comparison counties. Non-comparison counties also had a high percentage of MDT’s that met quarterly.

Table 9-14: State’s Attorney Survey: Type Organizations Participating in Local Collaboration

Question 13	County Type					
Which organizations normally participate in your MDT or CCR meetings?	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Courts/Judge	2	18%	4	13%	6	11%
State’s Attorney Office	7	64%	23	72%	30	56%
Probation and court services department	4	36%	9	28%	13	24%
Law Enforcement	7	64%	18	56%	25	46%
Domestic Violence service providers	5	45%	10	31%	15	28%
Partner Abuse Intervention Program (PAIP)	2	18%	3	9%	5	9%
Homeless Shelter	1	9%	1	3%	2	4%
Children’s advocacy center	5	45%	18	56%	23	43%
Health Services (e.g., primary health care providers, hospitals, emergency services)	1	9%	4	13%	5	9%
Elder abuse services/Senior citizens	2	18%	2	6%	4	7%
Sexual Assault service providers	2	18%	3	9%	5	9%
Totals	11		32		54	

This question showed that the main participants for MDT or CCR meetings were the State’s Attorney’s Office, Law Enforcement, and the Children’s Advocacy Center. The Probation and Court Services department and the Domestic Violence service providers were also shown to participate frequently in many counties.

Results from Victim Services Survey

For the Victim Services survey, depending on the question asked, there were about 16 comparison county responses and about 36 “other” county responses. Response rates from this

population were higher (66%) than the other surveys, increasing the level of confidence we have on these results in particular.

Table 9-15: Victim Services Survey: Job Responsibility of Survey Respondent

Respondent characteristics	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
What is your primary job responsibility?						
Executive director/assistant director	8	50%	20	56%	28	54%
Domestic violence advocate	2	13%	2	6%	4	8%
Sexual assault advocate	1	6%	1	3%	2	4%
Partner abuse counselor	0	0%	0	0%	0	0%
Program director	4	25%	7	19%	11	21%
Domestic violence, sexual assault, and partner abuse services (all three)	0	0%	2	6%	2	4%
Other	1	6%	4	11%	5	10%
Totals	16		36		52	

The responders to this survey were primarily executive directors, assistant directors, and program directors of victim service agencies.

Table 9-16: Victim Services Survey: Presence of MDT

Question 1	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your county have a multidisciplinary team (MDT) approach to domestic violence or sexual assault cases?						
No	8	47%	14	39%	22	42%
Yes, domestic violence MDT/CCR only	4	24%	14	39%	18	34%
Yes, sexual assault MDT/CCR only	1	6%	2	6%	3	6%
Yes, MDT/CCR that addresses both domestic violence and sexual assault	4	24%	6	17%	10	19%
Totals	17		36		53	

About 60% of respondents reported the presence of an MDT or CCR, with most of those serving DV victims. Again, it is difficult to know what exactly constitutes an MDT in the eyes of the respondents.

Table 9-17: Victim Services Survey: Formality of Procedures

Question 2	County Type					
If YES, does your MDT or CCR operate informally, or is there a formal written protocol or bylaws designating the operation of the MDT or CCR?	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Informal	6	60%	18	82%	24	75%
Formal	4	40%	4	18%	8	25%
Totals	10		22		32	

Overall, only 25% of the MDT/CCRs were considered formally operational, suggesting that the standards for claiming an MDT/CCR may be fairly low.

Table 9-18: Victim Services Survey: Type of Community Collaboration for DV Cases

Question 3 As you think about how the victim and criminal justice services and agencies in your community interact with regard to DOMESTIC VIOLENCE services, which category best exemplifies your community?	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
There is no collaboration among agencies.	0	0%	2	6%	2	4%
There is little communication and all decisions about goals and activities are made independently (i.e., agencies do their own thing).	3	20%	6	18%	9	19%
Agencies provide information to each other and there is formal communication, but decisions related to goals and activities are made independently.	7	47%	18	55%	25	52%
Agencies share information and resources, there are defined roles and frequent communication, with some shared decision making regarding goals and activities.	5	33%	7	21%	12	25%
Agencies share ideas and resources, have frequent and prioritized communication, and all members of the coalition have a vote in decision making regarding planning and goals.	0	0%	0	0%	0	0%
There is frequent communication characterized by mutual trust, and all partner organizations have to agree before a decision is made about goals and activities. This category includes a formalized multidisciplinary team (MDT) or coordinated community response (CCR).	0	0%	0	0%	0	0%
Totals	15		33		48	

The responses to this question show that both comparison counties and non-comparison counties have similar interaction between agencies with regard to Domestic Violence services. The vast majority of respondents reported levels of collaboration in the lower half of the collaboration scale. There appears to be relatively little joint decision making among these counties.

Table 9-19: Victim Services Survey: Type of Community Collaboration for SA Cases

Question 4	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
As you think about how the victim and criminal justice services and agencies in your community interact with regard to SEXUAL ASSAULT services, which category best exemplifies your community?						
There is no collaboration among agencies.	0	0%	2	6%	2	4%
There is little communication and all decisions about goals and activities are made independently (i.e., agencies do their own thing).	5	31%	7	23%	12	26%
Agencies provide information to each other and there is formal communication, but decisions related to goals and activities are made independently.	7	44%	17	55%	24	51%
Agencies share information and resources, there are defined roles and frequent communication, with some shared decision making regarding goals and activities.	3	19%	3	10%	6	13%
Agencies share ideas and resources, have frequent and prioritized communication, and all members of the coalition have a vote in decision making regarding planning and goals.	1	6%	1	3%	2	4%
There is frequent communication characterized by mutual trust, and all partner organizations have to agree before a decision is made about goals and activities. This category includes a formalized multidisciplinary team (MDT) or coordinated community response (CCR).	0	0%	1	3%	1	2%
Totals	16		31		47	

Results showed that agencies have slightly better interaction on sexual assault cases, but again the vast majority of responses were in the lower half of the collaboration scale. Over all counties, 51% of respondents felt that their agencies provide information to each other and have formal communication but decisions are made independently.

Table 9-20: Victim Services Survey: Relationship with State’s Attorney’s Office

Question 5	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
We have no relationship with the state's attorney's office.	4	24%	4	11%	8	15%
We have a fair/moderate relationship with the state's attorney's office communication.	3	18%	13	36%	16	30%
We have a good relationship with the state's attorney's office and regular communication.	7	41%	13	36%	20	38%
We collaborate with the state's attorney's office regularly.	3	18%	6	17%	9	17%
Totals	17		36		53	

The responses to this question illustrate that comparison and non-comparison counties show similar trends in their organization’s relationship with the state’s attorney’s office. Over all counties, 38% have a good relationship with regular communication, and another 17% collaborate regularly with the SA office. Combining those two categories, a majority of the victim service agencies seem to relate well with local State’s Attorneys. Other questions in the survey included asking about their organization’s relationship with courts, law enforcement, probation department, and local hospitals/medical providers. The results from those questions were similar to the data in this question; comparison county responses and non-comparison county responses were very similar and the highest response choices were for fair/moderate relationships and good relationships.

Some primary frustrations that were expressed in dealing with the criminal justice system is the lack of accountability for the perpetrator, lack of training on the part of criminal justice actors, ambivalence of the court/judges and state’s attorney regarding domestic violence/sexual assault issues, and failure of law enforcement to collect evidence that will enable prosecution of the perpetrator.

Respondents were also asked how satisfied they were with outcomes in terms of how the victims are handled by law enforcement and outcomes in terms of prosecuting offenders. Over all counties, 69% were somewhat satisfied with law enforcement and 52.8% were somewhat satisfied with prosecuting offenders.

One difference noticed between comparison and non-comparison counties is that there appears to be a knowledge gap between the groups; a higher response of “I don’t know” appears in many questions throughout the survey by the non-comparison group, generally consisting of smaller counties. These questions included: Does the state’s attorney consult with the victim before offering a plea bargain? Does your county have a written protocol outlining the community and criminal justice response to teen dating violence? Do law enforcement officer routinely take

pictures of both the victim and the victim’s home/location of assault? And what type of evidence collection occurs during typical hospital care following an assault?

Table 9-21: Victim Services Survey: Lethality Assessments⁶¹

Question 6	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Is a dangerousness or lethality assessment of the perpetrator conducted in domestic violence situations? If so, which agency or agencies conducts these assessments?						
No	1	9%	2	7%	3	8%
Yes, law enforcement	2	18%	0	0%	2	5%
Yes, the judge	1	9%	0	0%	1	3%
Yes, pretrial services	0	0%	1	3%	1	3%
Yes, the PAIP	2	18%	15	52%	17	43%
I don't know	3	27%	10	34%	13	33%
Other	2	18%	1	3%	3	8%
Totals	11		29		40	

Results from this question indicate that about one third of respondents don’t know who conducts dangerousness or lethality assessments on the perpetrator. Among those that do know, most say that the PAIP conducts this assessment. Given the likely delays between initial incidents and contact with PAIPs, this indicates that there is a substantial hole here in the delivery of timely lethality assessments.

Table 9-22: Victim Services Survey: Presence of Partner Abuse Programs

Question 7	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Are there any partner abuse programs in your jurisdiction?						
No	1	8%	1	3%	2	5%
Yes	11	92%	28	97%	39	95%
Totals	12		29		41	

Respondents indicated that 95% of counties have some form of partner abuse program available to victims in their jurisdiction. The responses were similar between comparison and non-comparison counties.

⁶¹ The term “PAIP” in this table means “partner abuse intervention program”.

Results from Probation Survey

For this survey, there were generally about 8 comparison county respondents, and 23 non-comparison county respondents.

Table 9-23: Probation Department Survey: Job Title of Survey Respondent

Respondent Characteristics	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
What is your job title?						
Director of Probation and Court Services	5	62.5%	12	52.2%	17	54.8%
Victim advocate or liaison	0	0.0%	0	0.0%	0	0.0%
Probation officer/general	1	12.5%	3	13.0%	4	12.9%
Probation officer/domestic violence unit	0	0.0%	1	4.3%	1	3.2%
Probation officer/sexual assault unit	0	0.0%	0	0.0%	0	0.0%
Other	2	25.0%	7	30.4%	9	29.0%
Not applicable	0	0	0	0.0%	0	0.0%
Totals	8		23		31	

The respondents to this survey were primarily Director of Probations and Court Services, Chief Probation Officers, and Probation Officers.

Table 9-24: Probation Department Survey: Presence of Written Protocols

Question 1	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your Probation and Court Services Department have a written protocol regarding a coordinated community response to domestic violence or sexual assault?						
No	3	37.5%	11	47.8%	14	45.2%
Yes, Domestic Violence Only	2	25.0%	6	26.1%	8	25.8%
Yes, Sexual Assault Only	2	25.0%	0	0.0%	2	6.5%
Yes, both domestic violence and sexual assault	1	12.5%	6	26.1%	7	22.6%
Totals	8		23		31	

About half of the responding departments did not have protocols for DV and SA cases, though the percentage of comparison counties lacking protocols was somewhat lower. When counties had protocols, they were more likely to be for DV than for SA.

Table 9-25: Probation Department Survey: Specialized Staff for DV Offenders

Question 2	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your office have any probation officers that are devoted specifically to supervision of domestic violence offenders? If yes, please indicate the number of full-time employees (FTE) who are designated for those services?						
No, the supervision of DV offenders is handled by general probation officers	3	42.9%	18	78.3%	21	70.0%
Yes, .25 to .75 FTEs specialize in supervision of DV offenders	0	0.0%	1	4.3%	1	3.3%
Yes, 1.0 to 2.0 FTEs specialize in supervision of DV offenders	3	42.9%	3	13.0%	6	20.0%
Yes, 2.25 to 4.0 FTEs specialize in supervision of DV offenders	1	14.3%	0	0.0%	1	3.3%
Other	0	0.0%	1	4.3%	1	3.3%
Totals	7		23		30	

As one would expect, the larger comparison counties were more likely to have officers specifically designated for DV cases. Overall, about 70% of counties had no specialized staff devoted to DV cases.

Table 9-26: Probation Department Survey: Specialized Staff for SA Offenders

Question 3	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your office have probation officers who are devoted specifically to supervision of sexual assault offenders? If yes, please indicate the number of full-time employees (FTE) who are designated for those services?						
No, the supervision of sexual assault offenders is handled by general probation officers	0	0.0%	12	52.2%	12	38.7%
Yes, .25 to .75 FTEs specialize in supervision of sexual assault offenders	2	25.0%	6	26.1%	8	25.8%
Yes, 1.0 to 2.0 FTEs specialize in supervision of sexual assault offenders	6	75.0%	4	17.4%	10	32.3%
Yes, 2.25 to 4.0 FTEs specialize in supervision of sexual assault offenders	0	0.0%	1	4.3%	1	3.2%
Totals	8		23		31	

Again, comparison counties were more likely to have designated probation officers for sexual assault, but a substantial portion of smaller counties also had designated officers for these administratively demanding offenders.

The survey also asked respondents what special procedures or programs their county has for supervising domestic violence or sexual assault offenders. The main programs or procedures (over 25% response) over all counties that were used for both domestic violence and sexual assault were: random drug and alcohol testing, drug and alcohol addiction treatment, more frequent contacts with probation officers, electronic (GPS) monitoring, and specialized risk assessment. The main programs or procedures all counties indicated they had for domestic violence only were attendance at partner abuse intervention programs and attendance at anger management programs. The main programs or procedures all counties indicated they had for sexual assault only were: monitoring of sex offender registration, no contact with children, polygraph or plethysmograph testing, and more frequent contacts with probation officers. Comparison counties were shown to have a higher percentage of responses for requiring these procedures and programs for domestic violence and sexual assault offenders. The largest differences in procedures and programs for either domestic violence or sexual assault offenders were seen in requiring attendance at partner abuse intervention programs, using computer software to monitor internet usage, requiring more frequent contacts with probation officers, and using specialized risk assessments.

Table 9-27: Probation Department Survey: Presence of Special Funding for DV or SA Offenders

Question 4	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your office have special funding specifically for the supervision of domestic violence or sexual assault offenders, or for related services?						
No	4	50.0%	22	100.0%	26	86.7%
Yes	4	50.0%	0	0.0%	4	13.3%
Totals	8		22		30	

Results show that comparison counties have a much higher percentage of special funding for the supervision of domestic violence or sexual assault offenders than the non-comparison counties. Fifty percent of comparison counties responded that they did have special funding for supervising these offenders while all of the non-comparison counties said they didn't have any special funding for these supervisions. Some of the programs for the special funding in the comparison counties were approved counseling for sex offenders, grant funding from the State's Attorney's Office for domestic violence services and personnel, help to pay for partner abuse treatment and for sex offender evaluations and treatment, and the family violence intervention project.

Table 9-28: Probation Department Survey: Type of Local Collaboration on DV Cases

Question 5 Please answer the following question as it relates to DOMESTIC VIOLENCE. As you think about how the victim and criminal justice services and agencies in this county interact, which category best exemplifies your county?	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
There is no collaboration among agencies	0	0.0%	4	19.0%	4	14.3%
There is little communication and all decisions about goals and activities are made independently (i.e., agencies do their own thing).	2	28.6%	7	33.3%	9	32.1%
Agencies provide information to each other and there is formal communication, but decisions related to goals and activities are made independently.	1	14.3%	3	14.3%	4	14.3%
Agencies share information and resources, there are defined roles and frequent communication, with some shared decision making regarding goals and activities.	3	42.9%	7	33.3%	10	35.7%
Agencies share ideas and resources, have frequent and prioritized communication, and all members of the coalition have a vote in decision making regarding planning and goals.	1	14.3%	0	0.0%	1	3.6%
There is frequent communication characterized by mutual trust, and all partner organizations have to agree before a decision is made about goals and activities.	0	0.0%	0	0.0%	0	0.0%
Totals	7		21		28	

Compared to other surveyed groups, the responding probation offices perceived higher levels of collaboration with nearly 40% of respondents reporting high levels of collaboration involving some shared decision making.

Table 9-29: Probation Department Survey: Type of Local Collaboration on SA Cases

Question 6 Please answer the following question as it relates to SEXUAL ASSAULT. As you think about how the victim and criminal justice services and agencies in this county interact, which category best exemplifies your county?	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
There is no collaboration among agencies	0	0.0%	5	23.8%	5	17.9%
There is little communication and all decisions about goals and activities are made independently (i.e., agencies do their own thing).	2	28.6%	6	28.6%	8	28.6%
Agencies provide information to each other and there is formal communication, but decisions related to goals and activities are made independently.	2	28.6%	5	23.8%	7	25.0%
Agencies share information and resources, there are defined roles and frequent communication, with some shared decision making regarding goals and activities.	3	42.9%	5	23.8%	8	28.6%
Agencies share ideas and resources, have frequent and prioritized communication, and all members of the coalition have a vote in decision making regarding planning and goals.	0	0.0%	0	0.0%	0	0.0%
There is frequent communication characterized by mutual trust, and all partner organizations have to agree before a decision is made about goals and activities.	0	0.0%	0	0.0%	0	0.0%
Totals	7		21		28	

Compared to the responses regarding collaboration on DV cases, the percentage of respondents reporting high levels of collaboration was a bit lower on SA cases, with less than 30% reporting some shared decision making or better.

Results from Sheriff Survey

For this survey, there were generally about 4 comparison county responses and 29 non-comparison county responses.

Table 9-30: Sheriff Survey: Job Title of Survey Respondent

Respondent profile	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
What is your job title?						
Elected County Sheriff	3	75.0%	20	69.0%	23	69.7%
Sherriff's Deputy	1	25.0%	6	20.7%	7	21.2%
Domestic Violence advocate or liaison	0	0.0%	0	0.0%	0	0.0%
Other	0	0.0%	3	10.3%	3	9.1%
Totals	4		29		33	

Respondents to this survey were mainly elected county sheriffs and sheriff's deputies. Because of the low number of responses from comparison counties, any differences between comparison counties and other counties should not be given much weight. \

Table 9-31: Sheriff Survey: Written Protocols for DV or SA Cases

Question 1	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does the Sheriff's Office have a written protocol regarding a coordinated community response to domestic violence or sexual assault?						
No	0	0.0%	11	37.9%	11	33.3%
Yes, Domestic Violence Only	1	25.0%	3	10.3%	4	12.1%
Yes, Sexual Assault Only	0	0.0%	0	0.0%	0	0.0%
Yes, both domestic violence and sexual assault	3	75.0%	15	51.7%	18	54.5%
I don't know	0	0.0%	0	0.0%	0	0.0%
Totals	4		29		33	

The results showed that a large majority of the respondent's Sheriff's Office have written protocols for both domestic violence and sexual assault. However, a large portion (33.3%) of the counties responded "No" to having a written protocol for either cases, showing an area for improvement.

Table 9-32: Sheriff Survey: Provision of Specialized Advocates for DV or SA Cases

Question 2	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
No	2	50.0%	25	86.2%	27	81.8%
Yes, domestic violence	0	0.0%	1	3.4%	1	3.0%
Yes, sexual assault	1	25.0%	0	0.0%	1	3.0%
Yes, both domestic violence and sexual assault	1	25.0%	3	10.3%	4	12.1%
I don't know	0	0.0%	0	0.0%	0	0.0%
Totals	4		29		33	

The responses to this question show that most counties do not have advocacy staff provided by the Sheriff's Office. 18.1% of counties responded that their Sheriff's Office provides staff for domestic violence, sexual assault, or both.

Table 9-33: Sheriff Survey: Special Programs or Funding for DV or SA Cases

Question 3	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
No	3	37.5%	27	93.1%	30	81.1%
Yes, domestic violence	1	12.5%	0	0.0%	1	2.7%
Yes, sexual assault	0	0.0%	1	3.4%	1	2.7%
Yes, both domestic violence and sexual assault	0	0.0%	1	3.4%	1	2.7%
I don't know	4	50.0%		0.0%	4	10.8%
Totals	8		29		37	

Most counties responded that their Sheriff's Office did not have special programs or funding specifically for domestic violence or sexual assault cases. Only 8.1% had special programs for domestic violence, sexual assault, or both. 10.8% of counties also responded that they did not know if these programs existed. Some of the special programs counties reported having were Victim Advocates, the Family Violence Coordinating Council, provision of support to the local domestic violence shelter, and partnering with local domestic violence service providers.

Table 9-34: Sheriff Survey: Presence of MDT and Frequency of Contact for DV Cases

Question 4	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your county have a multidisciplinary team (MDT) approach for domestic violence cases? In other words, is there collaboration or coordinated community response that involves law enforcement, prosecution, probation, and victim services providers, excluding the Family Violence Coordinating Council?						
No	3	75.0%	18	62.1%	21	63.6%
Yes, these agencies meet a few times a month	0	0.0%	0	0.0%	0	0.0%
Yes, these agencies meet about once a month	1	25.0%	5	17.2%	6	18.2%
Yes, these agencies meet about once a quarter	0	0.0%	3	10.3%	3	9.1%
Yes, these agencies meet once or twice a year	0	0.0%	1	3.4%	1	3.0%
Other	0	0.0%	2	6.9%	2	6.1%
Totals	4		29		33	

From the sheriff’s perspective, a large majority of the counties, 63.6%, do not have an MDT approach for domestic violence cases. The counties that do have an MDT usually meet about once a month to once a quarter.

Table 9-35: Sheriff Survey: Presence of MDT and Frequency of Contact for SA Cases

Question 5	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does your county have a multidisciplinary team (MDT) approach for sexual assault cases? In other words, is there collaboration or coordinated community response that involves law enforcement, prosecution, probation, and victim services providers, excluding the Family Violence Coordinating Council?						
No	2	50.0%	17	58.6%	19	57.6%
Yes, these agencies meet a few times a month	0	0.0%	1	3.4%	1	3.0%
Yes, these agencies meet about once a month	2	50.0%	8	27.6%	10	30.3%
Yes, these agencies meet about once a quarter	0	0.0%	1	3.4%	1	3.0%
Yes, these agencies meet once or twice a year	0	0.0%	0	0.0%	0	0.0%
Other	0	0.0%	2	6.9%	2	6.1%
Totals	4		29		33	

Compared to the previous question on domestic violence, there is a higher proportion of counties that have an MDT approach for sexual assault. The sexual assault MDTs also appeared to meet more often than the domestic violence MDTs with almost all responses for meeting about once a month and even one response to meeting a few times a month. Again, we are not able to determine how often respondents are considering CACs as MDTs.

Table 9-36: Sheriff Survey: Type of Local Collaboration on DV Cases

Question 6 As you think about how the victim and criminal justice services and agencies in your county interact, which category best describes your county as it relates to Domestic Violence.	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
There is no collaboration among agencies	0	0.0%	1	3.4%	1	3.0%
There is little communication and all decisions about goals and activities are made independently (i.e., agencies do their own thing).	0	0.0%	3	10.3%	3	9.1%
Agencies provide information to each other and there is formal communication, but decisions related to goals and activities are made independently.	3	75.0%	14	48.3%	17	51.5%
Agencies share information and resources, there are defined roles and frequent communication, with some shared decision making regarding goals and activities.	0	0.0%	9	31.0%	9	27.3%
Agencies share ideas and resources, have frequent and prioritized communication, and all members of the coalition have a vote in decision making regarding planning and goals.	1	25.0%	1	3.4%	2	6.1%
There is frequent communication characterized by mutual trust, and all partner organizations have to agree before a decision is made about goals and activities.	0	0.0%	1	3.4%	1	3.0%
Totals	4		29		33	

From the Sheriff’s perspective, about 35% of counties reported higher levels of collaboration which involved some degree of shared decision making. The majority of respondents reported lower levels of collaboration characterized by shared information but independent decision making.

Table 9-37: Sheriff Survey: Type of Local Collaboration on SA Cases

Question 7	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
As you think about how the victim and criminal justice services and agencies in your county interact, which category best describes your county as it relates to Sexual Assault.						
There is no collaboration among agencies	0	0.0%	2	6.9%	2	6.1%
There is little communication and all decisions about goals and activities are made independently (i.e., agencies do their own thing).	0	0.0%	3	10.3%	3	9.1%
Agencies provide information to each other and there is formal communication, but decisions related to goals and activities are made independently.	3	75.0%	10	34.5%	13	39.4%
Agencies share information and resources, there are defined roles and frequent communication, with some shared decision making regarding goals and activities.	0	0.0%	12	41.4%	12	36.4%
Agencies share ideas and resources, have frequent and prioritized communication, and all members of the coalition have a vote in decision making regarding planning and goals.	1	25.0%	1	3.4%	2	6.1%
There is frequent communication characterized by mutual trust, and all partner organizations have to agree before a decision is made about goals and activities.	0	0.0%	1	3.4%	1	3.0%
Totals	4		29		33	

About 45% of responding counties reported upper levels of collaboration on sexual assault cases. This is slightly higher percentage than reported upper levels of collaboration on DV cases.

Table 9-38: Sheriff Survey: Lethality Assessments

Question 8	County Type					
	Comparison Counties Total		Other		All Counties	
	Count	Percent	Count	Percent	Count	Percent
Does the Sheriff's Office conduct a dangerousness or lethality assessment in domestic violence situations?						
No	1	25.0%	22	75.9%	23	69.7%
Yes	3	75.0%	7	24.1%	10	30.3%
Totals	4		29		33	

The results to this question showed that over two-thirds of the counties' Sheriff's Offices do not conduct a dangerousness or lethality assessment in domestic violence situations.

Chapter 10 SUMMARY AND RECOMMENDATIONS

This evaluation sheds light not only how these four MDTs were designed to work and how they worked but also what impacts they may have had on a range of victim-centric and offender-centric outcomes. The evaluation also attempts to position the MDTs in relation to domestic violence and sexual assault practices in other Illinois counties. In the course of this evaluation, we collected and analyzed a wide range of qualitative and quantitative data. These different sources of data each represent imperfect or incomplete pictures of the MDTs' operations and impact, and a recommended course of action based on this information is not always clear. In this concluding chapter, we attempt to pull these different elements together into a coherent whole and outline some recommendations for the future of DV and SA MDTS in Illinois and other states.

Some of the evaluation questions addressed through this project included:

- How do MDT designs vary from site to site?
- What aspects of each MDT's design and operational practices appear to be strengths that should be promoted for current sites and future teams? What weaknesses should be discouraged?
- What are the best practices for implementing a new MDT?
- Do counties with funded MDT teams have better victim and offender outcomes in domestic violence and sexual assault cases on average than similar counties that have no MDT?

After this introduction, this chapter is divided into six sections. The first section outlines the basic characteristics of the MDTs in terms of what types of positions are funded and how many FTEs are covered. The first section also summarizes the major unfunded partners, committee structures, and basic approach to collaboration for the MDT sites. The second walks through a typical case to provide a snapshot of how MDTs can affect case processing. When possible, distinctions between the four MDTs are included. The third section summarizes the outcomes of the MDTs, including both quantitative and qualitative data. The fourth section looks at strengths of the MDTs, while the fifth section identifies challenges and weaknesses of the MDT approach, including some practices that we think should be avoided in future MDTs. The brief final section offers a broader discussion of possible long term strategies for the sustainability of the MDTs. The MDTs have been directly supported through ICJIA and STOP funds for longer than initially anticipated, and this evaluation can offer some suggestions on how to deal with the possibility of leaner MDTs budgets in the future.

MDT Characteristics and Activities

The MDTs, particularly the three DV MDTs, have many similar characteristics, but there are also some notable differences.

Funded agencies and staff

Project coordinator: Each team has a designated project coordinator. The coordinators are all full-time, with the exception of St. Clair, where the coordinator is half-time. In Peoria and Kankakee, the directors come from a victim services background. In McLean, the director

comes from a public sector management background, and in St. Clair, the director is an assistant state's attorney.

Law enforcement: All teams have funded law enforcement officers of one form or another. DV and SA investigations often require close reviews of reports and multiple visits from officers with victims. Two counties, McLean and Peoria, support detectives from local city police departments, and three counties -- McLean, St. Clair and Kankakee -- support sheriff's deputies. McLean and Kankakee also provide some support for officer overtime pay, and St. Clair partially supports a patrol officer who serves OPs.

Victim advocacy and other victim services: Victim services, particularly legal advocacy, are heavily emphasized in the MDTs. These advocates are often associated with a particular jurisdiction or police department, but they are not always located there. In Peoria, the advocates are located at a one-stop-shop and at the court. In St. Clair, victim advocates are located at the one-stop, the victim services agency and at law enforcement offices. In other locations, the advocates are located at law enforcement offices or the court. Three counties -- McLean, Kankakee and St. Clair -- have bilingual advocates.

Prosecution: All counties have funded assistant state's attorneys, with 1.6 to 2.0 full-time employees funded through the project.

Probation and offender accountability staff: All four counties have 1 to 2 probation officers funded through the project. Peoria also funds a staff person, the Family Violence Intervention Project Liaison, who serves as a liaison between probation and treatment programs for offenders.

Committees and Coordination

Peoria and McLean have active Steering Committees which have consistently met on a quarterly basis since the MDTs were started. St. Clair had an active steering committee at one time, but it has stopped meeting in the last few years. Kankakee operates without a steering committee. The Steering Committees focus on long term planning, protocol development, and systemic problems encountered by the frontline MDT staff.

Most teams also had regular meetings of the frontline MDT staff. In McLean, for example, these meetings occur quarterly and do not include reviews of specific cases. Rather, they focus on broader issues, training needs, policy updates, and outreach events. Case reviews occur in separate meetings. In Peoria, St. Clair, and Kankakee, on the other hand, case reviews are included as part of MDT meetings. The victim advocates and project coordinator in Peoria also have a weekly meeting in which they run through the court schedule for the next week, determining what steps need to be taken to ensure that victims can attend court sessions and are prepared for them.

Co-location

Peoria and St. Clair have one-stop-shops for domestic violence victims, though they are structured somewhat differently. The Peoria center includes advocates, a detective to review cases, and a self-sufficiency counselor that is supported by another grant. The St. Clair center, on the hand, houses a victim coordinator, two sheriff's deputies, and assistant state's attorneys. The Peoria site is primarily designed to serve victims, while the St. Clair center serves both victim and police officers with recent DV reports.

Funding

Of the four counties, St. Clair receives the most federal funding per year, getting \$523,196 in 2011/12. Peoria received \$430,539, McLean received \$389,860, and Kankakee received \$215,004 in 2011/12. The almost \$1.6 million in federal funds spent in 2011/12 was matched with almost \$1.1 million in local expenditures. Using 2010 census estimates, St. Clair received about \$1.94 for every resident, Peoria received \$2.31, McLean received \$2.29, and Kankakee received \$1.90.

Participation of Unfunded Agencies in MDT meetings

Two of four sites, Kankakee and McLean MDTs, allow unfunded partner agencies to participate in MDT meetings. The benefit of this arrangement is the wider sharing of information and collaboration that can occur with the larger group and the fact that any of those agencies might possess a key piece of information that could help with enhancing victim safety or offender accountability. The disadvantage of the larger group is that issues of victim confidentiality may prevent discussion regarding individual cases.

Potential impacts of MDTs on Case Processing

This section walks through a typical DV or SA case step-by-step and outlines how the presence of an MDT can improve the services involved. We are not claiming that these improvements necessarily are implemented consistently or at the highest level of quality. In many cases, we simply do not have the data available to make those determinations. Rather, this section simply aims to provide a portrait of how MDTs *can* improve the victims' experiences and offender accountability.

Pre-Incident

Over time, public outreach and education can gradually change the attitudes of victims and the general public toward domestic violence and sexual assault. This attitude change can increase the likelihood that victims or their friends and neighbors will report incidents when they occur. Outreach and public education is not necessarily a heavy emphasis across the MDTs, but some of the sites are very active in these efforts. McLean in particular takes a very central role in organizing these events, and other sites are often partners in local outreach events.

Scene of the Incident

One of the emphases of the MDTs is training law enforcement officers and providing them with tools to better work with victims and collect evidence at the scene of the incident. In theory, officers with extra domestic violence training will be less likely to blame the victim, more likely to refer the victim to victim services organizations, and more likely to use best practices in arrests, such as avoiding dual arrests. Also, trained officers may do a better job collecting relevant evidence at the scene, including taking pictures, documenting interviews, and securing any relevant items or weapons involved. Checklists, protocols, and other tools can aid in this process. For sexual assault cases, the initial contact may occur at a hospital and evidence collection often involves securing biological materials. Victim advocates often will respond immediately and go to the hospital. Although the MDTs do not provide SANE nurses for collecting biological evidence, they can play a role in encouraging hospitals to have such nurses on staff. In Kankakee, McLean, and Peoria, MDT-affiliated investigators are involved in

training law enforcement officers. In St. Clair, the team recently developed checklist tools for law enforcement, and they are in the process of promoting that checklist through training.

Post-Incident Follow-up and Investigation

Timely review and follow-up on incidents from the previous night is an important part of the MDT model. The sooner victims can be engaged by advocates, the more likely they are to persist with the criminal justice process. In Peoria, the project coordinator reviews police reports every morning and assigns staff to follow-up accordingly. In McLean, the advocates located at law enforcement facilities are responsible for reviewing nightly reports. In St. Clair, the Director of Legal Advocacy reviews the case and assigns them to advocates. In Kankakee, the hub of the MDT is also the victim services provider, so MDT staff persons are often some of the first people informed of an incident, often before a police report is filed. When advocates make contact with victims, they can inform victims of their options, set up meetings to initiate paperwork, refer victims to available services, discuss safety planning with victims, and otherwise try to understand and meet victim needs. Advocates will also often conduct lethality assessments and take additional preventative measures if victims are in particularly dangerous circumstances.

In many cases, additional evidence needs to be collected in order to consider pursuing prosecution. Initial police reports need to be reviewed by a skilled investigator, and officers may need to be sent back to the scene. In both McLean and Peoria, detectives conducted these reviews and coordinated follow-up visits. In McLean, overtime pay was available to support follow-up visits by officers, and in Peoria, the investigator would work with the original officer to secure additional evidence if needed. In St. Clair, the assistant state's attorneys review reports when police officers bring them into the one-stop-shop. When advocates go to see victims in person, having an officer to accompany them can improve advocate and victim safety. Officers in McLean and Peoria will accompany advocates when needed.

Minimizing the number of interviews that a victim needs to do can reduce secondary victimization. In McLean and Peoria, victims can simultaneously interview with an advocate and a law enforcement office at the one-stop-shop in Peoria, or at law enforcement facilities in McLean.

Orders of Protection and Other Court Proceedings

The paperwork and time needed to pursue or secure an OP can be daunting for many victims. Also, some victim may lack transportation or have children, making it harder to get to court. Legal advocacy is an important function of the MDTs, and this can include support both outside and inside the courtroom. In addition to helping victims with the paperwork, advocates can keep them apprised of case status, facilitate transportation and parking, tell victims what to expect, and otherwise make the court experience easier for victims. In Peoria and St. Clair, most of the out-of-court advocacy takes place at one-stop-shop facilities. In McLean, this work is usually conducted at law enforcement facilities. In sexual assault cases, OPs are less commonly involved, but advocates provide both legal and medical advocacy services. Language barriers can also be a problem, and McLean, St. Clair, and Kankakee all have bilingual advocates available. Two of the biggest benefits of MDTs when it comes to advocacy are the staff capacity

to keep caseloads manageable and improved interagency relationship and communication to make their work more efficient and effective.

One way that MDTs can help victims overcome logistical barriers to getting to court is to use police officers to provide transportation. Officers in all four counties will do this, though it is not clear how often this occurs. If OPs are granted, they need to be served to the offender. In St. Clair, an MDT-funded officer with the sheriff conducts this work.

Prosecution and other Courtroom Issues

Domestic violence and sexual assault cases can be difficult to prosecute, and it is important to have trained and specialized prosecutors and to keep their case loads manageable. Vertical prosecution, in which one prosecutor handles most or all phases of a case, is seen as a best practice in this area. Prosecutors in all four counties implement vertical prosecution. Keeping prosecutors up to date on evolving policy can also be a challenge, and MDTs play a role in this education. This is particularly important when sex offenders are involved because this policy is very complicated and changes often. Prosecutors also need to stay in touch with victim advocates and police officers and sometimes have direct contact with the victim. Lower case loads and better interagency relationships make this communication more feasible.

Specialized or dedicated courts for domestic violence and sexual assault can also be helpful, particularly if a county is able to consistently use a judge who is knowledgeable and experienced with these types of cases. In Peoria County, misdemeanor and felony domestic violence cases are heard by the same judge. In McLean County, one judge hears most criminal felony cases, and one judge hears misdemeanor DV cases. St. Clair has a dedicated court for misdemeanor cases only. McLean, Peoria, and St. Clair also have regular judicial review of batterer cases on probation. In Kankakee, two judges handle felony sexual assault cases, and one judge handles misdemeanors and holds monthly reviews of sex offenders on probation.

Probation and Other Aspects of Offender Accountability

Many convicted offenders in domestic violence receive probation, and their terms of probation often involve treatment, curfews, and other conditions. Probation is another area where caseloads must be kept at reasonable levels if high quality services are to be provided. Monitoring progress of the offenders at PAIP treatment is important part of this work. All four counties have dedicated probation officers funded by the MDT or through match, and Peoria also has a dedicated liaison to treatment. The regular court review of probation cases, noted above, can also be seen as a probation function to some extent.

Summary of MDT Outcomes

Qualitative Analysis

Articulating specific outcomes for a program like an MDT can be difficult. Accordingly, we have developed program theory for the MDTs and attempted to identify relevant outcomes based on the theory. This evaluation included a substantial amount of both qualitative and quantitative analysis. The logic models developed for each team included mid-term outcomes, and this program theory also helped us identify outcomes in large scale victim-centric and offender-centric databases (Infonet and CHRI).

Some of these outcomes are not final events in case processing but rather are steps in case processing that we see as in line with best practice. This section starts with findings from qualitative analysis and analysis of annual report information and then continues with the large-scale analyses of Infonet and CHRI data. It is important to recognize that there are limitations on the extent and quality of information we have on these outcomes. The discussion below attempts to mention those limitations when appropriate. On many of the midterm outcomes in the logic models, we simply do not have enough data to make a judgment.

Qualitative and Annual Report Data

The table below, a repeat of table 3-14, is a simple tally of how we classified the success of the four MDTs in achieving the mid-term outcomes in their logic models. Generally, we felt that Peoria, McLean, and Kankakee achieved or partially achieved more of their outcomes than St. Clair. Although the other sites have had occasional ups and downs during the MDT years, none have had the extended periods of low functioning that occurred in St. Clair County.

Table 10-1: Mid-Term Outcome Dispositions by County

Counties	McLean	Peoria	St. Clair	Kankakee
Successful	15	13	8	15
Mixed success	4	4	7	3
Not successful	0	0	5	0
Insufficient data	8	3	1	9
Total outcomes	27	20	21	27

The following narrative discussions of each county do not attempt to be comprehensive but rather just give a summary of how each county did on the major outcome categories in the logic models.

McLean MDT: McLean was successful or partially successful in all of its midterm goals for interagency collaboration. Some of these goals included better interagency awareness, executive-level buy-in, refined protocols, utilizing a data system for case management, and enhanced communication both within and outside of the team. The two outcomes where McLean had mixed success were in meeting the needs of frontline workers through the Steering Committee and in reducing victim blaming. No county was deemed completely successful on the latter outcome. McLean was also deemed to be successful on law enforcement goals, including improving the initial response to victims, accompanying advocates to home visits, and improving evidence collection. We also felt that McLean was successful in its victim advocacy goals, including enhancing service coordination, improving victim engagement with the court system and OPs, minimizing the number of interviews needed, and providing bilingual services as needed. On prosecution outcomes, data quality is poor, but we tentatively felt that McLean was successful in prosecuting a high percentage of cases and was not successful in enhancing victim cooperation. No county was deemed successful on the latter outcome. For probation and offender accountability outcomes, McLean was deemed successful on most outcomes, including improving consistency of accountability, and improving monitoring and information sharing. McLean was deemed partially successful on applying consequences for offender non-compliance and not successful on increasing offender compliance with court orders, though data

quality here is questionable. McLean was very active in community outreach activities, and it was deemed successful in involving unfunded partners and educating the community in general.

Peoria MDT: Peoria was successful or partially successful in almost all of its midterm goals for interagency collaboration. Some of these goals included securing executive-level buy-in, meeting the needs of frontline workers, and implementing central management of the whole team through a project coordinator. The MDT did not implement a data management system, though Peoria is reportedly working on that across its criminal justice agencies. Peoria was also deemed to be successful on law enforcement goals, including improving the initial response to victims, accompanying advocates to home visits, and improving evidence collection. We also felt that Peoria was successful in its victim advocacy goals, including enhancing service coordination, improving victim engagement with the court system and OPs, and minimizing the number of interviews needed. On prosecution outcomes, data quality is poor, but we tentatively felt that Peoria was successful in prosecuting a high percentage of cases and was not successful in enhancing victim cooperation. For probation and offender accountability outcomes, data quality remains a substantial issue, but we tentatively consider Peoria to be successful on holding offenders accountable more consistently and unsuccessful on other outcomes like improving offender compliance. Peoria was moderately active in community outreach activities, and it was deemed partially successful in involving unfunded partners and successful in educating the community in general.

St. Clair MDT: Compared to Peoria and McLean, St. Clair was less successful in meeting many of its midterm outcomes. Interagency collaboration was particularly a problem for St. Clair. Although it had moderate success in improving interagency awareness and communication, the Steering Committee was not active for a considerable time, there was a loss of cooperation between police and the prosecutor's office, and there was no progress made on data management. The breakdown in relationships between law enforcement and prosecution also contributed to low ratings on law enforcement outcomes. Basically, when police perceived that cases were not being pursued for prosecution very often, they had less incentive to do extra evidence collection on cases. In the last year or two, these relationships have improved and evidence collection may be improving as well, but based on the full term of the MDT, we cannot regard St. Clair as successful on this issue. On the other hand, St. Clair was deemed successful on victim service midterm outcomes, including enhancing service coordination, improving victim engagement with the court system and OPs, minimizing the number of interviews needed, and providing bilingual services as needed. On prosecution outcomes, quantitative data quality is poor, but we tentatively felt that St. Clair was not successful in prosecuting a high percentage of cases and was not successful in enhancing victim cooperation. Again, there was a time period in which the state's attorney was perceived as not being aggressive or supportive on domestic violence prosecution. For probation and offender accountability outcomes, data quality is again an issue, but we tentatively felt that St. Clair was successful in some areas, including improving the consistency of accountability and improving offender compliance. On outreach issues, St. Clair was deemed successful on general community education but not successful on involving unfunded partners.

Kankakee MDT: Kankakee was successful or partially successful in all of its midterm goals for interagency collaboration. Some of these goals included better interagency awareness, refined

protocols, utilizing a data system for case management, and enhanced communication both within and outside of the team. Kankakee had mixed success in reducing victim blaming, and its data system was not accessible by most partners but rather was centrally managed by the project coordinator. Kankakee was also deemed to be successful or partially successful on law enforcement goals, including improving the initial response to victims and improving evidence collection. On evidence collection, one of the local hospitals was a very cooperative partner, and another was more problematic. We also felt that Kankakee was successful in its victim advocacy goals, including enhancing service coordination, improving victim engagement with the court system, minimizing the number of interviews needed, and providing bilingual services as needed. On prosecution outcomes, data quality is poor, but we tentatively felt that Kankakee was not successful in prosecuting a high percentage of cases and was not successful in enhancing victim cooperation. For probation and offender accountability outcomes, Kankakee was deemed successful or partially successful on all outcomes, including improving consistency of accountability, improving monitoring and information sharing, and applying consequences for offender non-compliance. Kankakee was very active in community outreach activities, and it was deemed successful in involving unfunded partners and educating the community in general.

Large-Scale Quantitative Analysis

Two large datasets were used to analyze outcomes for the MDTs. Infonet offers a detailed record of the victims contacting domestic violence and sexual assault service centers. CHRI offers arrest, prosecution and sentencing information for offenders, organized by arrest incident. Unfortunately, the prosecution and sentencing information for offenders was not complete or reliable enough to be included in this analysis, so the offender-centric data analysis was restricted to arrest records. Also, Infonet data for Kankakee also appeared to be incomplete or unreliable, so the Infonet analysis was restricted to the DV counties.

A difference-in-difference logic was used to examine these data. This approach compares the results in MDT counties to results in comparison counties that lack MDTs. This comparison is done both before and after MDT implementation in order to account for statewide changes that could distort effects attributed to the MDTs themselves. Below is a very brief summary of the quantitative results, primarily in narrative form. Table 10-2 summarizes the results from the Infonet victim-centric analysis. Peoria and McLean had extremely positive results in this analysis because they reached substantially more victims and increased the services provided to each victim. This is a major achievement for those counties, and one of the more notable findings in the evaluation. St. Clair had somewhat negative results because it had a slight decline in the number of victims served and did not increase the likelihood of those victims receiving major services.

Table 10-2: Conclusions from Infonet Analysis

Outcome (MDT Years vs. Pre- MDT Years)	Peoria	McLean	St. Clair	Comparison Counties
Number of victims served per year	Major increase (+66%)	Major increase (+42%)	Mild Decrease (-10%)	Mild Decrease (-6%)
Likelihood that a	Slight increase (+5 percentage)	Moderate increase (+9 percentage)	Slight increase (+1 percentage)	No change

victim received a referral to the center from police	points)	points)	points)	
Number of legal advocacy service sessions received <i>per victim</i>	Slight increase (+9 %)	Moderate to large increase (+25%)	Moderate to large decrease (-28%)	Slight decrease (-8%)
Likelihood that a victim had Order of Protection granted	Slight increase (+ 10 percentage points)	Slight increase (+ 4 percentage points)	Slight decrease (- 3 percentage points)	No change
Overall conclusion from victim service data	Major improvement. The center in this county not only served more victims but increased the likelihood of each victim receiving key services.	Major improvement. The center in this county not only served more victims but increased the likelihood of each victim receiving key services.	Slight decline/ Lack of improvement. The center in this county served fewer victims and largely did not change the likelihood of each victim receiving key services.	Little change

Compared to the Infonet analysis, the CHRI analysis is much more limited. It is restricted to arrest data and does not involve an advanced regression analysis. For the DV counties, the results can be summarized very briefly as follows. After accounting for changes in county population, the average number of DV arrests and total charges per year in McLean and Peoria increased slightly in the MDT years, with McLean increasing about 2% and Peoria increasing about 6%. Meanwhile, St. Clair declined a moderately substantial amount on the same outcomes, dropping by about 14%. The comparison counties were basically flat on the number of DV cases across the two time periods, but the high collaboration counties increased the average number of DV charges by about 11%.

There were no major changes in the general trajectory of recidivism rates between the different types of counties. Peoria's recidivism rate was higher than most counties before the MDT years and it stayed there during the MDT years. McLean and St. Clair had recidivism rates slightly lower than the overall average before the MDT years and they stayed there during the MDT years.

Turning to sexual assault data, all county types had declines in the average number of sexual assault arrests per capita in the MDT years. However, Kankakee declined less than the comparison counties. Also, Kankakee had a much higher per capita SA arrest rate than the comparison counties before the MDT years and they maintained that gap during the MDT years. Although recidivism rates for sexual assault were collected, the total number of offenders and recidivists is fairly low, making it difficult to make any conclusions on those figures.

Overall, McLean and Peoria demonstrated very positive results on victim-centric outcomes and very mild positive results on offender-centric outcomes. Kankakee did not have victim-centric outcomes available, and it demonstrated mildly positive results on offender-centric

outcomes. St. Clair had moderately negative results on both victim-centric and offender-centric outcomes.

Strengths of the MDT Model

We believe the following activities should be considered critical elements or best practices for any coordinated collaborative response or multidisciplinary team approach to domestic violence or sexual assault, derived from the empirical evidence presented in this study:

1. Involve key agencies at the outset of the project, and work out potential issues and problems in advance of implementing the MDT
2. A designated project coordinator who can devote at least 50% time to the MDT
3. A specialized court with judges who are trained in the dynamics of domestic/dating violence and sexual assault, the concerns and fears of these victims, responding to these victims, and services available
4. Specialized prosecuting attorneys, law enforcement, and probation officers who are part of the regular membership of the MDT, some of whom are not grant funded in order to provide some consistency for the MDT
5. Co-location of domestic violence advocates and law enforcement, either at a central location such as a family justice center or at the police department
6. Initial protocol development and regular review of response protocols for all MDT member agencies and the willingness to develop new protocols as necessary to address community needs or new law
7. Active involvement of agency leadership in all aspects of the MDT
8. Case reviews
9. Law enforcement evidence collection more likely to be directed by needs of prosecutors
10. Expedited and enhanced victim services

Involve key agencies at the outset of the project, and work out potential issues and problems in advance of implementing the MDT

All MDT sites in this study had the benefit of having worked together on previous grant-funded and other projects. Stakeholders at three of the sites indicated that this prior experience had greatly facilitated working out potential problems as they applied for grant funding. All key agencies in the community should be involved at the outset. These agencies were ready and willing to work together toward the common goal of providing better services to victims and holding batterers accountable in a more consistent manner. Further, agency leadership at these sites -- directors, police chiefs, sheriffs, and state's attorneys -- were actively involved in working out problems, assigning staff to the MDT, and providing for the MDT's support publicly. This is consistent with the findings of Allen et al (2009, p. 19) related to Family Violence Coordinating Councils, in which they hypothesized that FVCCs which 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." Overall, we think these MDTs have overcome some of the obstacles encountered by other collaborative efforts, including, as Allen (2006, p. 49) notes,

“the history of adversarial relationships among stakeholders (e.g., domestic violence advocates and law enforcement), the need to overcome divergent viewpoints regarding the nature of and response to DV [and sexual assault], and the need to engage a diverse array of key stakeholders.”

One weakness with the four MDTs was insufficient judicial representation on the MDT itself. Only McLean County had a judge involved. While local courts were often represented on the MDTs by the local probation staff, having a judge always involved would have been ideal, particularly since, as we have seen, there were numerous specialized judges who worked predominantly with domestic violence. Their low level of MDT participation may have been in part due to time constraints as well as the fact that they were already involved with the Family Violence Coordinating Councils, which are active in every Illinois judicial circuit.

A strong and effective project coordinator who can devote at least 50% time to the MDT

A designated project coordinator who is employed working with the MDT at least half-time is essential. Communities that can afford to support a full time coordinator will likely find that that coordinator can play a larger role with community involvement, getting the message out more effectively to the public at large about domestic violence. Stakeholders at all sites indicated that the project coordinator was the hub around which the MDT’s activities revolved. Outside grant funding support for the project coordinator role was critical for the sites in this study. Without that funding, MDT management responsibility would have fallen to individuals who already had full-time workloads and would likely have been unable to devote the needed time.

MDTs may be thought of as “horizontal” organizations or networks involving key players from various community agencies. Since some the key MDT members are elected officials, MDT decisions sometimes occur in a political context. To manage the MDT effectively, the project coordinator has to walk something of a tightrope, answering to a variety of people, both inside and outside the organization that directly employs and pays them. The coordinator has to manage both the regular MDT meetings and the Steering Committees containing the various agency heads. The communication skills needed by the project coordinator to operate in this non-traditional and non-bureaucratic organizational setting are considerable. The project coordinator is also at times a resource person for victims or their families seeking information about domestic violence and sexual assault, whether the information is how to get an order of protection, how to locate shelter, or how to get a speaker for their church group. The dedicated project coordinator position itself is a visible sign to the community that the community is committed to a strong policy of no tolerance for domestic violence and sexual assault.

A specialized court with judges who are trained about the cycle of domestic violence and victim issues

All four MDT counties had implemented some form of a specialized court, with judges who had some familiarity with the issues and who often heard these cases almost exclusively. The presence of the specialized court – which in most cases pre-existed the MDT – facilitated the work of the MDT in terms of improving access to orders of protection, implementing vertical prosecution, and engaging probation (since probation is a judicial branch function in Illinois). We also found inconsistency across sites in the extent of training judges received on DV and SA. Judges in these courts would benefit from specialized training such as that offered by the

National Council of Juvenile and Family Court Judges, as well as more general training offered by the Illinois Coalition Against Domestic Violence and the Illinois Coalition Against Sexual Assault.

Specialized prosecuting attorneys, law enforcement officers, and probation officers who are part of the regular membership of the MDT

These three core groups of criminal justice system staff – along with advocates from the victim service agencies – make up the core of the MDT, their efforts being supplemented by what is called “unfunded staff” in this study. Specialized prosecuting attorneys, law enforcement officers, and probation officers provide important benefits to the MDT. First, MDT members who work in positions that are not STOP grant funded are more likely to stay in their positions for a longer period, providing MDT staffing consistency. Grant funded positions often experience greater turnover, as position incumbents worry about job security. Second, these staff are specialized, and specialization requires training in DV and SA issues, the concerns of victims, and best practices in their field – knowledge they can then share with both MDT members and other staff members in their agencies. Third, specialization encourages the person to make connections with other individuals doing the same line of work in other jurisdictions, often hoping to learn something new or a best practice that might be implemented locally. An example would be an attorney who gets on a listserv through professional organizations for prosecuting attorneys who specialize in sexual assault cases. Finally, specialization appears to make these professionals more victim-centered in their work.

The victim centered approach not only benefits the victim but also may decrease some of the stress that front line staff experience working with these cases – stress which can lead to burnout. Several interviewees in the study reminded us of how challenging it is to work daily with the victims in these cases: victims who are fearful, traumatized, and uncertain of who to trust and what to do next. The collaborative communications network on the MDTs provided a vehicle for sharing stories, best practices and concerns, a process which helped front line staff to make the best decisions for victims and offenders. The best MDTs made a special effort to involve probation and court services departments extensively. Compared to MDT members from other agencies, probation departments have less contact with victims and victim issues; they instead are closely involved working with the offenders. Through the MDT, probation officers learned more about victims and their issues, and enabled them to also liaison more effectively with law enforcement and the SAO. Probation officers’ day to day case management work with offenders should have improved as a result.

Co-location of domestic violence advocates and law enforcement, either at a central location such as a family justice center or at the police department

Co-location addresses the “silo” mentality in which each profession and agency has its own policies, protocols, and office space, and deals with victims separately. Co-location greatly facilitates collaboration as it brings various professions together at one location to address DV cases. In addition, co-location allows these frontline workers to become both more knowledgeable and more sensitive to the issues of other professionals working with victims and offenders. One law enforcement stakeholder described co-location as a *force multiplier*; e.g., a specialized detective and a co-located DV advocate working together at one site could spend more quality time with a victim than either of them working at their individual offices. Co-

location is also a visible statement to victims and the community of the agencies' commitment to taking a proactive approach to DV cases.

In two of the three DV sites evaluated in this study (McLean and St. Clair counties), the local victim services agency had co-located DV advocates at local police departments. The law enforcement stakeholders we interviewed believed having these advocates on-site had been a benefit to victims. Victims benefit by being able to talk about a sensitive and intimate problem with an advocate, in addition to or instead of a law enforcement officer. Often the victim's initial need is for quick, practical information about how to solve problems faced in the first 24-48 hours after an incident, and an advocate can provide that information nonjudgmentally and accurately. We learned of limited cases, anecdotally, in which victims were given incorrect information by police personnel. When that happens, unfortunately this could dissuade the victim from reaching out for help in the future.

Conversely, co-located advocates have the opportunity to experience firsthand the frustrations and dangers that law enforcement officers face daily, and can share those new perspectives with their advocate colleagues in their home agencies. Co-location requires a commitment on the part of both agencies, as the victim services agency is "losing" the in-house services of the DV advocate while the receiving law enforcement agency is losing office space. Ideally, advocates co-located in police agencies should also have computer access and a private place to interview victims.

Two "one-stop shops" (Peoria and St. Clair) had co-located law enforcement officers, but their responsibilities were different. The St. Clair County DVU coordinated service of orders of protection with two sheriff's deputies located at the DVU. These deputies reportedly rarely talked with victims or handled evidence collection. The Peoria County FJC uses the more common approach where co-located specialized investigator at the FJC would digitally record a victim's statement and then the victim is taken directly to an advocate for additional services.

Regular review of response protocols for all MDT member agencies and the willingness to develop new protocols as necessary to address community needs or new law

The Illinois Domestic Violence Act of 1986 requires all law enforcement agencies to develop and implement written policies regarding DV incident arrest procedures. Further, when developing these policies, law enforcement agencies, prosecutor's offices, and the judiciary should consult with community organizations with expertise in recognizing and handling DV incidents (750 ILCS 60/301.1).

Two of the MDT sites (McLean and Kankakee counties) had protocols that were mostly current and covered responding agencies. The Kankakee County MDT targets sexual assault cases, and produced the most comprehensive set of protocols of those reviewed. Stakeholders in these sites agreed that the process of developing and updating these protocols provided a number of benefits. The process was an opportunity for MDT members to hash out concerns, challenge each other in a "safe" forum, and then agree upon how each member agency should respond to victims and offenders in these cases. It was also an opportunity for agency leadership to engage with the MDT, bringing formal authority to what may otherwise be a somewhat informal

conversation. In fact, without the approval of leadership, the protocols will likely remain unused and sit on the proverbial shelf.

A process of regular review of response protocols for member agencies is an essential component of institutionalizing change in a community and is difficult and time-consuming to do, but likely worth the effort. According to Allen, et al (2009, p. 1) *institutionalized change* refers to changes in the policies, procedures, protocols, and practices of organizations involved in the response to domestic violence. Such changes are referred to by Pence (1999) as necessary for making changes “in the text,” such that changes in written policies, protocols, and forms force system change through changing the behaviors of the professionals using those texts.

One example from the current study is the use by some counties of a form a DV victim can sign stating she does not want the batterer prosecuted. There were reports that some law enforcement departments used this *text* – this form -- to decide whether to collect evidence and refer the case for further investigation. We believe it is critical that MDTs ensure that all member agencies have in place not only written policies and protocols, but that all forms and texts associated with these cases have *also* been changed to be in compliance with the policies. This relates to the critical element described previously of regular review of response protocols for all MDT member agencies.

Active involvement of agency leadership in all aspects of the MDT

The strength of the MDT collaboration rests in its institutionalization based on protocols and support of leadership. The role of leadership in this process cannot be underestimated. As one police chief interviewee commented, his agency had changed because *he* had changed. In larger jurisdictions, such as St. Clair County, it may be beneficial to host a morning or lunchtime event for chiefs of police and other leaders of law enforcement agencies to explain the important role of law enforcement in responding to victims of domestic violence and sexual assault, in order to both send a consistent message to all law enforcement agencies in the county as well as solicit their participation and support for MDT efforts.

Regular review of policies and protocols must be driven by agency leadership. The reviews provide the opportunity for both leadership and frontline workers to work through issues on a scheduled basis, and change forms and practices to be in compliance with the protocols. Once an agency has agreed to participate with the MDT, there is an expectation that concerns will be brought to the attention of leadership by frontline MDT staff before they become intractable problems. This is the difference between communities in which agencies merely cooperate with each other on individual cases as opposed to those where there is true community collaboration – as exists in the MDT counties -- where there is proactive and systematic action driving the community’s response to DV and SA.

Case reviews

This occurs at all four sites and is one of the most substantial benefits of the MDT. MDT funded members are involved in these reviews at all four counties. In Peoria and St. Clair counties, this is a regular part of the monthly MDT meeting. Unfunded partner agencies are not asked to participate in monthly MDT meetings at these sites. In McLean County, separate monthly case reviews are held with only the ASA, law enforcement, and victim services providers. The case

reviews in McLean County were spurred by a survey conducted by the MDT project coordinator, and then implemented under the direction of the project coordinator. In Kankakee County, funded and unfunded partner agencies meet together at monthly meetings. The project coordinator generates a list of open cases by offender name for each police department, and these lists are reviewed at the monthly meeting. Issues related to evidence collection or concerns about the victim's participation are also frequently discussed by the assigned ASA and the relevant law enforcement department.

The case reviews are clearly a major benefit of the MDT. They are concrete and discrete activities which improve offender accountability and victim services and when MDT staff participate in these reviews, staff feel like their time is being well used. The case reviews are at the heart of and are made possible by the MDT approach.

Law enforcement evidence collection more likely to be directed by needs of prosecutors

One benefit of communications that occur on the MDT is that prosecutors can tell law enforcement what evidence is needed exactly in order to successfully prosecute a case. At times, these communications occur on a case by case basis. The lessons learned by law enforcement as a result hopefully carry over into improved daily practices. More important than these case by case communications is development of standard practices and protocols. The combination of protocols and case by case learning should improve evidence collection and offender accountability.

Expedited and enhanced victim services

With patrol officers in some instances being part of the larger MDT teams, their initial contact with the victim and/or the offender should be an opportunity for the officer to see to it that the victim is made aware of all available local services. With advocates hearing firsthand about the evidentiary issues facing prosecutors and law enforcement in the MDT meetings, the advocates are better able to work with the victim to encourage them to not only to secure needed victim services but to also cooperate with the prosecution so that the offender can be brought to justice. The advocate's overall effectiveness is thus enhanced. They help the victim in two ways. First, they see to it that the victim gets needed services. Second, they help the victim in the long term by helping to facilitate a successful prosecution.

Weaknesses of the MDT model: Challenges with Implementation

There was considerable consistency across sites in the challenges the MDTs faced. Challenges include the following:

1. Local data systems and evaluation capability beyond monitoring
2. Funding Uncertainty and sustainability
3. Maintaining MDT momentum and participation
4. Network management
5. Judicial and State's Attorney turnover
6. Institutional advocacy: coordinating policy development and implementation across agencies
7. Inability of offenders to pay for batterer intervention services

8. Challenges of the one-stop shop

Local data systems and evaluation capability beyond monitoring

There was some evolution of the site's information management systems over the funding period, however, the progress was not marked. Of the four MDT sites, only one county has a centralized database for offender data that is accessible by all partner agencies. McLean County criminal justice data are maintained in an online, county-wide case management system called IJIS, which contains offender information that can be tracked through the whole criminal justice system. Law enforcement, SAO, probation, and co-located advocates all have access to the data, with different levels of access. Quarterly statistics to be submitted to ICJIA by the McLean MDT are gathered in large part from IJIS. IJIS however does not include victim data.

During the site visits, Peoria and St. Clair counties were not found to have county-wide data collection systems, but Peoria County does have a shared offender data system used by the Sheriff, probation office and SAO. These systems are of some assistance in helping sites to meet their reporting requirements to ICJIA, but many quarterly statistics (e.g., victim data) are for the most part gathered from individual MDT members and compiled for submission by the project coordinators. Late during the study it was found that St. Clair County was also beginning to utilize an electronic system that contained offender and victim information. Specifically, it contained information about the victim, offender, all court documents, the setting where the domestic violence occurred, and criminal histories and was accessible to the State's Attorney, Probation Department, Sheriff's Office, and the Director of Legal Advocacy employed by the Violence Prevention Center.

Kankakee County has a database that is located within KC-CASA which is set up to track over 500 different pieces of information on a case from first recognition of a sexual assault, through conclusion of a case, through probation/parole. This database has the benefit of containing both offender and victim data. It contains detailed information such as how many times there have been continuances on cases, how long a case has been in the system, how many times the victim has been to court, and how many hours advocates have spent in court on a particular case. The database is accessible only at the sexual assault agency (KC-CASA); however, the project coordinator will produce any reports requested by MDT members. In the past, these reports have allowed the MDT to see patterns in judicial rulings and even in a perpetrator's method of operations.

On the whole, data system development and use is not an area where the MDTs have excelled, even though there has been some system development that is unique to some sites. A new well-designed and comprehensive MDT system could be used by MDT partners to more effectively share information about both offenders and victims. Such a system could also be used to track progress towards outcome achievement (activities) as well as the outcomes themselves.

Throughout this report, the limitations of "annual report" data have been noted. The absence of good MDT data systems likely contributed to the data issues related to quarterly transmissions from sites to ICJIA, and then annual transmissions by ICJIA to the Department of Justice. From our review, it is unclear to what extent the sites, the state and/or federal reviewers were carefully

monitoring the data in the annual progress reports. As noted at several points in this report, some of those data seemed to be simply in error.

The data in annual reports follow the nationally prescribed format for grantee reports for the Office on Violence Against Women, Annual Progress Reports. The data are submitted by ICJIA to the *Muskie School of Public Service*, University of Southern Maine, which is funded by the DOJ's Office on Violence Against Women to maintain a national reporting system of sorts, called the *Measuring Effectiveness Initiative*. State grantees of STOP funding -- such as ICJIA -- are required to submit annual progress reports.

As noted throughout this report, annual report data -- mostly from 2006 to 2010 -- were quite problematic. STOP program subgrantees (the four counties) were responsible for completing quarterly whatever subsections of the federally mandated annual report were applicable to them. ICJIA then drew from the quarterly reports for each site and prepared a single annual report for each site.

It could be a future benefit to the Illinois sites were ICJIA to develop a new data system that could be used by all sites to expedite and improve data reporting. Such a system would be in addition to -- not instead of -- a system like the McLean county IJIS system. A new such system could be hosted by each site's project coordinator's host agency and would then be used to improve the ability of the MDT to monitor its own progress towards key goals, and to develop standardized and accurate data reports that meet the *Muskie* reporting requirements.

MDTs have information about both victims and offenders and issues of appropriateness of data sharing must be addressed. Victim data are very sensitive and local decisions about data sharing would vary; some sites may secure the written consent of victims and include victim data in a new integrated system. Other sites may decide that victim data cannot be part of an integrated system. The issues would likely have to be resolved before a site could begin using a future newly developed integrated system that might be created and made available to monitor MDTs.

Funding uncertainty and sustainability

One challenge for MDTs was that the project coordinator and a good portion of each MDT's staff were funded by STOP and there was uncertainty about continued funding. Funding sustainability was the number one concern of many interviewees. To be fair, only one site indicated that continued STOP funding was an immediate issue. The other sites suggested they would be able to maintain some level of services if STOP Program funding was decreased or eliminated, using some combination of federal and local funds. While the MDT members realize STOP funding may not always be available, surprisingly little attempt has been made to institutionalize the positions and services and there is little evidence of a systematic effort to develop an MDT funding sustainability plan using alternate revenue sources. We recommend that the steering committees of the MDTs place this item at the top of their agenda at every meeting and attempt to put into place a long-term strategy for maintaining the work of their MDT. We further suggest that ICJIA possibly convene a statewide meeting of all four sites, possibly bringing in national experts who have experience with how other localities have grappled with this issue. Illinois counties that currently have a coordinated community response to domestic violence, without a formal MDT structure, might also benefit from this experience.

Maintaining MDT momentum and participation

At some sites, there were challenges keeping all MDT members regularly attending MDT meetings. Interview data suggest that it is not for lack of interest that attendance at MDT meetings may decrease. All interviewed stakeholders were fully supportive of their local MDTs. However, in two sites, stakeholders said there were sometimes overlapping meetings, and they had to decide which meeting was more important. If an overlapping meeting had judicial representation, while the MDT did not, they normally attended the meeting where judges participated. Other reasons for lack of attendance related to (a) staff turnover, (b) lack of understanding of their role on the MDT, and (c) not understanding the importance of the MDT meetings. These issues that could be addressed by the Steering Committee taking leadership to ensure that new staff are properly trained and integrated into the MDT. Lack of attendance may also be due to a certain amount of inertia on an MDT that is successful in serving victims and offenders and is not faced with immediate problems.

Network management

Local MDTs are not vertically managed traditional bureaucratic structures, as noted earlier. Instead, they are networks of more or less equal individuals who meet periodically to try to achieve a greater good: i.e., the MDT through its combined collaborative work can theoretically produce more positive good for the community than can the various component parts (agencies) working separately. Managing the network, the job tasked primarily to the project coordinator, requires special skills.

Judicial and States Attorney turnover

The State's Attorney is often the key person in a county which drives whether and how the MDT works, and with what level of intensity, at least with respect to the commitment to offender accountability and setting the tone overall for tolerance of violence against women. The States Attorney sets the tone directly for prosecution, of course, and by working with county law enforcement agencies, does much the same for them. By working with the judiciary, the State's Attorney also impacts court decision and probation services. Victim service agencies also seek to set the tone locally for these issues, but their capacity to do so is weakened without the active support of their criminal justice partners.

An MDT working without benefit of an informed and supportive judiciary is challenged. The MDT sites in this study had the benefit of a largely dedicated and informed judiciary. New MDTs in smaller counties, however, may find this to be more of a challenge. Sometimes new judges come to the bench with preconceived ideas regarding victims and victimization, and essentially refuse to consider challenges to those myths. They may or may not have had the opportunity to attend related training. Communities considering new local collaborations should consider these issues prior to being confronted with an uncooperative or unknowledgeable judge. Funding could be set aside for training new judges and providing training opportunities for existing judges, so that policies and protocols can be maintained and enforced when faced with the challenge of a new judge.

Institutional advocacy: coordinating policy development and implementation across agencies

Doing an adequate job of systematizing and institutionalizing local practices is a constant challenge for MDTs. As discussed throughout this study, this largely consisted of local protocol development, revision and implementation. It is important to highlight the importance of this activity: the strength of the MDT collaboration rests in its institutionalization of coordinated protocols and support of leadership.

Part of the MDT's work is individual advocacy which focuses on the needs of the victim and the services provided. Another part of the MDT's work is *institutional advocacy* which focuses on how the state and locality should intervene in violence against women cases in general (Shepard & Pence, 1999). This institutional advocacy includes the governmental structures and processes victims encounter in trying to access services and engaging with institutions; e.g., engaging with the criminal justice system in its efforts to prosecute the offender. These "systems change" activities can be almost infinite, and are an important part of MDT activities. They would involve, for example, advocating with law enforcement to change attitudes and responses to victims who call for help; improving evidence collection; advocating with state's attorney's offices to be understanding of the concerns and fears of victims if the offender (particularly a DV batterer) is being prosecuted; and advocating with hospitals to change attitudes and practices when a victim requires healthcare services related to the violence. Further, institutional advocacy with probation (and parole) departments can result in greater understanding of the victim's concerns when the offender is in the community, and the victim's need for information. MDTs should have policies and protocols in place for how each of these systems respond to DV/SA cases, which will hopefully allow these agreed-upon processes to continue in the face of new leadership and staff turnover.

Inability of offenders to pay for batterer intervention services

A challenge on the offender side of the equation is that low income offenders may not be able to afford needed treatment services. Interview data across the sites indicates that offender inability to pay for intervention or treatment services is a substantial problem. Although this is within the purview of the probation departments, the fact that offenders comply with other court orders related to their probation sentence, but cannot pay for treatment, creates a situation in which offenders are released from probation without the benefit of intervention services. There are other fees associated with probation as well. As one stakeholder noted, if offenders are retained on probation (or in jail) because they cannot pay for all the court-ordered services, then a debtor's jail is essentially created.

Challenges of the one-stop shop

The one-stop shop concept is widely used in social services, law enforcement and a variety of public and private service delivery models. The children's advocacy center model for child sexual assault is particularly germane, with some key differences. In most CACs, the child is interviewed by a trained child forensic interviewer. The prosecuting attorney, child protective services, and law enforcement officers constituting the MDT are located in a separate room, and view the interview either through a one-way window or remotely. Often, the CAC has some technology for team members to relay questions to the forensic interviewer. However, the child only sees one person in order to minimize fear and encourage the child to tell her/his story. The DV shops, often called family justice centers, retain the idea of minimization of interviews, but typically do not isolate the MDT members from the victim.

Communities considering implementation of an FJC must be aware of a number of issues. Funding, of course, must be obtained to support the facility itself. Beyond that, agencies are confronted with essentially the loss of a “warm body” in their own agencies. This may be particularly problematic for victim services providers who may already be short-handed. These issues related to silo thinking must be overcome for a one-stop shop to be successful. In addition, issues related to authority will arise – i.e., who will be the “Director” of the FJC? Will that person have authority in personnel evaluation, firing, or hiring? It is critical that those kinds of decisions be thoroughly discussed, codified into an agreed-upon protocol, and then shared with other agency staff so that staff members from the MDT agencies understand the role and responsibilities of the FJC staff.

Funding and Sustainability

The grant-funded staff in the MDT counties significantly increase the capacity of local MDTs to provide additional and specialized services, be they probation, prosecution, law enforcement or victim services. Without the funding, some of these specialized staff would no doubt be laid off, and service levels would drop. From the limited data in this report, positive victim services impacts appear to be greater than offender impacts. That being the case, should there be an aggregate reduction in funding available in future years, channeling funding more so to victim service agencies may be warranted. Another possibility would be the idea of targeting funding to only the project coordinator position, in a large number of counties, and to try to establish MDTs more widely, including in smaller and more rural counties.

From the statewide surveys, we learned that a number of Illinois counties already have significant community collaborative efforts addressing domestic violence, whether the local efforts are called multi-disciplinary teams or not. As we saw in some of the impact data, some high and low collaboration Illinois counties appear to be doing nearly as well as the MDT funded counties on select measures and they are doing so without benefit of the enhanced STOP funding.

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APPENDIX: DETAIL RELATED TO IMPACT ANALYSIS

1) The list of criminal statute codes used to select Domestic Violence cases

750 ILCS 60.0/227-C
720 ILCS 5.0/12-30-A
720 ILCS 5.0/12-30-A-2
720 ILCS 5.0/12-30
720 ILCS 5.0/12-30-A-1
720 ILCS 5.0/12-3.3-A-5
720 ILCS 5.0/12-3.3-A
720 ILCS 5.0/12-21
720 ILCS 5.0/12-3.2
720 ILCS 5.0/12-3.2-A
720 ILCS 5.0/12-3.2-A-1
720 ILCS 5.0/12-3.2-A-2
720 ILCS 5.0/40-208C
720 ILCS 5.0/40-2302-8
725 ILCS 5.0/112A-23-E
720 ILCS 5.0/12-6.3-A
720 ILCS 5.0/40-2302-1

2) The list of criminal statute codes used to select Sexual Assault cases

720 ILCS 5.0/12-14-A-4
720 ILCS 5.0/12-14-A-2
720 ILCS 5.0/12-14-A-7
720 ILCS 5.0/12-14-A-6
720 ILCS 5.0/12-14-A-3
720 ILCS 5.0/12-14-A-5
720 ILCS 5.0/12-14-A-1
720 ILCS 5.0/12-16
720 ILCS 5.0/12-16-A
720 ILCS 5.0/12-16-A-1
720 ILCS 5.0/12-16-A-2
720 ILCS 5.0/12-16-A-3
720 ILCS 5.0/12-16-A-4
720 ILCS 5.0/12-16-A-5
720 ILCS 5.0/12-16-B
720 ILCS 5.0/12-16-C-1
720 ILCS 5.0/12-16-C-1-
720 ILCS 5.0/12-16-C-2
720 ILCS 5.0/12-16-E
720 ILCS 5.0/12-16-F
720 ILCS 5.0/12-14
720 ILCS 5.0/12-14-A
720 ILCS 5.0/12-14-B
720 ILCS 5.0/12-14-C

720 ILCS 5.0/12-14-D
720 ILCS 5.0/12-14-A-8
720 ILCS 5.0/12-16-A-6
720 ILCS 5.0/12-16-A-7
720 ILCS 5.0/12-15-B-2
720 ILCS 5.0/12-15-A-2
720 ILCS 5.0/12-15
720 ILCS 5.0/12-15-A
720 ILCS 5.0/12-13
720 ILCS 5.0/12-13-A-1
720 ILCS 5.0/12-13-A-2
720 ILCS 5.0/12-13-A-3
720 ILCS 5.0/12-15-A-1
720 ILCS 5.0/11-3
720 ILCS 5.0/11-3-A
625 ILCS 5.0/6-116
730 ILCS 150.0/3-B
730 ILCS 150.0/6
720 ILCS 5.0/11-1
730 ILCS 150.0/1
730 ILCS 150.0/10-A
720 ILCS 5.0/11-9.2-A
720 ILCS 5.0/11-9.2-B
730 ILCS 150.0/10
730 ILCS 150.0/3
720 ILCS 5.0/12-15-C
720 ILCS 5.0/12-13-A-4
720 ILCS 5.0/12-16-D

3) Tables Displaying Findings for Cases with Any Prosecution Records in CHRI (DV and SA)

Domestic Violence - Annual Average Number of Cases With Any Prosecution Records	Annual Average PRE MDT ('01-'03)	Annual Average MDT Years ('04-'10)	Pre MDT to Post MDT % Change	Pre-MDT Years- Annual Average per 100,000 residents ('00-'03)	MDT Years- Annual Average per 100,000 residents ('04-'10)	Pre MDT to Post Per 100,000 residents % Change
High Collaboration Comparison Counties	1,706.3	2,057.6	20.6%	228.9	255.6	11.7%
Aggravated Domestic Battery	17.33	31.86	83.8%	2.32	3.96	70.2%
Domestic Battery	1485.00	1787.29	20.4%	199.18	222.02	11.5%
Interfering with DV Report	16.67	25.14	50.9%	2.24	3.12	39.7%
Order of Protection Violated	187.33	213.29	13.9%	25.13	26.49	5.4%
Other	0.00	0.00	N/A	0.00	0.00	N/A
Low Collaboration Comparison Counties	2,707.0	2,493.1	-7.9%	244.5	217.9	-10.8%
Aggravated Domestic Battery	17.67	37.43	111.9%	1.60	3.27	105.1%
Domestic Battery	2320.00	2153.29	-7.2%	209.51	188.23	-10.2%
Interfering with DV Report	36.00	29.43	-18.3%	3.25	2.57	-20.9%
Order of Protection Violated	332.67	272.86	-18.0%	30.04	23.85	-20.6%
Other	0.67	0.14	-78.57%	0.06	0.01	-79.3%
McLean	355.0	400.4	12.8%	231.0	244.5	5.8%
Aggravated Domestic Battery	1.67	2.57	54.3%	1.08	1.57	44.7%
Domestic Battery	317.33	348.57	9.8%	206.53	212.82	3.0%
Interfering with DV Report	5.33	6.29	17.9%	3.47	3.84	10.6%
Order of Protection Violated	30.67	43.00	40.2%	19.96	26.25	31.5%
Other	0.00	0.00	N/A	0.00	0.00	N/A
Peoria	433.7	299.7	-30.9%	237.3	162.5	-31.5%
Aggravated Domestic Battery	3.67	3.29	-10.4%	2.01	1.78	-11.2%
Domestic Battery	352.33	250.29	-29.0%	192.76	135.69	-29.6%
Interfering with DV Report	7.00	3.43	-51.0%	3.83	1.86	-51.5%
Order of Protection Violated	70.67	42.71	-39.6%	38.66	23.16	-40.1%
Other	0.00	0.00	N/A	0.00	0.00	N/A
St. Clair	204.7	142.7	-30.3%	79.5	53.9	-32.2%
Aggravated Domestic Battery	3.67	1.71	-53.2%	1.43	0.65	-54.5%
Domestic Battery	178.67	116.29	-34.9%	69.44	43.95	-36.7%
Interfering with DV Report	1.67	0.71	-57.1%	0.65	0.27	-58.3%
Order of Protection Violated	20.67	24.00	16.1%	8.03	9.07	12.9%
Other	0.00	0.00	N/A	0.00	0.00	N/A

Sexual Assault Prosecution- Average Annual Number of Cases With Any Prosecution Records	Annual Average PRE MDT ('01-'03)	Annual Average MDT Years ('04-'10)	Pre MDT to Post MDT % Change	Pre-MDT Years- Annual Average per 100,000 residents ('00-'03)	MDT Years- Annual Average per 100,000 residents ('04-'10)	Pre MDT to Post Per 100,000 residents % Change
High Collaboration Comparison Counties	168.0	155.1	-7.7%	18.1	15.7	-13.5%
Aggravated Sexual Assault	122.67	110.57	-9.9%	13.21	11.16	-15.5%
Criminal Sexual Assault	44.33	43.00	-3.0%	4.77	4.34	-9.1%
Sex Offender Registration Offense	1.00	1.57	57.1%	0.11	0.16	47.2%
Kankakee	27.7	17.1	-38.0%	3.0	1.8	-40.2%
Aggravated Sexual Assault	18.33	11.86	-35.3%	1.98	1.24	-37.6%
Criminal Sexual Assault	9.33	5.00	-46.4%	1.01	0.52	-48.3%
Sex Offender Registration Offense	0.00	0.29	N/A	0.00	0.03	N/A
Low Collaboration Counties	217.0	117.9	-45.7%	206.6	106.8	-48.3%
Aggravated Sexual Assault	149.00	77.86	-47.7%	141.84	70.57	-50.2%
Criminal Sexual Assault	67.00	39.57	-40.9%	63.78	35.87	-43.8%
Sex Offender Registration Offense	1.00	0.43	-57.1%	0.95	0.39	-59.2%

4 Multiple Recidivism Rates (3 or more arrests) for Domestic Violence and Sexual Assault

Multiple Recidivism Rates for Domestic Violence										
	2001 First Arrests; 10-year recidivism rate	2002 First Arrests; 9-year recidivism rate	2003 First Arrests; 8-year recidivism rate	2004 First Arrests; 7-year recidivism rate	2005 First Arrests; 6-year recidivism rate	2006 First Arrests; 5-year recidivism rate	2007 First Arrests; 4-year recidivism rate	2008 First Arrests; 3-year recidivism rate	2009 First Arrests; 2-year recidivism rate	2010 First Arrests; 1-year recidivism rate
High Collaboration Counties	14.07%	13.41%	10.70%	11.58%	7.91%	8.44%	5.66%	4.09%	2.46%	0.32%
Low Collaboration Counties	17.45%	15.81%	14.24%	11.99%	11.18%	8.44%	7.24%	5.42%	3.23%	1.18%
McLean	12.35%	11.39%	12.14%	12.91%	10.80%	9.51%	4.96%	4.51%	3.89%	0.31%
Peoria	26.85%	22.81%	18.80%	18.23%	15.77%	13.77%	13.04%	7.66%	4.98%	1.51%
St. Clair	11.48%	8.06%	8.58%	7.29%	6.24%	3.07%	4.96%	3.42%	1.70%	1.44%
Weighted Average	16.83%	15.14%	13.20%	12.18%	10.35%	8.62%	7.06%	5.10%	3.12%	0.92%

Multiple Recidivism Rates for Sexual Assault										
	2001 First Arrests; 10-year recidivism rate	2002 First Arrests; 9-year recidivism rate	2003 First Arrests; 8-year recidivism rate	2004 First Arrests; 7-year recidivism rate	2005 First Arrests; 6-year recidivism rate	2006 First Arrests; 5-year recidivism rate	2007 First Arrests; 4-year recidivism rate	2008 First Arrests; 3-year recidivism rate	2009 First Arrests; 2-year recidivism rate	2010 First Arrests; 1-year recidivism rate
High Collaboration Counties	2.55%	1.01%	1.04%	1.02%	2.08%	0.55%	1.64%	0.00%	0.63%	0.00%
Low Collaboration Counties	0.00%	0.00%	0.45%	0.00%	0.00%	0.63%	0.71%	0.00%	0.00%	0.00%
Kankakee	5.56%	6.78%	3.45%	5.88%	0.00%	3.23%	3.85%	2.94%	0.00%	0.00%
Weighted Average	1.50%	1.25%	0.91%	0.93%	0.92%	0.80%	1.43%	0.26%	0.29%	0.00%



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