

ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

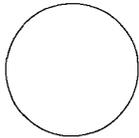
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S.T.O.P. Violence Against Women  
In Illinois  
A Multiyear Plan: FFY96 – FFY98

Jim Edgar, Governor  
Bob Kustra, Lt. Governor

Revised May 1998

188357



Peter B. Bensinger, Chairman  
Candice M. Kane, Acting Executive Director

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## **I. INTRODUCTION**

The Violence Against Woman Act, authorized by Title IV of the Violent Crime Control and Law Enforcement Act of 1994, provides financial assistance to states for developing and strengthening effective law enforcement and prosecution strategies and victim services in cases involving violent crimes against women. To be eligible to receive funds, states must develop a plan in accordance with requirements set out in the Act. At least 25 percent of the funds received must be distributed to each of the following: law enforcement, prosecution and victim services. Funds may not be used to replace dollars already committed to a service or program. As the state agency charged with administration of the Illinois S.T.O.P. Violence Against Women Program, the Illinois Criminal Justice Information Authority has prepared this implementation plan. Federal fiscal year 1996 funds initiated several projects to combat violence against women. Federal fiscal year 1997 and 1998 funds are being used to continue current initiatives and add others.

### *An Ad Hoc Committee on Violence Against Women*

Created in 1983, the Authority is a state agency dedicated to improving the administration of criminal justice in Illinois. As such, the Authority -- a 15-member board representing different components of Illinois' criminal justice system and the private sector with a staff of approximately 120 -- serves as a statewide forum for criminal justice coordination, planning, and problem solving. The Authority also administers one state grant and ten federal programs: the Illinois Motor Vehicle Theft Prevention Act program; and in addition to the Violence Against Women Act, the federal Anti-Drug Abuse Act, Victims of Crime Act, Violent Offender Incarceration/Truth in Sentencing, Juvenile Accountability Act, Local Law Enforcement Block Grants, National Criminal History Improvement, as well as several other programs. Combined, these programs have budgets of more than \$100 million in fiscal year 1998.

When notified that the Authority would be responsible for administering the S.T.O.P. Violence Against Women program in Illinois, Authority Chair Peter Bensinger appointed a special committee, chaired by Authority member Barbara Engel, to propose an implementation plan to the full Authority. This plan was then submitted to the U.S. Department of Justice, Violence Against Women Program Office. Mindful of the Act's emphasis on the development of strategies which draw on the experience of all players in the criminal justice system, including the advocate

community, Chairman Bensinger created a committee whose membership includes representatives from law enforcement, prosecution, the courts, victim advocates and service providers, and the primary funding entities of victim services in Illinois. The Ad Hoc Committee on Violence Against Women has 16 members. Only two of the original members have been replaced.

**Barbara Engel** has worked on behalf of crime victims in Illinois since 1975. She is a former director of Women's Service, a sexual assault and domestic violence program at the Loop YWCA of Metropolitan Chicago. Recently, as Chair of the Ad Hoc Committee on Violence Against Women and member of the Chicago Commission on Human Relations, she co-authored the City of Chicago's sexual harassment policy. In the early 1980's, Ms. Engel co-founded both a citywide sexual assault advocacy provider network and a domestic violence advocacy network and was a member of both the Illinois Coalition Against Sexual Assault and the Illinois Coalition Against Domestic Violence. Over the past 20 years, Ms. Engel has been extensively involved in training programs for criminal justice agencies and advocates.

**Steven R. Allendorf** was first elected to serve as sheriff of Jo Daviess County in 1986 and is currently serving his third term. A 16-year veteran of the Jo Daviess County Sheriff's Office, Mr. Allendorf has served as junior deputy, deputy sheriff and detective. With an additional seven years of service with the Galena Police Department as patrolman and sergeant, Mr. Allendorf has 23 years of law enforcement service. As former President of the Illinois Sheriff's Association, he represents that group on the committee.

**Carol Brigman** is manager of the Illinois Department of Human Service's Domestic Violence Service and Prevention Program. The program provides funding and support to a network of domestic violence programs across the state. Ms. Brigman has been involved with the administration of victim services for 16 years.

**Nancy Carlson**, a licensed social worker, developed and directed the rape crisis center for DuPage County from 1979 to 1995. The center assisted more than 800 victims and their families each year. Several thousand students and adults participated in the center's educational programs annually. The following two years she worked for the Illinois

Coalition Against Sexual Assault on a special project that helped monitor DCFS intervention with sex offenders who are wards of the court. She trained caseworkers on safety monitoring and child therapists on methods of treating juvenile sex offenders. While at the rape crisis center, she worked evenings as a psychotherapist providing long term treatment for adults molested as children. Currently, Ms. Carlson is the Policy Advisor to Attorney General Jim Ryan on Violence Against Women. She joined the committee in 1997.

**Laura Tucker** was the Policy Advisor on Violence Against Women for the Illinois Attorney General. Her Bureau focused on public policy initiatives, legislation, public education and training. Tucker served on the Steering Committee of the Illinois Family Violence Coordinating Council and helped develop model domestic violence protocols for law enforcement, prosecutors, and the judiciary. **Nancy Carlson replaced Ms. Tucker on the committee.**

**Eugene Kennelly** served as an assistant attorney general and executive assistant in the Office of the Illinois Attorney General. Mr. Kennelly served as an assistant to the state's attorney and supervisor in the Felony Trial Division of the DuPage County State's Attorney's Office. He was involved with several programmatic efforts and legislative initiatives relating to domestic violence and sexual assault. **Mr. Kennelly was replaced on the Committee by Laura Tucker.**

**Susan Catania** is currently the Sexual Assault Prevention and Treatment Services Administrator for the Illinois Department of Human Services, Division of Community Health and Prevention. Ms. Catania was a state representative to the Illinois General Assembly from a near-south Chicago district for ten years. Ms. Catania also chaired the Illinois Commission on the Status of Women and the House Committee on Social Services and Public Institutions. As a representative, Ms. Catania sponsored over 50 measures that are now law, including the first Illinois domestic violence act, child support, joint custody, schoolbus safety, grandparents' visitation rights and state income tax reform legislation, as well as the Illinois Rape Shield law. She joined the committee in 1998 when administration of sexual assault services was transferred from the Illinois Department of Public Health to the newly created Illinois Department of Human Services

**Lynda Dautenhahn** is the violence prevention planner with the Illinois Department of Public Health. Ms. Dautenhahn also serves as a member of the Illinois Family Violence Coordinating Council (IFVCC) and chairperson of the IFVCC Health System Response to Family Violence Committee. At the Illinois Coalition Against Domestic Violence, Ms. Dautenhahn worked as the public education manager and employment training project coordinator for nine years.

**Corinne M. Davis-Corr** currently is a certified paralegal, domestic violence liaison and personnel manager with the Office of the State's Attorneys Appellate Prosecutor. She served on the Domestic Violence Training and Curriculum Task Force and participated in drafting the *Model Domestic Violence Protocol for Law Enforcement, Prosecution and the Judiciary*. Currently, Ms. Davis-Corr serves on the Illinois Family Violence Coordinating Council, which is designed to respond to the needs of victims and perpetrators of family violence.

**Janice L. DiGirolamo** is the victim services coordinator for the Administrative Office of the Illinois Courts where she assists chief judges throughout Illinois in developing circuit wide family violence prevention coordinating councils. Ms. DiGirolamo also serves as co-chair of the Illinois Family Violence Coordinating Council that she helped develop in 1992. She is a past director of the Rape Information and Counseling Service in Springfield.

**Nola Joyce** joined the Chicago Police Department as deputy director of the Research and Development Division in February 1993. As a member of the Chicago Alternative Policing Strategy's management and curriculum development teams, Ms. Joyce works closely with CAPS project managers in developing, implementing and monitoring CAPS initiatives. Prior to joining the Chicago Police Department, Ms. Joyce worked for the Illinois Department of Corrections for 10 years as manager of planning and research.

**Thomas P. Jurkanin** has served as executive director of the Illinois Law Enforcement Training and Standards Board since his appointment in 1992. The Board administers and certifies all police and correctional training programs in Illinois. Dr. Jurkanin has been employed by the Board for 18 years and has more than 20 years of experience in the criminal justice field.

**John J. Millner** has served as the chief of police for the city of Elmhurst since 1986. Mr. Millner also serves as vice president for the Northeast Multi-Regional Training Unit, the largest mobile training region in the state of Illinois, and is a member of the Illinois Family Violence Coordinating Council. Over the past 20 years, Mr. Millner has instructed thousands of practitioners from around the country as well as representatives from law enforcement, government and private corporate organizations. He is representing the Illinois Association of Chiefs of Police.

**Sheri Mize-Wrightam** has a 20-year career in public administration planning and research with an emphasis on strategic planning and survey research in social service and criminal justice. Since 1985, Ms. Mize-Wrightam has worked for the Illinois State Police in research and development, supervising the resource development section. She provides technical assistance to ISP personnel and municipal police in developing program evaluations and innovative policing strategies.

**Dave Neal** sits on the Ad Hoc Committee as the designee for the Illinois State's Attorney's Association. Mr. Neal served two terms as the Grundy County State's Attorney. Mr. Neal has also authored or co-authored several pieces of legislation in Illinois including the stalker law and Illinois' Crime Victim Bill of Rights.

**Gerald Nora** is Cook County State's Attorney Richard Devine's Executive Assistant for Policy. As such, he instituted and staffed the city's first dedicated Domestic Violence Unit. Mr. Nora has over 10 years experience as a felony trial prosecutor and he has prosecuted a large number of domestic violence and sexual assault cases. He joined the committee in 1997 when State's Attorney Richard Devine was elected.

**Elizabeth Loreda Rivera** was an Assistant State's Attorney in the Cook County State's Attorney's Office. She served as the family issues coordinator and as the deputy director of the Sexual Crimes Prosecution Division. Ms. Rivera was chairperson of the Children's Issues Committee of the Office's Domestic Violence Task Force. **Gerald Nora replaced Ms. Rivera on the committee.**

**Joanne Laios** is the former director of grants management for the Cook County State's Attorney's Office, the second largest prosecutor's office in the nation. She left the position in May 1996. Ms. Laios was responsible for the development, management and administration of all grant programs which total more than \$2 million in federal and state funds annually. Ms. Laios has more than 10 years of experience in criminal justice planning, program development and research and grants management. **Ms. Laios was replaced on the Committee by Elizabeth Loreda Rivera.**

**Polly Poskin** has served as the executive director of the Illinois Coalition Against Sexual Assault for the past 15 years. As director, Ms. Poskin works with sexual assault centers across the state to serve sexual assault victims. She has contributed to the effort to revise Illinois' sexual assault laws. Ms. Poskin is a skilled trainer, educator and keynote speaker on the impact of violence and has authored many articles on violence against women. Ms. Poskin received an award from Attorney General Janet Reno and President Bill Clinton for exemplary service to victims of crime.

**Vickie Smith** has worked with the Illinois Coalition Against Domestic Violence since 1988 and served as the executive director since 1992. As director, Ms. Smith works with domestic violence agencies across the state to ensure the victims receive quality services. She has conducted domestic violence training for students, social service providers, medical personnel, law enforcement representatives, judges and state's attorneys. Ms. Smith has been involved in the provision of direct services and advocacy for domestic violence victims for 15 years.

At its first meeting in June 1995, the committee was given its charge, and provided with an overview of the Violence Against Women Act and program guidelines. The group discussed a preliminary analysis of available data. After affirming the needs for a more effective, victim-sensitive criminal justice system and for more victim-centered services statewide, committee members set, as their first order of business, two days of public hearings. Their purposes were: 1) to receive testimony about how to improve the criminal justice system's response to victims of sexual assault and domestic violence; and, 2) to learn about promising approaches and practices to combat violence against women. Following the hearings, the committee met to discuss the written and oral testimony, review additional data and other information which had been collected, and prepare a list of questions to be raised by a team of committee members scheduled

to attend a grantees' conference on the national S.T.O.P. Violence Against Women Program. Subsequent meetings were devoted to further discussion of the program in Illinois and development of the state's implementation plan.

The Committee has continued to meet periodically, reviewing various proposals and making recommendations for project funding to the Authority's Budget Committee and reviewing the progress of funded projects as they are implemented. The Committee met in April 1998 to consider whether updates or changes to the plan were needed for 1998.

## **II. NATURE AND EXTENT OF VIOLENCE AGAINST WOMEN AND UNMET NEED**

During the first meeting of the Ad Hoc Committee, it became clear that data describing the nature and extent of sexual assault and domestic violence were limited.<sup>1</sup> At that time, the most recent year for which complete arrest data was available was 1992; prosecution data was not collected by a central source; and conviction data was only recorded as "felonies" or "misdemeanors," not by the underlying offenses. Thus the committee chose to supplement available data by inviting public input and by surveying providers and prosecutors.

### *Review of Hearing Testimony*

Fifty-eight organizations and individuals -- including 17 sexual assault service providers, 15 domestic violence service providers, seven law enforcement agencies, six prosecutors, three court clerks, and 10 other agencies and citizens -- responded to the Authority's call for input to assist in preparing a plan.

The problems raised by witnesses fell into six broad areas:

- **Training:** Both basic and specialized training were identified as needed for law enforcement, prosecutors, clerks, process servers, the judiciary, and service providers. Also pointed out was the importance of evaluating whether or not training programs accomplish their desired goals.

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<sup>1</sup> The data used to develop this report and its recommendations have been drawn from many sources, including the U.S. Bureau of the Census, the Illinois State Police, the Chicago Police Department, the Administrative Office of the Illinois Courts, the Illinois Department of Corrections, the Illinois Department of Public Aid, the Illinois Coalition Against Domestic Violence, and the Illinois Coalition Against Sexual Assault. In addition, three surveys were designed and conducted by the Illinois Criminal Justice Information Authority. One of the surveys asked victim service providers for information about victims served, turned away, and placed on waiting lists between 1992 and 1994. The other two surveys asked state's attorneys (prosecutors) for information regarding the prosecution and conviction of stalking, sexual assault and domestic violence offenders, as well as about victim assistance efforts. The response rate from service providers was 70 percent. The response rate from state's attorneys was 35 percent.

- **Specialized Units:** Although there was not a great deal of testimony about the need to increase the number of specialized law enforcement and prosecutorial units to facilitate the apprehension and prosecution of batterers and sex offenders, several witnesses did acknowledge that such programs can be effective, particularly in larger jurisdictions.
- **Protocols:** A number of witnesses urged that steps be taken to implement recently completed model protocols for law enforcement on the handling of sexual assault, and for law enforcement, prosecutors and the judiciary on the handling of domestic violence.
- **Use of Automation:** Several witnesses spoke about serving victims better by developing automated systems which would: 1) guide a victim through an application for an order of protection in a clerk's office; 2) generate notices to victims about court appearances; 3) track case progress in clerks' and prosecutors' offices; 4) collect information on cases entering the system so caseloads can be counted in prosecutors' offices; and, 5) track calls for service so victims who have placed multiple calls to police can be identified as being at high risk of serious injury and handled accordingly.
- **Data Collection:** Numerous witnesses spoke of the difficulty of accurately describing the extent of sexual assault and domestic violence, and of handling such cases by law enforcement, prosecutors and the courts because of insufficient data collection and reporting.
- **Victim Services:** Virtually all of the service providers and most of the criminal justice system representatives who testified affirmed the value of advocates. They assist victims who report crimes to law enforcement and provide further support when an offender is apprehended and prosecuted. The demand for advocates far exceeds

current resources, as does the need for counseling, shelters, crisis intervention and other services to support victims.

The following needs also were expressed:

- The need for general or public education, particularly relating to people whom might serve on juries;
- The need for more civil legal services to assist victims of domestic violence in resolving custody and visitation problems; and,
- The need for more services among special populations, especially the elderly, hate crime victims, victims who do not speak English and people from various cultures.

Since only limited dollars have been available for new initiatives, and feedback from service providers and those in the justice system has been available through other means, no hearings have been held since June 1995.

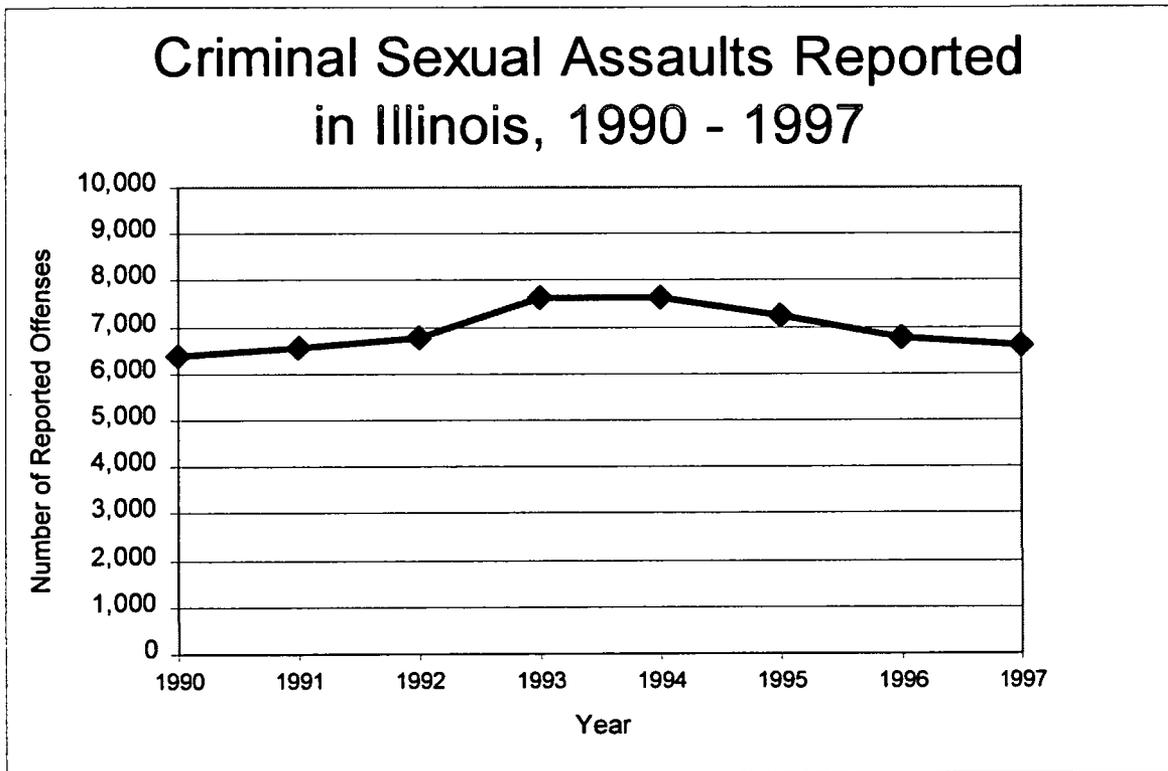
### III. DATA OVERVIEW

Data specific to individual localities for a wide range of crimes continues to be limited in Illinois. However, summary data are collected by the Illinois State Police which capture changes over time by geographic region.

#### Incidence of Criminal Sexual Assault

A total of 6,578 criminal sexual assaults were reported to police in Illinois in 1997. This number reflects 168 fewer criminal sexual assaults or a 2.5% decrease from the 1996 total of 6,746, and appears consistent with the decreasing trend reflected in the following graph.

Between 1996 and 1997, reported criminal sexual assaults decreased by 7.5 % in the City of Chicago, from 2,752 to 2,545. In suburban Cook County, the number of reported



criminal sexual assaults remained virtually unchanged between 1996 and 1997 (599 compared to 600). The decrease for total Cook County between the two years was 3,351

to 3,145 or about 7%. Reported criminal sexual assaults also decreased in rural Illinois counties between 1996 and 1997 by 2.7%, from 1,004 to 977. In other urban counties, including the collar counties, reported criminal sexual assaults increased.

In contrast to other reported violent offenses, less than half (39%) of all reported criminal sexual assaults occurred in Chicago. Whereas the city accounted for 62% of the total number of reported violent crimes in 1997, 2,545 of the total 6,578 reported criminal sexual assaults (39%) occurred there.

Analyses of reported criminal sexual assaults in terms of metropolitan statistical areas (MSA) reveal that nearly all areas experienced declines between 1996 and 1997 (Table 1). An area qualifies for recognition as an MSA in one of two ways: 1) if it includes a city of at least 50,000 population, or, 2) if it includes an urbanized area of at least 50,000 population with a total metropolitan population of at least 100,000. In addition to the county containing the main city or urban area, an MSA may include additional counties having strong economic and social ties to the central county. The inhabitants of the large and small municipalities and rural areas that comprise the state's MSAs account for 83% of the state population. In comparison, the MSAs accounted for 5,601 (85%) of the state's 6,578 total reported criminal sexual assaults in 1997.

**Table 1:  
Criminal Sexual Assaults Reported – 1996 & 1997**

<b>REPORTED CRIMINAL SEXUAL ASSAULTS IN ILLINOIS BY AREA</b>				
<b>Area</b>	<b>Definition</b>	<b>Reported Criminal Sexual Assaults</b>		<b>Percentage Change Between 1996 and 1997</b>
		<b>1996</b>	<b>1997</b>	
TOTAL STATE	11,939,071 total population	6,746	6,578	-2.5%
TOTAL MSAs	9,923,451 total population	5,742	5,601	-2.5%
Large Municipalities in MSAs	Cities within an MSA that have more than 50,000 people.	4,019	3,817	-5.0%
Small Municipalities in MSAs	Suburban areas within an MSA with a population of 50,000 or less.	1,212	1,344	+10.9%
Rural Areas Inside MSAs	Unincorporated population of the counties that are in MSAs	511	440	-13.9%
Rural Areas Outside MSAs	Unincorporated population of counties outside the MSAs	334	310	-7.2%
Other Cities	Urban places outside the MSAs	670	667	-0.4%

*Source: Illinois State Police, Crime in Illinois, 1997.*

Between 1996 and 1997, the number of criminal sexual assaults reported in MSAs declined by 2.5%, mirroring the statewide number. The only exception to this rule was for small municipalities in MSAs which showed an 11% increase in reported criminal sexual assaults. This finding is tempered by the fact that the inhabitants of small municipalities represent 32% of the state's population and accounted for 1,344 (20%) of the state's 6,578 reported criminal sexual assaults in 1997.

**Incidence of Domestic Violence**

Based on data provided from the Illinois State Police's Law Enforcement Agencies Data System (LEADS), a total of 48,855 orders of protection were issued in 1995, the latest year for which data have been analyzed. There were 21,463 (44%) issued in Chicago and suburban Cook County, while 6,751 (14%) were issued in one of the five collar counties. The remaining (42%) were issued in one of the state's 96 counties outside the greater Chicago area. The number of orders of protection entered into LEADS is a surrogate measure for the incidence of domestic violence.

**Table 2:  
"Domestic-Related" Offenses**

<b>TYPES OF DOMESTIC VIOLENCE OFFENSES</b>		
<b>Crime By Category</b>	<b>Number of Offenses</b>	<b>Percent of Total</b>
Assault/battery	95,254	74.4%
Criminal damage/trespass	5,592	4.4%
Disorderly Conduct	5,033	3.9%
Violate orders of protection	4,559	3.6%
Theft	3,260	2.5%
Offenses involving children	3,177	2.5%
Sex offenses	1,228	1.0%
Criminal sexual assault	1,124	0.9%
Kidnapping	1,087	0.8%
Robbery	858	0.7%
Burglary	719	0.6%
Intimidation	201	0.2%
Motor vehicle theft	147	0.1%
Arson	73	0.1%
Homicide	71	0.1%
Deadly weapons	34	0.0%
All other offenses	5,545	4.3%
<b>Total</b>	<b>127,962</b>	<b>100.0%</b>
Source: Illinois State Police, Crime in Illinois, 1997		

***S.T.O.P. Violence Against Women in Illinois***

Since April 1996, the Illinois State Police has collected information on crimes characterized as “domestic-related” (Table 2). These are defined as crimes involving family or household members which include spouses, former spouses, parents, children, stepchildren and other persons related by blood or marriage, persons who share or formerly shared a common dwelling and persons who have or allegedly have a child in common.

There were 127,962 domestic violence offenses reported in 1997. Three-quarters (74.4%) of these offenses (95,254) were reported assaults and batteries. A total of 5,592 offenses (4.4%) involved criminal damage to property and criminal trespass. A similar percentage (3.9%, 5,033 offenses) involved incidents of disorderly conduct. All other offenses accounted for 5,545 or about 4% of the total domestic violence offenses reported. About 4% (4,559) of offenses involved reported violations of orders of protection.

Most (53%) reported domestic violence incidents involved non-family relationships, almost exclusively boyfriend/girlfriend situations (42.9%) - Table 3. Of the family relationships reported, spousal relationship was indicated most frequently (21%).

**Table 3:  
Victim-Offender Relationship**

<b>TYPE OF RELATIONSHIPS INDICATED IN DOMESTIC VIOLENCE INCIDENTS</b>			
Relationship Type	Group Percent	Relationship	Percent of Total
Marital	24.2%	Spouse	20.8%
		Ex-Spouse	2.8%
		Common-law Spouse	0.6%
Parental/Child	12.9%	Parent	5.9%
		Step-Parent	0.3%
		Child	5.6%
		Step-Child	0.6%
		Grandchild	0.1%
		Child of Boyfriend/Girlfriend	0.4%
Other Family	10.4%	Grandparent	0.1%
		Sibling	5.5%
		Step-Sibling	0.1%
		In-Law	1.6%
		Other Family	3.1%
Other Relationships	52.5%	Boyfriend/Girlfriend	42.9%
		Same Sex Relationship	0.2%
		Child in Common with Offender	1.2%
		Friend	5.3%
		Otherwise Known	2.8%

*Source: Illinois State Police, Crime in Illinois, 1997.*

## Counties Reporting the Highest Rate of Domestic Violence Offenses



Macon	2,756
Richland	1,795
Stephenson	1,762
Champaign	1,758
Peoria	1,698
Sangamon	1,440
Cook	1,163
Adams	1,088
Rock Island	962
Madison	889

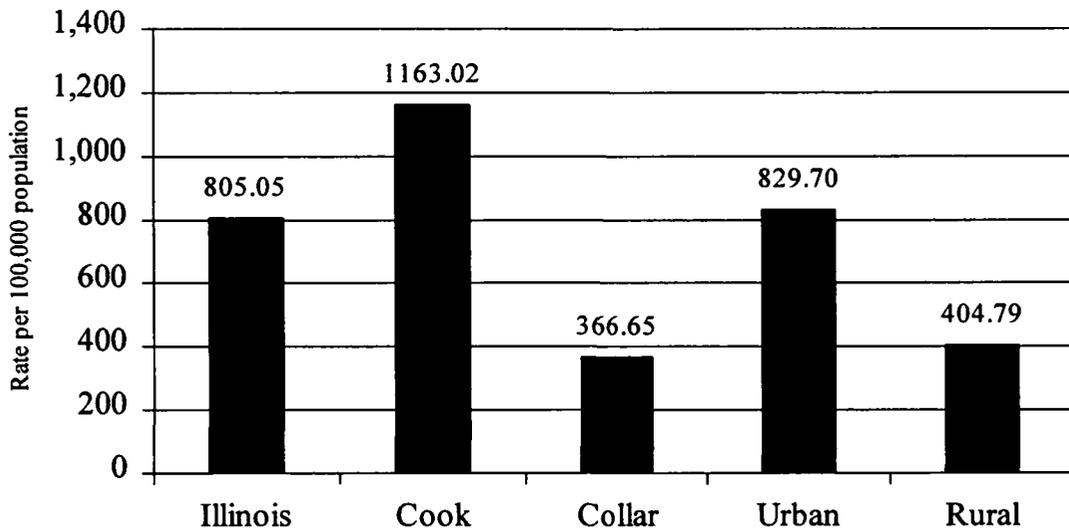
Rate per 100,000 population

Preliminary data analyses of 1996 data indicate that about 60% of these incidents were reported by agencies in Cook County; about 10% each from collar counties and rural counties and 20% from other urban counties in the State.

The Illinois State Police data also indicate that in terms of the counties with the highest rate of domestic violence incidents (rate per 100,000 population), Cook County falls behind Macon, Richland, Stephenson, Champaign, Peoria and Sangamon counties (see graph above).

The rates of reported domestic violence vary considerably by region (see graph below). Cook County's rate of 1,163 per 100,000 population is more than twice the rate reported for collar and rural counties.

## **Rate of Reported Domestic Violence Offenses, by Region**



### Incidence of Stalking

Anti-stalking legislation was signed into law in Illinois in 1992. Because the law did not require agencies to routinely provide statistical information about the incidence of stalking, or about the success of prosecution and conviction efforts, little is known about the incidence of the offense, or about the law's impact. Many efforts have been made to determine the scope of stalking in Illinois. However, we have found that still, six years after the legislation was signed into law, very little information is available regarding the arrest and prosecution of persons charged with stalking.

A national survey conducted by the National Institute of Justice (NIJ) and the Centers for Disease Control and Prevention was carried out between November 1995 and May 1996 to gain a better understanding of the broader context of violence in which stalking occurs. The National Violence Against Women Survey conducted by the Center for Policy Research (CPR) collected data from 8,000 women and 8,000 men 18 years of age or older

on a broad range of issues related to violence. Initial findings relevant to stalking were released in November of 1997, in an NIJ Research Preview entitled, "*The Crime of Stalking: How Big is the Problem?*" The preview was based on a presentation by Dr. Patricia Tjaden, senior researcher for CPR in Denver, Colorado.

Regarding stalking, the survey collected data on: the prevalence of stalking; the characteristics of offenders, victims, and stalking behaviors; victims' perceptions of why they are stalked; the co-occurrence of stalking and domestic violence; victims' responses to stalking, including their involvement with the justice system; and, the psychological and social consequences of stalking.

Researchers defined stalking conservatively, as "a course of conduct directed at a specific person that involves repeated physical or visual proximity, nonconsensual communication, or verbal, written, or implied threats sufficient to cause fear in a reasonable person."

The survey found that stalking is a larger problem than previously thought, affecting about 1.4 million victims annually. It also showed that stalking was strongly linked to the controlling behavior and physical, emotional, and sexual abuse perpetrated against women by intimate partners. About half of all female stalking victims reported their victimization to the police and about 25% obtained restraining orders.

Other significant findings reported include the following:

*Incidence and Prevalence:* Some 8% of women and 2% of men said they had been stalked at some point in their lives. In terms of the entire adult population, researchers projected that 8.2 million females and 2 million males have been stalked at some point in their lives. In most cases, stalking episodes lasted 1 year or less, but in a few cases the stalking lasted for more than 5 years. The researchers estimated that about 1 million women and 400,000 men are stalked each year in the U.S.

*Offender Characteristics:* Most victims knew their stalker. Women were significantly more likely to be stalked by an intimate partner, including a current spouse, a former spouse cohabiting partner or a date. Only 21% of stalkers identified by female victims

were strangers. On the other hand, men were significantly more likely to be stalked by a stranger or an acquaintance. About 87% of stalkers were men. Women tended to be stalked by lone stalkers while 50% of male victimizations the stalker had an accomplice, usually a friend or girl friend.

*Victim Characteristics:* Most victims were between the ages of 18 and 29 when stalking episodes started. The researchers reported that their data showed no difference between the proportion of minority women who were stalked and the proportion of white women who were stalked. They did report, however, that among minority women, Native American women are at significantly greater risk of being stalked.

*Stalking Behaviors:* Male and female victims reported that stalkers behaved in ways that induced fear, even though they did not always make credible threats against their victims. Stalkers made overt threats to about 45% of victims. Stalkers spied on or followed about 75% of victims. Stalkers vandalized the property of about 30% of victims. Stalkers threatened to kill or killed the pet(s) of about 10% of victims.

*Victims' Perceptions:* The researchers reported that the typical female stalking victim thought she had been stalked because the offender wanted to control her, scare her, or keep her in a relationship. About 60% of stalking by intimate partners started *before* a relationship ended.

*Links to Partner Abuse:* The researchers reported a clear relationship between stalking and other emotionally controlling and physically abusive behavior. About half of the female stalking victims had been stalked by a current or former marital or cohabiting partner. About 80% of these women were at some point in the relationship, physically assaulted by that partner and 31% were sexually assaulted.

*Justice System Involvement:* Half of all victims reported the stalking to police. About 25% of the women obtained a restraining order. 80% of all orders were violated by the assailant. About 24% of female victims who reported stalking to police (compared to 19% of male victims) said their cases were prosecuted. Of the prosecuted cases, 54% reportedly ended in convictions and about 63% of the convictions resulted in jail time. About 50% of the victims that reported the stalking to police were satisfied with the

response they received. When asked how their situation changed after they reported to police, about 50% noted some improvement. When asked what the police could have done better, 42% said the police should have put the assailant in jail, 16% indicated the police could have provided better protection, and 20% said the police should have taken the situation more seriously.

The Illinois Criminal Justice Information Authority has initiated several efforts to develop a baseline data profile of the incidence of stalking in Illinois. In 1995, a survey indicated that among the nine most populous counties in Illinois a total of 602 indictments against stalkers were filed in 1993 and 1994. The majority of those indictments were filed in Cook County (84 percent). In an effort to update the statistics for stalking in Illinois, the Authority conducted a telephone survey in 1998 of the nine most populous counties in Illinois. Staff at state's attorney's offices in these counties indicated that the office did not keep statistics on this charge. An explanation for the lack of data on stalking charges in Cook County is the recent change in administration at the Cook County State's Attorney's Office. The new administration has indicated that they have not been keeping statistics on stalking.

Additionally, through anecdotal information, it has become evident that Illinois officers are not charging offenders with stalking. If responding to a domestic call, an officer will utilize domestic-related charges vs. stalking. Currently, we are evaluating training needs on stalking with the hopes of increasing the awareness of stalking and the availability of stalking-related charges.

*Afterwards:* The researchers reported that stalking usually stopped within one to two years, but victims "experienced its social and psychological consequences long after." About 33% reported they had sought psychological treatment. Also, 20% reported losing time from work and 7% of those reported never going back to work. When asked why the stalking stopped, about 20% of the victims said it was because they moved away, and another 15% said it was because of police involvement.

The researchers reported that their findings, "lend credence to the need for address-confidentiality programs that encourage victims who are challenged with continued

pursuit and unusual safety risks to develop personal safety plans.” They suggest that these plans include moving as far away from the assailant as possible and obtaining a confidential mailing address that offers forwarding service without divulging the new location. The researchers note that while these kinds of actions seem extreme, “such measures may be the most effective way to ensure freedom from harassment and violence to victims of stalking.”

#### **IV. SERVICES OVERVIEW**

The previous section discussed the nature and extent of violent crime victimization against women in Illinois. This section will provide an overview of services for victims of sexual assault and domestic violence, and the availability of services statewide. Over the past few years, there has been a steady increase in the number of victims served and hours of service provided. This trend is related to a corresponding increase in available state and federal funding for victim services between SFY94-98. The availability of Violence Against Women Act (VAWA) funds starting in SFY96 account for a portion of that increase. VAWA funds designated for victim services have resulted in expanded coverage of underserved areas and victim groups across the state. However, despite these increases, there still remain many areas in the state without adequate service coverage and populations that do not have reasonable access to services.

##### **Funding for Sexual Assault and Domestic Violence Services**

Victim services in Illinois are supported by a variety of funding sources. A combination of state and federal funds account for nearly half of sexual assault and domestic violence programs' total operating budgets. Three state agencies are the primary administrators of these public-funding sources: Illinois Department of Human Services (IDHS)<sup>2</sup>, Illinois Criminal Justice Information Authority (ICJIA), and Illinois Attorney General's Office (AGO).

*Sexual Assault Services Funding:* Sexual assault crisis centers receive funding from the IDHS, ICJIA (Victims of Crime Act and Violence Against Women Act ) and AGO (Violent Crime Victim Assistance Program) to support direct services to victims. Table 4 summarizes funding available for sexual assault services during SFY95-98. The majority of this funding is administered by the Department of Human Services and the Authority. Funding administered by IDHS and the Authority, including VAWA funds, are passed through the Illinois Coalition Against Sexual Assault (ICASA) to establish contracts for direct services with their network of 30 rape crisis centers. The Attorney General's Office contracts directly with rape crisis centers for services.

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<sup>2</sup> The Illinois Department of Human Services (IDHS) was established in SFY97. IDHS is responsible for administering funding for sexual assault services and prevention formerly administered by the Illinois Department of Public Health, and funding for domestic violence services and prevention formerly administered by the Illinois Department of Public Aid.

**Table 4:  
Funding for Sexual Assault Services  
SFY95-98**

<b>Funding Source</b>	<b>SFY95</b>	<b>SFY96</b>	<b>SFY97</b>	<b>SFY98</b>
State General Revenue (IDHS)	\$2,374,400	\$2,424,100	\$2,496,700	\$2,496,700
Federal Prevention Funds (IDHS)	\$316,600	\$311,000	\$1,444,610	\$2,161,173
Federal VOCA Funds (ICJIA)	\$789,587	\$953,402	\$1,273,173	\$2,566,451
Federal VAWA Funds (ICJIA)		\$85,012	\$545,656	\$612,394
VCVA (AGO)	\$638,277	\$627,787	\$594,800	\$645,542
<b>TOTAL</b>	<b>\$4,118,864</b>	<b>\$4,404,301</b>	<b>\$6,354,939</b>	<b>\$8,482,260</b>

*Domestic Violence Services Funding:* Domestic violence programs in Illinois also receive a large proportion of their funding through the IDHS, ICJIA and AGO. As indicated in Table 2, the primary source of funding for domestic violence services is the IDHS. Public Act 82-645 mandates that the Department of Human Services administer domestic violence shelter and service programs for adults and their dependents who are the victims of domestic violence. Between state fiscal years 1979 and 1992, the Illinois Department of Public Aid contracted with the Illinois Coalition Against Domestic Violence (ICADV) to administer sub-contracts with service providers. In state fiscal year 1993, the Department began awarding funds directly to providers.

**Table 5:  
Funding for Domestic Violence Services  
SFY95-98**

<b>Funding Source</b>	<b>SFY95</b>	<b>SFY96</b>	<b>SFY97</b>	<b>SFY98</b>
State General Revenue (IDHS)	\$7,338,486	\$8,713,700	\$8,975,100	\$9,075,100
DV Shelter and Service Fund (IDHS)	\$109,063	\$109,063	\$259,063	\$294,269
DHHS Federal Block Grant Funds (IDHS)	\$2,290,275	\$2,577,146	\$3,140,795	\$3,646,688
Federal VOCA Funds (ICJIA)	\$842,408	\$1,044,627	\$1,435,686	\$3,196,569
Federal VAWA Funds (ICJIA)		\$85,012	\$545,656	\$612,394
VCVA (AGO)	\$1,538,852	\$1,542,059	\$1,496,401	\$1,681,283
<b>TOTAL</b>	<b>\$12,119,084</b>	<b>\$14,071,607</b>	<b>\$15,852,701</b>	<b>\$18,506,303</b>

Although no longer the contractor for IDHS, the Illinois Coalition Against Domestic Violence continues to play a significant role in funding domestic violence programs in

Illinois. The Coalition augments the efforts of the Department of Human Services with federal Victims of Crime Act and Violence Against Women Act block grant funds received from the Authority.

Services for Victims of Sexual Assault

Comprehensive services available to victims of sexual assault include 24-hour hotline, individual advocacy, counseling, community education, training for criminal justice professionals and direct service providers, institutional advocacy and 24-hour in-person medical and criminal justice advocacy. Medical advocacy includes emotional support and information during the medical examination and follow-up care. Staff and volunteers discuss medical and evidence collection procedures, meet with significant others, provide clothing and transportation and, when appropriate, conduct follow-up meetings within 48 hours.

Staff and volunteers also provide victim assistance with the criminal justice process by explaining and clarifying options. They serve as liaisons between the victim, the police and the state's attorney. They monitor the status of cases, court dates, and accompany victims to meetings with police and the court. Court preparation includes explaining court procedures and assisting in completion of a victim impact statement.

Additionally, on behalf of victims, advocates work with and offer training to police, medical personnel and staff in related agencies to ensure sensitive, efficient practices. In July 1993, the Illinois Law Enforcement Training and Standards Board partnered with the Illinois Coalition Against Sexual Assault to develop model guidelines for the investigation of adult sexual assault cases. The result was the *Model Guidelines and Sex Crimes Investigation Manual for Illinois Law Enforcement*. With funding from the Authority, this manual was produced and disseminated to law enforcement agencies throughout the state. It is hoped the manual will help improve the quality of sex crime investigations statewide, enhance sensitivity to the needs of victims and lead to improved prosecution strategies and increased convictions. VAWA funds are being used to implement and test these guidelines in one jurisdiction.

*Service Coverage*<sup>3</sup>: In SFY 98, ICASA had 30 member centers providing service coverage to 23 of Illinois' 102 counties. (See Figure 1 and Table 6.) The greatest number of programs, 18, are located in the northern region of the state. This includes four centers serving Chicago and three serving suburban Cook County. Eight of the 41 counties that comprise the central region of the state have a sexual assault crisis center while only four of the 34 southern counties contain an established sexual assault program. An additional 18 counties, mostly in the central region, are provided comprehensive services by a sexual assault center in a neighboring county.

VAWA funds passed through ICASA have increased the accessibility of services for underserved and unserved victims through the establishment of satellite offices. In the first year of the VAWA program (FFY95/SFY96), ICASA established eight satellite projects. In SFY98, there are 16 satellite projects providing services to 23 additional counties across the state. Ten of these are located in northern Illinois, two in the central region and four serving the southern region. Satellite programs must provide 24-hour access to medical and criminal justice advocacy services. The primary focus of these projects has been the development of crisis intervention services. As the satellites become established, services will be expanded to include counseling and education.

*Service Statistics*: In SFY97, ICASA's 29 member centers assisted 8,846 sexual assault victims by providing 63,080 hours of service. To date in SFY98, sexual assault centers have served 7,812 victims and provided 41,700 hours of service. In SFY97, staff and volunteers also devoted 890 hours to 422 professional training programs attended by 5,248 participants.

**Table 7:  
ICASA Services Statistics  
SFY95-98**

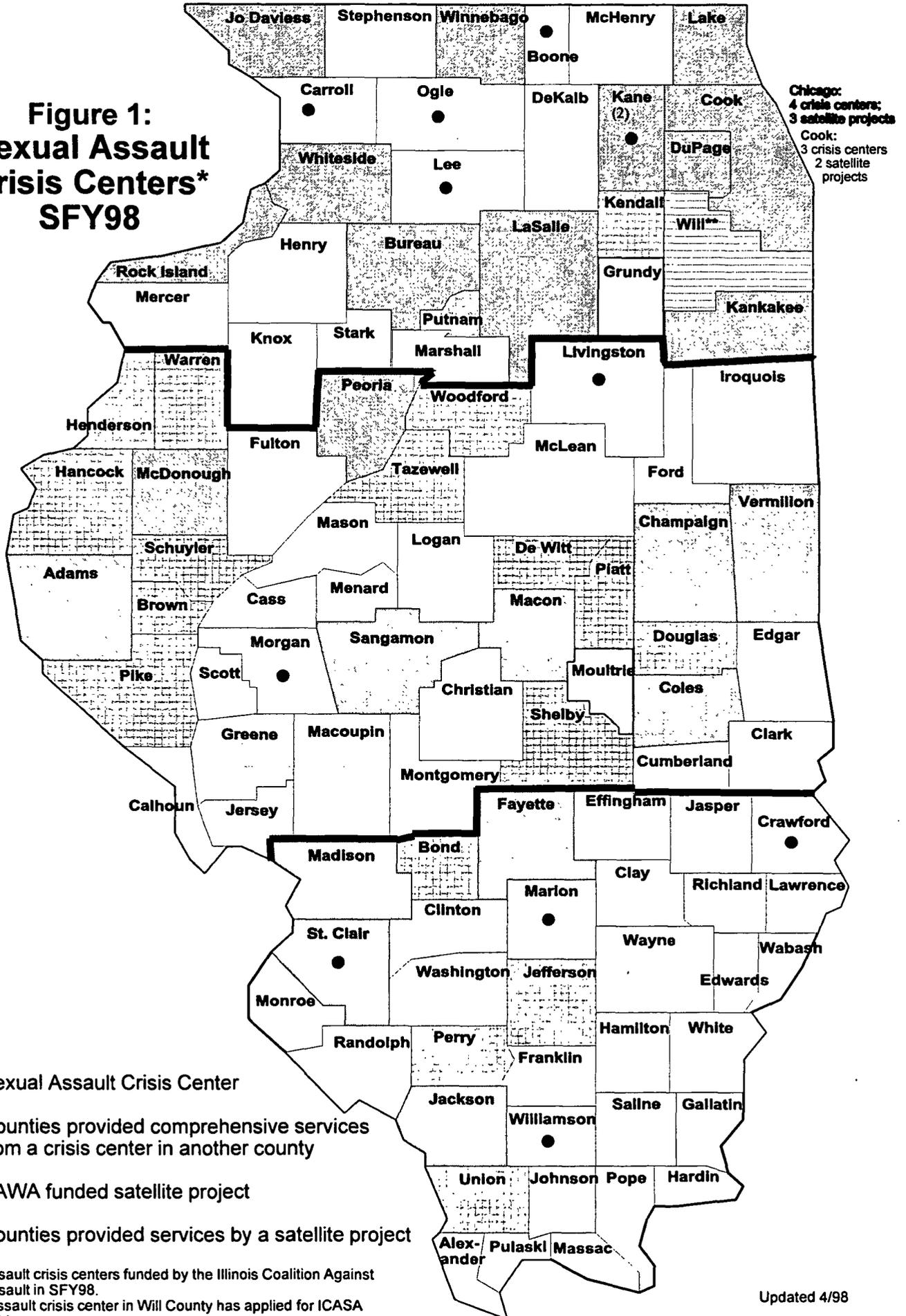
	SFY95	SFY96	SFY97	SFY98*
<b>Number of ICASA Centers</b>	28	29	29	30
<b>New Victims Served</b>	8,615	9,100	8,846	7,812
<b>Hours of Service Provided</b>	63,896	63,650	63,080	41,690

\*Number of new victims served and hours of service to date (July 1997 – February 1998).

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<sup>3</sup> This section only contains information on ICASA-funded sexual assault crisis centers for SFY 98.

**Figure 1:  
Sexual Assault  
Crisis Centers\*  
SFY98**



\* Sexual assault crisis centers funded by the Illinois Coalition Against Sexual Assault in SFY98.

\*\* Sexual assault crisis center in Will County has applied for ICASA membership.

**Table 6:  
Sexual Assault Crisis Centers<sup>1</sup>**

Primary Center			VAWA-funded Satellites	
Name	Location	Counties Served	Location	Population Served
Northwest Action Against Rape	Arlington Heights	Suburban Cook	Skokie	N. Suburban Cook
Mutual Ground	Aurora	Kane, Kendall	Aurora	Latina victims in Kane and Kendall
Sexual Assault Victim's Care Unit	Belleville	St. Clair, Jefferson	East St. Louis	St. Clair
Rape Action Committee - Women's Center	Carbondale	Jackson, Perry, Union	Marion	Williamson, Franklin, Saline, Johnson
Sexual Assault Counseling and Information Service	Charleston	Coles	Robinson	Crawford, Lawrence, Richland, Jasper
Quetzal, CCCC	Chicago	Chicago		
Harris YWCA	Chicago	Chicago	Chicago	Englewood
Metropolitan Loop YWCA	Chicago	Chicago		
Rape Victims Advocates	Chicago	Chicago	Chicago	Cook County Hospital
South Suburban YWCA	Chicago Heights	Cook		
Victims 1st	Collinsville	Madison		
YWCA Sexual Assault Crisis Services	Danville	Vermilion		
Growing Strong Sexual Assault Center	Decatur	Macon, DeWitt, Shelby		
Community Crisis Center	Elgin	Northern Kane, Suburban Cook		
Riverview Center	Galena	Jo Daviess	Savanna	Carroll
DuPage YWCA	Glen Ellyn	DuPage		
Lake County Coalition Against Sexual Assault	Gurnee	Lake		
Kankakee County Coalition Against Sexual Assault	Kankakee	Kankakee		
Western Illinois Regional Council	Macomb	McDonough, Warren, Hancock, Henderson		
InnerStrength	Peoria	Peoria, Tazewell, Woodford		
Freedom House	Princeton	Bureau, Putnam		
Quad Cities Rape/Sexual Assault Counseling Program	Quad Cities	Rock Island		

<sup>1</sup> Sexual assault crisis centers funded by the Illinois Coalition Against Sexual Assault in SFY98.

Primary Center			VAWA-funded Satellites	
Name	Location	Counties Served	Location	Counties Served
Sexual Assault Prevention and Intervention Services	Quincy	Adams, Brown, Pike, Schuyler		
Rockford Sexual Assault Counseling	Loves Park	Winnebago	Belvidere Oregon	Boone Ogle
Rape Information and Counseling Services	Springfield	Sanagmon	Jacksonville	Morgan, Cass, Calhoun, Greene, Jersey, Macoupin, Scott
YWCA of the Sauk Valley	Sterling	Whiteside	Dixon	Lee
ADV & SAS of Streator	Streator	LaSalle	Pontiac	Livingston
Des Plaines Valley Community Center	Summit	Suburban Cook	Cicero	Suburban Cook
A Woman's Fund - Rape Crisis Services	Urbana	Champaign, Douglas, Piatt		
Sexual Assault and Family Emergency Corp.	Vandalia	Fayette, Bond	Centralia	Marion, Clinton, Washington

Services for Victims of Domestic Violence

Domestic violence programs fall into one of three categories describing the types of services provided: residential, nonresidential or specialized services. Residential programs provide on-site shelter while nonresidential programs provide off-site shelter either in a hotel or safe house. IDHS requires all residential and non-residential programs to provide the following basic services: shelter, 24-hour crisis hotline, counseling, advocacy, information and referral and transportation. Specialized service programs must offer at least one of the following services: 24-hour hotline, counseling, advocacy, information and referral, or transportation. Domestic violence service providers also offer several supplemental services including employment and educational assistance, emergency medical care, childcare during service delivery, and emergency off-site shelter provided by a residential program.

The passage of the Illinois Domestic Violence Act (IDVA) in 1982 affirmed victims' rights and provided a foundation for advocacy services across the state. The IDVA provides legal recourse for victims of domestic violence. The Act clarifies the authority of law enforcement officers, requires that protection and assistance be offered to victims, specifies legal remedies and provides a means for compiling statistics on the prevalence of domestic violence. Created as a response to the needs of victims, the Act introduced the order of protection as a legal remedy to abuse that occurs in the home. The order of protection directs the batterer to stop the abuse.

Similar to sexual assault service providers, domestic violence programs also work to promote institutional change. A milestone in these efforts in Illinois was reached in early 1995 when a 15-member Domestic Violence Training and Curriculum Task Force completed and published the state's first *Model Domestic Violence Protocol for Law Enforcement, Prosecution, and the Judiciary*. It is hoped the protocol will assist local agencies implement the IDVA. This protocol is being implemented and tested with the use of VAWA funds.

*Service Coverage:* During SFY98, IDHS provided funding for a network of 53 community-based domestic violence programs covering 35 counties across the state. (See Figure 2 and Table 8.) Of the 53 program sites, 35 are residential, 11 are non-residential and seven are designated as a specialized service program (all located in Chicago). The



**Table 8:  
Domestic Violence Services Providers<sup>1</sup>**

Residential Programs			VAWA-funded Satellites	
Name	Location	Counties Served <sup>2</sup>	Location	Population Served
Oasis Women's Center	Alton	Madison, <u>Jersey</u> , Greene, Macoupin, Calhoun		
Mutual Ground DV Program	Aurora	Kane, <u>Kendall</u>	Kane	Latina victims
Women's Crisis Center of Metro East	Belleville	St. Clair, <u>East St. Louis</u> , Monroe, <u>Randolph</u>	Monroe and Randolph	Monroe and Randolph
Countering DV / Neville House	Bloomington	McLean		
Cairo Women's Shelter	Cairo	Alexander, <u>Pulaski</u> , <u>Union</u> , <u>Massac</u>		
Carbondale Women's Center	Carbondale	Jackson, Perry, Franklin, <u>Williamson</u> , Union		
Coalition Against Domestic Violence	Charleston	Coles, Edgar, Clark, Cumberland, Douglas, Shelby, Moultrie		
Apna Gar	Chicago	Chicago		
Chicago Abused Women Coalition	Chicago	Chicago		
Family Rescue	Chicago	Chicago		
Neopolitan Lighthouse	Chicago	Chicago		
Rainbow House / Arco Iris	Chicago	Chicago		
YWCA Women's Shelter	Danville	<u>Vermilion</u> , Iroquois, Edgar		
Dove Domestic Violence Program	Decatur	Macon, <u>DeWitt</u> , Piatt, Moultrie, Shelby		
Safe Passage	DeKalb	<u>DeKalb</u>	DeKalb (2)	Chemically dependent, and Latina victims
Community Crisis Center	Elgin	Kane, Cook	Kane	Latina victims
Evanston YWCA	Evanston	Cook		
Family Shelter Service	Glen Ellyn	<u>DuPage</u>	DuPage	Latina Victims
Women's Crisis Center	Jacksonville	Morgan, Cass, <u>Scott</u> , Brown, Pike, <u>Greene</u>		
Guardian Angel Home / Groundwork	Joliet	Will, Grundy	Will	Latina victims
KCCADV	Kankakee	Kankakee, <u>Iroquois</u>		
Family Resources, Inc.	Moline	Rock Island		

<sup>1</sup> Domestic violence programs and satellite funded by the Illinois Department of Human Services in SFY98.

<sup>2</sup> The first county listed is the location of the primary office. The counties that contain a satellite office are indicated by underline and italics.

Residential Programs			VAWA-funded Satellites	
Name	Location	Counties Served	Location	Population Served
Stopping Woman Abuse Now	Olney	Richland, Crawford, Jasper, Effingham, Clay, Wayne, Edwards, Wabash, Lawrence		
WomenStrength	Peoria	Peoria, Woodford, Tazewell, Fulton, Mason	Tazewell	Tazewell, Woodford
Freedom House	Princeton	Bureau, <u>Henry</u> , Stark, Putnam, Marshall		
Quincy Area Network Against DV	Quincy	Adams, <u>Pike</u> , Brown, Schuyler, Hancock		
HOPE	Rochelle	Ogle, Lee		
PHASE / WAVE	Rockford	Winnebago, <u>Boone</u> , Stephenson, McHenry, Ogle	Winnebago	Chemically dependent victims
Sojourn Women's Center	Springfield	Sangamon, Menard, Christian, <u>Logan</u> , Montgomery		
Sterling-Rock Falls YWCA	Sterling	Whiteside, <u>Lee</u>	Whiteside	Latina victims
Alternatives to Domestic Violence	Streator	LaSalle, Livingston		
Des Plaines Valley Community Center	Summit	Cook		
Crisis Center for South Suburbia	Tinley Park	Cook	Cook	Latina Victims
A Women's Place	Urbana	Champaign, Ford, Piatt, Douglas		
A Safe Place	Waukegan	Lake, McHenry, Cook	Lake	Latina victims
Nonresidential Programs			VAWA-funded Satellites	
Name	Location	Counties Served	Location	Population Served
Mercer County CADV	Aledo	Mercer		
Fulton County Women's Crisis Service	Canton	Fulton, <u>Mason</u>		
People Against Violent Environments	Centralia	Marion, <u>Jefferson</u> , Clinton, Fayette, Washington	Clinton	Clinton, Washington
Life Span	Des Plaines	Cook		
VOICES	Freeport	Stephenson, Ogle, <u>JoDavie</u> s, Carroll		
Knox County CADV	Galesburg	Knox		
Anna Bixby Women's Center	Harrisburg	Saline, <u>White</u> , Pope, Hamilton, Gallatin, Hardin, Johnson	Saline	Gallatin, Hardin, Pope
South Suburban Family Shelter	Homewood	Cook	Hazelcrest	Latina victims
Quad County Coalition Against Domestic Violence	Macomb	McDonough, Warren, Henderson, Hancock		
Sarah's Inn	Oak Park	Cook	Cook	Latina victims
Turning Point	Woodstock	McHenry		

Specialized Services			VAWA-funded Satellites	
Name	Location	Counties Served	Location	Population Served
Friends of Battered Women	Chicago	Chicago		
Metropolitan Family Services	Chicago	Chicago		
Mujeres Latinas	Chicago	Chicago	Chicago	Latina victims
People Abused and Battered United	Chicago	Chicago		
Pro Bono Advocates	Chicago	Chicago		
Uptown Hull House - DV Court Advocacy Project	Chicago	Chicago		
Uptown Hull House - Women's Counseling Center	Chicago	Chicago		

greatest number of programs and greatest concentration of funds are in northern Illinois. There are a total of 35 programs covering 17 of the 27 counties that comprise the northern region of the state. Twelve of these programs are in Chicago while six serve suburban Cook County. The northern region also contains 14 of the 35 programs that provide on-site emergency shelter. There are 11 programs (nine residential) serving the 41 county central region and seven programs (five residential) serving Illinois' 34 southern counties. Satellite offices provide services to an additional 20 counties. This brings the total number of counties that currently have one or more domestic violence programs to 55.

VAWA funds passed through ICADV have increased outreach and services to previously unserved or underserved populations. During the first year of programming (FFY95/SFY96), ICADV established two rural satellite projects and two outreach to Latina victims projects. For SFY98 the number of funded projects has increased to 18. Five rural satellites were established, one in central Illinois and four in the southern region of the state, to serve previously underserved areas. These satellites provide service coverage to nine additional counties, seven of which are in the southern part of the state. VAWA funds were also used to establish 11 projects to provide outreach and advocacy services to Latina victims in the northern region of the state. Two projects were established to serve the specialized needs of chemically dependent victims of domestic violence.

*Service Statistics:* A total of 51,566 adults and their children were assisted in SFY97. Of that total, 12,581 were children who had to be accommodated by the service delivery system, an increase of nearly 14% over 1996. The number of adult clients served increased by 9% over last fiscal year. Programs sheltered 14,725 adults and children by providing 177,075 nights of shelter in residential facilities and 4,131 nights in hotels, motels, or safe houses. Programs provided 502,653 hours of service to victims of domestic violence, which averages to 9.5 hours of service per client. Nearly half (43 percent) of those service hours were devoted to group counseling, while 26 percent were devoted to individual counseling and 19 percent to advocacy.

**Table 9:  
Domestic Violence Service Statistics  
SFY94-97**

	SFY94	SFY95	SFY96	SFY97
Unduplicated Adult Clients	32,713	35,502	36,235	38,985
Unduplicated Child Clients	10,655	10,760	11,052	12,581
Hours of Service Provided	430,989	447,846	458,929	502,653

Most of the adults receiving services in SFY97 (97 percent) were female, 72 percent were between the ages of 20 and 39, 58 percent were white, 25 percent were African American, and 10 percent were Hispanic. Of the total number of clients who sought service, 77 percent had children of whom 95 percent were dependent or minor children: 59 percent were under age seven and 35 percent were between the ages of 8 and 17. Ninety-four percent of clients with children had four or less children. Three percent of the adults and six percent of the children had disabilities.

With limited available services, residential programs were unable to shelter 16,570 victims of domestic violence in SFY97, 9,988 of whom were children. This number may reflect some duplicate counting if an individual was turned away from shelter more than once, and includes victims who were provided shelter when the facility was over maximum capacity.

#### Services for Victims of Stalking

Illinois does not have a special program to assist victims of stalking, but these victims often receive information and referral assistance from state's attorneys, and have access to both domestic violence and sexual assault program services as needed. State's attorneys report that they do not keep data on the number of victims assisted and offenders prosecuted on stalking related charges.

#### Defining Unserved and Underserved Areas & Populations

While Illinois has made great strides in reaching out to victims of sexual assault and domestic violence, many victims continue to have little or no practical access to victim-centered services. For some, the primary problem is that they live too far from an existing program or don't know how to get to the closest program. For others, the problem is they

either don't know assistance is available, or the program does not address their special, usually cultural, needs.

Quantifying unmet need and underserved areas and populations is difficult. How many miles from the closest program must a community be to be considered unserved or underserved? And, how does one measure unmet need when, almost by definition, the scope of the problem is unknowable? In attempting to measure underserved areas and populations, the answer depends not only upon the nature of the transportation that is or is not available to victims within a given radius, but to the victim's ability to actually use that transportation. A physically-challenged individual living in a rural setting may have no practical means of traveling to a program, and may have a difficult time contacting a center by phone if unaware of the name of the nearest program and the city within which it operates. The problem is compounded for the elderly and mentally challenged.

Defining the minimum requirements for victim service accessibility is well beyond the scope of this document. The issues are so myriad and complex that even the Office of Justice Programs *Formula and Discretionary Grants Program* guidelines do not define "accessibility," requiring instead that applicants take population and geography into consideration.

For purposes of guiding implementation decisions, both population and geography have been used to identify underserved populations and unmet need. The primary unit of measurement has been, somewhat arbitrarily, the county: the number of counties with and without advocacy programs, the size of the affected population, and the associated land area. Nevertheless, county boundaries are not necessarily the best definition of accessibility. A program located in the corner of a geographically expansive county may be inaccessible for many county residents, while programs in neighboring counties may better serve residents in smaller counties. Relatively unpopulated counties may not be able to justify the funding commitment associated with an advocacy program.

#### Unserved and Underserved Sexual Assault Areas & Populations

Technically, Illinois has no unserved sexual assault areas or populations. The 30 existing programs plus an additional 16 satellite projects supported by VAWA (FFY95 – FFY97) funds located in 23 counties are available to all sexual assault victims, regardless of

where they live, regardless of access to phone and transportation, and regardless of primary language. Nevertheless, as a practical matter, a significant portion of the state's female population has no ready access to sexual assault services. Women living in 39 of the state's 102 counties do not have access to comprehensive sexual assault services of any kind. (See Figure 1.) Table 10 below shows which counties currently do not have an established sexual assault crisis center. There are nine unserved or underserved counties in the northern region of the state, 14 counties in the central region and 15 counties in the southern part of the state. An analysis of Table 10 reveals that the total population unserved/underserved is a fraction of the total population for the state of Illinois. While our ultimate goal is to ensure that all populations receive access to services, this table indicates that Illinois is continuing to make inroads in bridging the gap in providing direct services to victims of sexual assault through Violence Against Women Act funding.

**Table 10:  
Unserved or Underserved Illinois Counties  
Sexual Assault Services**

<b>Region</b>	<b>Counties w/out a Rape Crisis Center</b>	<b>1996 Population Estimate</b>
<b>North</b>	Stephenson, McHenry, DeKalb, Henry, Mercer, Knox, Stark, Marshall, Grundy	540,900
<b>Central</b>	Fulton, Mason, Logan, Menard, McLean, Ford, Iroquois, Piatt, Moultrie, Christian, Montgomery, Cumberland, Edgar, Clark	526,700
<b>South</b>	Effingham, Clay, Wayne, Edwards, Wabash, Hamilton, White, Gallatin, Hardin, Pope, Massac, Pulaski, Alexander, Randolph, Monroe	215,700

While Chicago has several sexual assault programs that consistently operate at full capacity, significant numbers of victims remain unserved. Existing programs provide services and advocacy and have visibility in their own communities but have not had the resources to take on large scale public visibility and the consequent exponential increase in service provision city-wide. In addition, language and cultural barriers also limit access to services for a variety of victim populations.

**Unserved and Underserved Domestic Violence Areas & Populations**

Domestic violence programs are located in more than twice as many counties as are sexual assault programs. As with sexual assault, it would be incorrect to suggest that the

state has unserved domestic violence areas and populations. Nevertheless, as a practical matter, a substantial portion of the state's land area is underserved. With 53 programs and 25 satellite officers plus fifteen additional satellite projects supported by VAWA (FFY95 – FFY97) funds, 39 of the state's 102 counties are without a domestic violence program. (See Figure 2.) Table 11 below lists the areas of the state that currently do not have a domestic violence program. The northern part of the state has the most service coverage with only four of the 27 counties without an established domestic violence program or satellite office. Service coverage in the central and southern regions of the state is less comprehensive: 20 of the 41 central counties and 14 of the 34 southern counties do not have a domestic violence program. Furthermore, there are only 14 programs that provide emergency shelter serving Illinois' 75 central and southern counties. An analysis of Table 11 reveals that the total population unserved/underserved is a fraction of the total population for the state of Illinois. While our ultimate goal is to ensure that all populations receive access to services, this table indicates that Illinois is continuing to make inroads in bridging the gap in providing direct services to victims of domestic violence through Violence Against Women Act funding.

**Table 11:  
Unserved or Underserved Illinois Counties  
Domestic Violence Services**

<b>Region</b>	<b>Counties w/out a Domestic Violence Program</b>	<b>1996 Population Estimate</b>
<b>North</b>	Carroll, Putnam, Stark, Marshall	41,500
<b>Central</b>	Henderson, Grundy, Warren, Hancock, Schuyler, Brown, Cass, Menard, Calhoun, Macoupin, Montgomery, Christian, Shelby, Moultrie, Piatt, Livingston, Ford, Douglas, Cumberland, Edgar, Clark	380,200
<b>South</b>	Bond, Fayette, Effingham, Jasper, Crawford, Clay, Lawrence, Wayne Edwards, Wabash, Hamilton, Franklin, Perry, Johnson	252,100

While Chicago has a number of domestic violence programs, even it does not have enough to meet the demand for services. Most of those turned away were seeking temporary shelter in the Chicago area. The Illinois Department of Human Services has

confirmed this information, reporting that more than 16,570 domestic violence victims in need of temporary shelter were turned away in 1997.

***Criminal Justice System's Response to Sexual Assault and Domestic Violence Victims***

Just as victim services have not kept pace with the growing number of victims of sexual assault and domestic violence, criminal justice agencies, too, have been unable to dedicate sufficient resources to identifying, apprehending, prosecuting, convicting, and sanctioning offenders. In 1988, 28,154 law enforcement officers were available in Illinois to respond to 1,464,373 offenses; in 1992, reported offenses had grown 10.5 percent to 1,617,941 while the number of officers had grown 7.5 percent to 30,271. Although the total number of state's attorneys and assistants is not known, it is reported that 40 of Illinois' 102 counties have two person offices and another 25 counties have only a full-time or part-time state's attorney.

Thus, many victims believe that responding and investigating officers do not devote enough time to tracking down and gathering evidence against offenders, and prosecuting attorneys spend only a few minutes with them before going to trial. In many communities in Illinois, this may be so, not because law enforcement officers or prosecutors do not want to spend more time on individual cases, but because they too are experiencing staff shortages. In some communities, police and prosecutors do not have timely access to information or equipment which could make their jobs more manageable. For many, the lack of adequate, up-to-date training affects performance as well.

Largely as a result of institutional advocacy efforts and statutory requirements, the criminal justice system is becoming much more responsive to the needs of women victimized by violence. However, just as direct victim services have not kept pace with the growing number of victims of sexual assault and domestic violence, criminal justice agencies, too, have been unable to dedicate sufficient resources to this growing problem. An effective criminal justice system will not only be able to identify, apprehend, prosecute, convict and sanction offenders, it will secure the safety of women in their homes, workplaces, and neighborhoods, and be responsive to the needs of individual victims and other women in the community. This integration of victim rights and public safety mandates is the crux of the coordination efforts actively being developed in

Illinois. In general, the criminal justice system in Illinois has piloted a strong policy of coordination. The availability of Violence Against Women Act funds has afforded Illinois an opportunity to test, in a systematic way, a number of strategies for improving the response of the criminal justice system to victims of sexual assault and domestic violence. Some of these, such as training and expanded use of technology are geared toward improving the ability of individuals to do these jobs; others, such as protocol implementation, are intended to assess new approaches to victims with an eye toward advocating for changes statewide if these protocols do indeed result in improved responses to victims.

## **V. CURRENT EFFORTS**

The Ad Hoc Committee on Violence Against Women has chosen to utilize VAWA funding in a number of federal purpose areas. Illinois' VAWA funding has fallen under five different purpose areas. These areas are: 1) training law enforcement officers and prosecutors to more effectively identify and respond to violent crimes against women; 2) developing, training, or expanding specialized units of law enforcement officers and prosecutors targeting violent crimes against women; 3) developing and implementing more effective police and prosecution policies, protocols, orders and services specifically dedicated to preventing, identifying and responding to violent crimes against women, and; 4) developing, installing, or expanding data collection and communication systems; and, 5) developing, enlarging, or strengthening victim service programs, including sexual assault and domestic violence programs. Many of the programs initiated in Illinois with VAWA funding serve more than one purpose area.

As of April 1998, a number of steps toward the implementation of this plan have already been taken. Table 12 identifies the funding plan for Illinois' VAWA program. The following is a description of the programs currently funded with FFY95 and FFY96 Violence Against Women Act money, as well as their primary purpose area:

### **Purpose Area 1: Training**

#### Office of the Attorney General

In trying to reduce the incidence of domestic violence, the Office of the Attorney General will host a conference targeting the development of a multi-disciplinary approach to the prevention and intervention of domestic violence. This conference will include representatives from Northern Illinois hospitals and domestic violence social services programs with the objective of providing strategies for the identification of domestic violence crimes at hospital emergency departments and subsequent documentation, intervention and referrals.

#### Illinois Law Enforcement Training and Standards Board

In May 1997, a Sexual Assault Train-the-Trainer session was held in Mt. Vernon, Illinois. This training focused on the *Model Guidelines and Sex Crimes Investigation Manual for*

**Table 12  
Violence Against Women Act  
Funding Plan FFY95 - FFY98**

	FFY95	FFY96	FFY97	FFY98
<b>LAW ENFORCEMENT</b> Funds Available	\$95,012	\$1,091,312	\$1,224,787	\$1,250,912
Process Server Training	\$5,000	\$13,125		
Training on Domestic Violence and Sexual Assault	\$90,012	\$90,012	\$90,012	\$90,012
State Police Domestic Violence Training		\$18,050		
Chicago Police Department DV/SA		\$224,736	\$224,736	\$224,736
Specialized Domestic Violence Units		\$174,949	\$174,949	\$174,949
Domestic Violence Protocol Training		\$80,930	\$80,930	\$80,930
Sexual Assault Guideline Training		\$37,050	\$37,050	\$37,050
<b>Subtotal</b>	\$95,012	\$638,852	\$607,677	\$607,677
<b>Remaining Funds</b>	\$0	\$452,460	\$617,110	\$643,235
<b>PROSECUTION</b> Funds Available	\$95,012	\$1,091,312	\$1,224,787	\$1,250,912
Training on Domestic Violence and Sexual Assault	\$30,000	\$30,000	\$30,000	\$30,000
Case Tracking / Victim Notification System	\$65,012	\$65,012		
Specialized Domestic Violence Units		\$377,867	\$377,867	\$377,867
Cook County State's Attorneys Office DV/SA		\$373,745	\$373,745	\$373,745
Downstate Specialized Prosecution		\$100,000	\$100,000	\$100,000
<b>Subtotal</b>	\$95,012	\$946,624	\$881,612	\$881,612
<b>Remaining Funds</b>	\$0	\$144,688	\$343,175	\$369,300
<b>SERVICE PROVIDERS</b> Funds Available	\$95,012	\$1,091,312	\$1,224,788	\$1,250,913
Services for Underserved Areas or Victim Groups	\$95,012	\$1,091,312	\$1,224,788	\$1,250,913
<b>Subtotal</b>	\$95,012	\$1,091,312	\$1,224,788	\$1,250,913
<b>Remaining Funds</b>	\$0	\$0	\$0	\$0
<b>DISCRETIONARY</b> Funds Available	\$95,012	\$1,091,314	\$1,224,788	\$1,250,913
Services for Underserved Areas or Victim Groups	\$75,012			
Clerks Training	\$10,000	\$10,000		
Process Server Training	\$10,000			
Domestic Violence Training for Hospital Personnel		\$13,574		
Developing and Implementing Judicial Benchbooks		\$8,457		
Services to Female Inmates		\$90,000	\$90,000	\$90,000
Sexual Assault Guideline Implementation		\$30,930	\$30,930	\$30,930
Domestic Violence Protocol Implementation		\$588,353	\$588,353	\$588,353
Chicago Domestic Violence Hotline		\$350,000	\$350,000	\$350,000
<b>Subtotal</b>	\$95,012	\$1,091,314	\$1,059,283	\$1,059,283
<b>Remaining Funds</b>	\$0	\$0	\$165,505	\$191,630
<b>Total</b>	\$380,048	\$4,365,250	\$4,899,150	\$5,003,650

Green identifies amounts allocated that are subject to change based on need.

*Law Enforcement* and combined law enforcement officers and advocates into training teams. These training teams are currently providing the sexual assault training at Mobile Training Units across the state.

A May 1998 Domestic Violence Train-the-Trainer session is planned for Galena, Illinois. This training is focused on the Law Enforcement section of the *Model Domestic Violence Protocol for Law Enforcement, Prosecution, and the Judiciary*. This program also incorporates the involvement of advocates in the training teams. Further, the purpose of this program is to institutionalize domestic violence training throughout the state. Once the train-the-trainer program is complete, the trainers will provide the training curriculum for their own police departments as well as Mobile Training Units across the state. This training will be repeated in July, September, and November 1998.

#### Illinois State Police

In order to counter the escalating family violence problem within the state of Illinois, the Illinois State Police implemented a training, education and outreach program for all agency employees. The emphasis of this initiative is providing training for officers to ensure they have the skills and knowledge to meet mandated responsibilities and provide all reasonable assistance to domestic violence victims. The training program consists of two train-the-trainer sessions, one for officers in each of the 21 ISP districts and one for telecommunicators. These trainers are charged with the responsibility of returning to their district and performing the training for the rest of the officers.

#### Cook County Clerk's Office

Access to the court system by domestic violence victims often begins with the Circuit Court Clerks' Offices. In response to this, the Cook County Circuit Clerk's Office will provide three regional training sessions to elected Circuit Court Clerks. The trainees will then perform the training for the rest of their staff. This training will educate Circuit Court Clerks on the dynamics of domestic violence, the court's response to domestic violence, and the Illinois Domestic Violence Act. Additionally, this training will provide the clerks with customer services tips for dealing with victims of domestic violence.

Sheriff's Office of Cook County

In order to provide specialized training for deputy sheriffs who are responsible for the services of orders of protection, domestic court orders, warrants and evictions, the Cook County Sheriff's Office is developing a training video on how a deputy sheriff should serve court orders and how they could help victims of domestic violence. This video will address victim and officer safety as well as different service scenarios, e.g., rural and urban situations. The video will be distributed to all counties in Illinois through the Illinois Sheriff's Association.

Office of the State's Attorney's Appellate Prosecutor

To address the need for additional training of prosecutors and assistants, the Office of the State's Attorney's Appellate Prosecutor delivered specialized training programs for prosecutors on sexual assault and domestic violence. In 1997, eighty-eight state's attorney's, assistant state's attorney's, special prosecutors, and victim-witness specialists participated in these two-day training programs. Beginning in June 1998, the office will continue to present this specialized training program for state's attorney's offices across Illinois.

Administrative Office of the Illinois Courts

In recognizing the key role the judiciary plays in developing and implementing a system that responds appropriately to domestic violence cases, the Administrative Office of the Illinois Courts compiled a domestic violence benchbook. This book will assist judges in handling all cases involving domestic violence. AOIC will provide a domestic violence benchbook to every Illinois judge who handles domestic violence cases.

**Purpose Area 2: Specialized Units**

Office of the State's Attorney's Appellate Prosecutor

The Office of the State's Attorney's Appellate Prosecutor is in the development stage of a downstate specialized prosecution unit for domestic violence. Many counties downstate do not have the staff capabilities to address the special prosecution needs of domestic violence cases. This program will provide these counties with special prosecutors for domestic violence cases only.

### **Purpose Area 3: Protocol Implementation**

In order to bridge the gaps in service to victims of domestic violence and sexual assault within the criminal justice system, Illinois' S.T.O.P. Violence Against Women program chose to implement, test and evaluate the model protocol for domestic violence and model guidelines for responding to sexual assault. Figure 3 highlights the counties testing this effort. These programs seek to establish a multidisciplinary approach towards the handling of domestic violence and sexual assault cases. Table 13 highlights specific components of these programs and their funding levels. The following is a brief description of the implementation sites:

#### Cook County State's Attorney's Office & the Chicago Police Department (Sexual Assault)

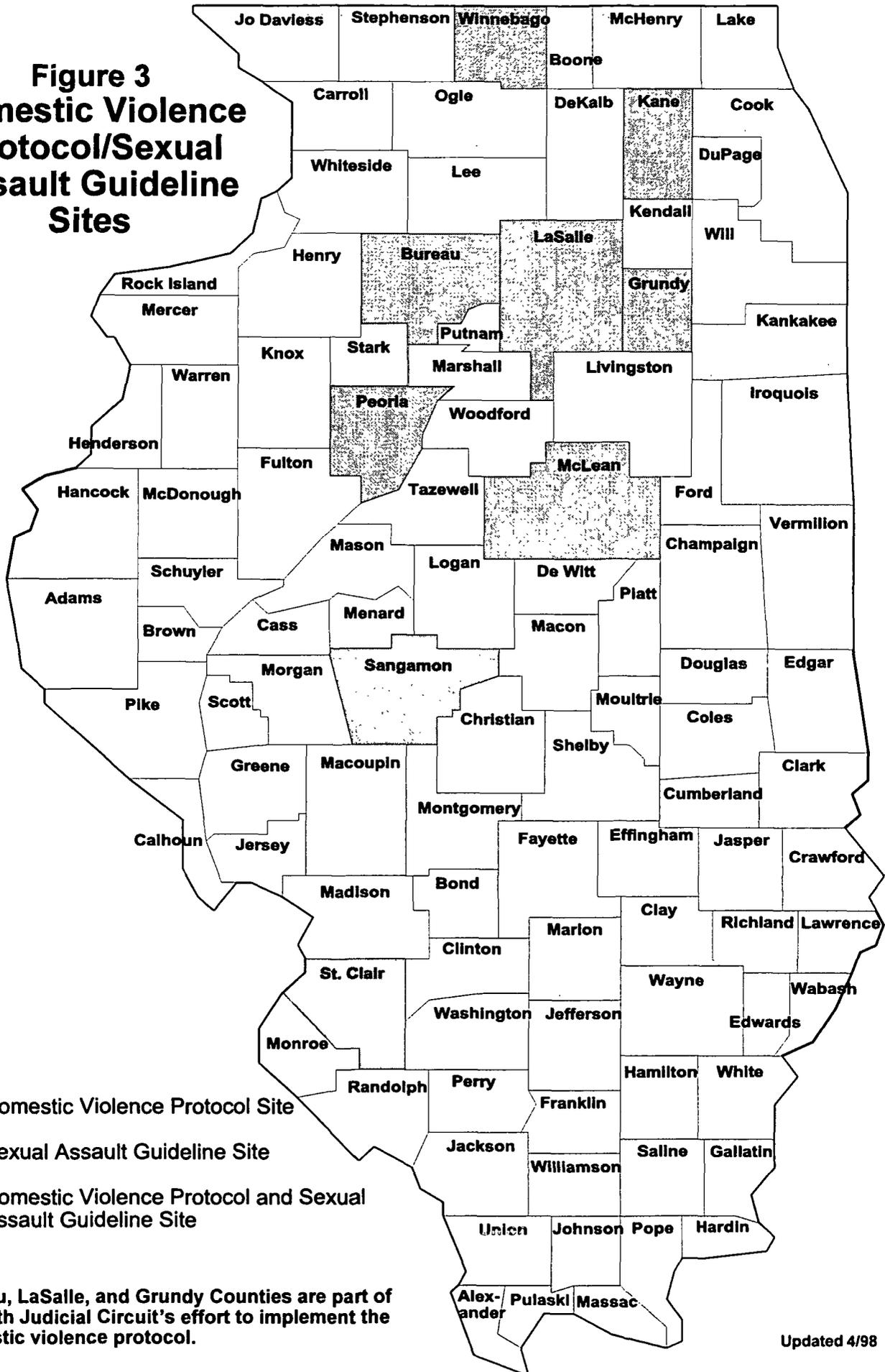
Working together to combat sexual assault in Cook County, the Cook County State's Attorney's Office and the Chicago Police Department have developed a program that incorporates training, enhanced evidence collection, and specialization. In the first year, the Chicago Police Department will provide department-wide training on the new protocol. More extensive and detailed training will be developed for all detectives and evidence technicians. Additionally, a researcher will develop a methodology and a system for the behavioral analysis of sex crimes to determine crime patterns and identify potential suspects.

In concentrating on the successful prosecution of felony sexual assault cases, the state's attorney's office has developed a program that provides for specialized review and prosecution of sexual assault. This program includes an assistant state's attorney who is responsible for responding to police requests for felony review of cases that involve sexual assaults, an assistant state's attorney who functions as a trial specialist assigned to the Sexual Crimes Division, and a victim-witness specialist who provides direct services and assistance to victims entering the justice system.

#### Kankakee County

In implementing the sexual assault guidelines, the Kankakee County Sheriff's Department and KC-CASA are working together to provide sexual assault investigation training to all police officers in Kankakee County. The program also consists of the

**Figure 3  
Domestic Violence  
Protocol/Sexual  
Assault Guideline  
Sites**



**TABLE 13:  
SUMMARY OF DOMESTIC VIOLENCE PROTOCOL/SEXUAL ASSAULT GUIDELINE PLEMENTATION PROGRAMS**

Agency	Description of Program	VAWA funded Staff	1 <sup>st</sup> Year Budget
13 <sup>th</sup> Judicial Circuit (Bureau, LaSalle and Grundy)	<ul style="list-style-type: none"> <li>* Establish an effective data tracking system for the collection of statistical and demographic information regarding DV.</li> <li>* Create a death and serious injury panel that will review all family violence cases that resulted in a death.</li> </ul>	1 – Coordinator (ADV & SAS)	\$79,631
Kane County	<ul style="list-style-type: none"> <li>* Train police officers on the protocol.</li> <li>* Expand their DV court call from one day a week to three, which will allow for vertical prosecution.</li> <li>* Implement a Victim Awareness Program.</li> <li>* Expand the Victim Services program.</li> <li>* Provide a specialized domestic violence probation officer to monitor felony probationers.</li> </ul>	1 ½ - Prosecutors (KCSAO) 1 ½ - Victim Service Workers (KCSAO) 1 – Clerk (KCSAO) 1 – Law Enforcement Officer (KCSAO) 2 – Full-time Advocates (Mutual Ground & CCC) 2 – Part-time Advocates (Mutual Ground & CCC) 1 – Probation Officer (Kane County) 1 – Clerk (Kane County)	\$308,404
McLean County	<ul style="list-style-type: none"> <li>* Provide training for team members.</li> <li>* Create a DV follow-up team in each local police department.</li> <li>* Measure the success/failure of the program through analysis of recidivism rates, violations of OP's and follow through on plenary OP's.</li> </ul>	1 ½ - Victim Advocates (CDV) 1 – Prosecutor (MCSAO) 1 – Clerk (SAO) 2 – Full-time Police Officers (McLean Sheriff's Department) 2 – Part-time Police Officers (Normal PD)	\$280,586
St. Clair County	<ul style="list-style-type: none"> <li>* Implement a domestic violence court call.</li> <li>* Provide advocate services and follow-up calls.</li> <li>* Establish a review board to monitor the progress of the protocol.</li> </ul>	1 – Clerk (St. Clair County) 1 – Bailiff (St. Clair County) 1 – Prosecutor (SCSAO) 1 – Court Advocate 1 – Offender Intake Coordinator	\$115,150
Sangamon County	<ul style="list-style-type: none"> <li>* Create a domestic violence court.</li> <li>* Provide emergency, at-home advocacy to victims of domestic violence.</li> <li>* Provide a Clerk, trained in DV, to handle all DV cases and OP's.</li> <li>* Provide specialized DV investigators.</li> </ul>	1 – Domestic Violence Investigator (SPD) 1 – Prosecutor (SCSAO) 1 – Part-time Victim Advocate (SCSAO) 3 – Advocates (Sojourn Shelter) 1 – Clerk (Sangamon Clerk's Office)	\$182,839

Peoria County	<ul style="list-style-type: none"> <li>* Create linkages among the agencies involved in implementing the protocol through the hiring of a Project Coordinator.</li> <li>* Provide ¼ of police officers with DV training.</li> <li>* Create three advocate positions that will increase the prosecution rate as well as provide transitional services and guidance to victims.</li> </ul>	<ul style="list-style-type: none"> <li>1 – Transitional Caseworker (CPA)</li> <li>1 – Transitional Court Advocate (CPA)</li> <li>1 – Project Administrator (CPA)</li> <li>1 – Violence-Victim Coordinator (PCSAO)</li> </ul>	\$156,695
Winnebago County	<ul style="list-style-type: none"> <li>* Create a DV court call.</li> <li>* Provide DV training to members of each cooperating agency.</li> <li>* Increase abuser services and enhance victim services.</li> <li>* Maintain statistical DV data to keep track of cases filed and victims served.</li> </ul>	<ul style="list-style-type: none"> <li>1 – Prosecutor (WCSAO)</li> <li>1 – Victim/Witness Advocate (WCSAO)</li> <li>1 – Lead DV Advocate (W.A.V.E.)</li> <li>1 – DV Advocate (W.A.V.E.)</li> <li>1 – Abuser Counselor (W.A.V.E.)</li> </ul>	\$149,543
Kankakee County	<ul style="list-style-type: none"> <li>* Develop an Advisory Board that will oversee the interagency cooperation.</li> <li>* Conduct trainings of the protocol for all involved personnel, i.e., police, medical, advocate and SAO.</li> <li>* Increase arrest and prosecution through implementation of the protocol.</li> <li>* Purchase two colposcopes for evidence collection.</li> </ul>	<ul style="list-style-type: none"> <li>1 – Advocate (KC-CASA)</li> </ul> <p>*Note: This grant also provides for overtime pay for all law enforcement officers in Kankakee County to attend sexual assault investigation training.</p>	\$67,986
Cook County (Sexual Assault)	<ul style="list-style-type: none"> <li>* Specialize sexual assault cases within felony review.</li> <li>* Improve services offered to victims of sexual assault</li> <li>* Provide training for the Chicago Police Department on the updated guidelines.</li> <li>* Create a resource directory of services for victims.</li> <li>* Develop a behavioral analysis model to assist in identifying sexual assault crime patterns and possible offenders.</li> </ul>	<ul style="list-style-type: none"> <li>1 – Research Analyst (CPD)</li> <li>1 – Trial Specialist (CCSAO)</li> <li>1 – Assistant State’s Attorney (CCSAO)</li> <li>1 – Victim/Witness Specialist (CCSAO)</li> </ul>	\$266,978
Cook County (Domestic Violence)	<ul style="list-style-type: none"> <li>* Develop the agency-specific protocol to fit the needs of the Chicago city jurisdiction.</li> <li>* Develop training for 13,000 members of the Chicago Police Department, and all of the prosecuting attorneys in the Cook County State’s Attorney’s Office as well as for service providers</li> <li>*Develop a method of case assessment to measure the success of the response to domestic violence.</li> </ul>	<ul style="list-style-type: none"> <li>2 – Investigators (CCSAO)</li> <li>1 – Administrative Assistant (CCSAO)</li> <li>1 – Research Analyst (CPD)</li> </ul>	\$329,974

purchase of two colposcopes, medical instruments to enhance evidence collection, which will be housed at two local hospitals. An advocate was hired for this program to work with the police and state's attorney's to obtain statistical information about police reports, arrests, prosecutions, dispositions, and sentences to monitor progress of efforts. Additionally, the multidisciplinary team will meet on a monthly basis to focus on service provision for sexual assault crimes and ensure collaboration among team members. This program was recently cited as a "Best Practice" on the Violence Against Women Grants Office web site.

Cook County State's Attorney's Office & the Chicago Police Department (Domestic Violence)

The "Chicago Response" is a combined effort that creates a cooperative response to victims of domestic violence. The state's attorney's office and the police department will work to produce agency-specific protocol manuals that will serve as both a reference source for law enforcement and prosecution as well as serve as a necessary tool in defining the appropriate agency response to domestic violence.

Additionally, several staff positions have been added to enhance each agency's programs. Two investigators and an administrative assistant were added to the domestic violence division of the state's attorney's office. The investigators will aid prosecutors in the successful prosecution of domestic violence cases. A researcher for the police department will develop a risk assessment model for the investigation of domestic violence cases. The researcher will be able to analyze and track domestic violence trends across time, populations and other categories. To complement the staff positions, equipment and training is an integral component of this program.

Kane County

In increasing the domestic violence response effort, Kane County involves cooperation from many different groups including, judiciary, prosecution, law enforcement, probation, clerks, and not-for-profit social service agencies. At the center of the effort is the desire to more successfully prosecute domestic violence cases. This is accomplished in the state's attorney's office through the provision of one and one-half domestic violence prosecutors to staff the domestic violence courtroom; one and one-half victim service workers available to counsel victims on the criminal justice system; and, one

officer to provide law enforcement training to all police departments in Kane County. The two local service providers will each provide a court advocate and a part-time follow-up advocate to assist victims through the court process. Finally, this program includes the assistance of a clerk to staff the domestic violence courtroom, as well as a probation officer to monitor the progress of domestic violence offenders.

#### McLean County

The McLean County program seeks to reduce domestic violence through a coordinated response by law enforcement, victim service providers, prosecutors, and the judiciary. Specifically, the program provides for an improved law enforcement response to domestic violence victims through the development of specialized domestic violence units at three local police departments. Due to their specialization, the units are better able to focus on the development of evidence that allows for more successful prosecutions of domestic violence cases including “victimless” prosecution cases. In conjunction with the specialized law enforcement units, law enforcement advocates provide more immediate support and services to victims of domestic violence. Another key aspect of the program is the increased response by the prosecution. To this end, an additional prosecutor, clerk, and part-time court advocate have been hired to assist existing staff with their efforts to provide comprehensive and thorough assistance to domestic violence victims. Central to the whole effort is the adoption and implementation of domestic violence protocols by all involved agencies. Federal funds are being used to support training on these protocols.

#### Peoria County

The goal of this project is to strengthen the implementation of the domestic violence protocol by putting in place several new staff who will link victims of family violence to all the players listed in the protocol – the State’s Attorney, law enforcement, the judiciary and the victim advocates. A training fund for law enforcement officers has been established. This fund is utilized to attend, as well as present, trainings related to domestic violence and the protocol. This program concentrates on increasing advocacy staff in the county. A Violence Victim Coordinator was added to the staff of the state’s attorney’s office to provide victims with assistance through the criminal justice process. Additionally, a Transitional DV Caseworker and a Transitional Court Advocate was added to the Center for Prevention of Abuse staff in order to expand the types of services

provided for victims. To facilitate the development of this program, a Project Administrator will oversee interagency cooperation and cultivate linkages within the criminal justice system.

St. Clair County

The goal of the program is to eliminate or reduce domestic violence in St. Clair County by providing a unified approach to the processing of domestic violence cases, while addressing the issues of victim safety and offender accountability. The program centers on the addition of a domestic violence courtroom and the development of domestic violence protocols for prosecutors and the judiciary. The domestic violence specific courtroom will allow for a more consistent and comprehensive response to domestic violence cases. The program funds courtroom personnel including a prosecutor, court clerk, bailiff, and a court advocate. The program also includes an abuser services component. Funds for the program support domestic violence training for all key areas of the system including law enforcement, prosecution, victim services, and the judiciary.

Sangamon County

This program will enhance services to victims of domestic violence in Sangamon County by creating a designated court for domestic violence and providing a prosecutor, a victim-witness specialist and a clerk to staff the courtroom. Additionally, this program adds a second domestic violence investigator to the Springfield Police Department and three emergency response advocates to the staff of Sojourn Shelter, the local non-profit service provider. These advocates will be summoned to the scene of the violence by the police and will provide early intervention to the victims. Training will be provided to the prosecutor and the investigator on the dynamics of domestic violence, victimless prosecution, and evidence collection.

Winnebago County

In attempting to engage victims in the criminal justice system, this program seeks to expedite prosecution with the aid of a specialized assistant state's attorney. A victim specialist will aid the attorney's in contacting the victim and in providing the victim with any information or referrals necessary to guide them through the criminal justice system. Further, this program seeks to provide victims with full-time, on-site domestic violence services at the courthouse through the local service provider. These two advocates will

provide assistance in filing orders of protection, in safety planning, in understanding the process, as well as counseling services. Abuser services are also available through the program. Finally, a training program on domestic violence and the protocol will be presented to staff of the participating entities.

### 13<sup>th</sup> Judicial Circuit

The core of the 13<sup>th</sup> Judicial Circuit program is a coordinator who oversees the adoption and implementation of domestic violence protocols for agencies in three counties. The coordinator allows for a consistent approach to the development of agency specific protocols for law enforcement officers, prosecutors, and healthcare providers. The coordinator is also responsible for improving the coordination of domestic violence services and for working with local agencies to develop circuit-wide methods of gathering statistical data regarding family violence and agency response. In addition, the coordinator provides a means for the local Family Violence Coordinating Council to follow up on any areas of concern. The program includes funding for law enforcement protocol training and a community-wide conference on family violence.

## **Purpose Area 4: Data Collection Systems**

### Case Tracking/Victim Notification Systems

In October 1997, a Request for Proposals was sent out to all 102 state's attorney's offices in Illinois. A total of eleven proposals were submitted, ten of which met the criteria set forth in the RFP. The following eight state's attorney's offices were chosen to develop case tracking/victim notification systems: Hancock County, Henderson County, Grundy County, Jefferson County, Will County, Kane County, Williamson County, and Macoupin County. One proposal was rejected on the content of its proposal and one county chose to decline funds awarded to their agency. Figure 4 identifies the counties receiving funding for Case Tracking/Victim Notification Systems.

These programs will provide software, hardware, maintenance and training for automated case tracking/victim notification systems. The programs have been developed in order to provide for more effective notification of court appearances and case status information to victims of domestic violence and sexual assault. The new systems will enable the implementing agencies to increase their responsiveness to victims needs.

**Figure 4  
Case  
Tracking/Victim  
Notification System  
Sites**



## **Purpose Area 5: Victim Services**

### City of Chicago

In developing a uniform victim intervention and referral strategy throughout Chicago, the Mayor's Domestic Violence Advocacy Coordinating Council (DVACC) has identified a single point of access for victim assistance information as a critical need. Still in the development phase, this hotline would be a single 800-phone number limited to domestic violence calls. It would operate 24 hours a day/7 days a week and be staffed by certified domestic violence counselors. The Help Line will act as a citywide resource clearinghouse. It would accept inquiries from police officers, prosecutors, hospitals and victims. The Help Line would be able to navigate the various private and public services so as to target and link the victim with the most appropriate and available programs.

### Illinois Department of Corrections

In an attempt to enhance the delivery of victim services to women offenders under the custody/control of the Illinois Department of Corrections, a pilot project was developed to target this underserved pool of abused victims. This program hopes to provide victims with the skills required for a successful transition back into the community. This project will expand victim services to non-abusive women offenders who have been victims of sexual and/or physical abuse and housed at three correctional institutions in Illinois. Major components of this program include: identification and recruitment, education, case management, individual counseling, and group counseling.

### Illinois Coalition Against Domestic Violence and Illinois Coalition Against Sexual Assault

The VAWA funding designated for victim services has been divided evenly between ICASA and ICADV. In the first year of the program (FFY95/SFY96), ICASA established eight satellite projects. Currently there are 16 satellite projects providing services to 24 additional counties across the state. The primary focus of these projects has been the development of crisis intervention services.

ICADV established two rural satellite projects and two outreach to Latina victims projects during the first year of programming. For SFY98, the number of funded projects has increased to 18. Five rural satellites were established to serve previously underserved

areas. VAWA funds were also used to establish 11 projects to provide outreach and advocacy services to Latina victims in the northern region of the state. Two projects were established to serve the specialized needs of chemically dependent victims of domestic violence.

### **Other Efforts**

#### Enforcement of "Foreign" Orders of Protection

In late 1997, following a national conference on the VAWA requirement that orders of protection be given full faith and credit in all states, tribes, and territories, a committee was formed to explore Illinois' compliance with the Act. The committee included representatives of the courts, clerks, chiefs of police, state's attorney's associations, Cook County State's Attorney's Office, Chicago Police Department, City of Chicago, Illinois Attorney General, Illinois State Police, and the Authority.

Committee members reviewed the Illinois Domestic Violence Act and noted that, while Illinois courts were empowered to enforce orders of protection issued in other states, law enforcement officers in the state were not expressly authorized to arrest someone who is alleged to have violated an order of protection issued by the court of another state, tribe, or territory. The committee therefore concluded legislation was needed to address this point. Members also felt it would be helpful if there was statutory language authorizing the entry of out-of-state orders into the state's repository of orders. Since time was limited and the committee felt registration of out-of-state orders would require changes to a number of existing statutes, a decision was made to address these two matters separately. Legislation to enable the arrest of persons who violate out-of-state orders has passed one house of the Illinois General Assembly and is pending in the other. The committee is continuing to meet to draft legislation to allow entry of out-of-state orders into the state repository and accompanying procedures to use in training of clerks.

## **VI. OTHER FUNDING SOURCES**

Illinois is fortunate to have strong service networks for victims of sexual assault and domestic violence. There are chiefs, sheriffs and state's attorneys who are committed to improving the response of the criminal justice system to victims of sexual assault and domestic violence and doing so in partnership with victim advocates; there are judges who have taken the lead in establishing local family violence coordinating councils; an attorney general who, while a local state's attorney, pioneered the development and implementation of a system-wide protocol for handling domestic violence cases; a board with oversight responsibility for training law enforcement officers that has agreed to review and revise the domestic violence and sexual assault units of its basic training curriculum for new police officials; a state's attorneys' association that established a training committee for the express purpose of training both seasoned and new prosecutors on the effective prosecution of sexual assault and domestic violence cases; and model protocols for law enforcement on responding to sexual assault and for law enforcement, prosecutors and the judiciary on responding to domestic violence.

Direct services for victims have been discussed in Section II of this plan. Descriptions of other efforts to improve the justice system's response to victims follow.

### Office of the Illinois Attorney General

The Office of the Illinois Attorney General administers the state's victim assistance program. Offenders are assessed fines that are collected and distributed to victim service agencies throughout the state. More than half the money collected annually is awarded to programs that provide, exclusively or primarily, services for victims of sexual assault or domestic violence. Presently, a medical training project for health care professionals is being undertaken to ensure their awareness of domestic violence and how to respond appropriately. In 1996, the Attorney General also established a Violence to Children Task Force that recently called for police to voluntarily report incidents of child victimization and domestic violence. In addition, the Attorney General is Co-Chairing, with the Director of the Illinois Department of Public Health, the Illinois Violence Prevention Authority.

Illinois Law Enforcement Training and Standards Board

The Board is responsible for certifying and overseeing the delivery of police training. Thus, the Board sets the curriculum for the basic training of new police officers -- a course delivered by the state's seven training academies -- and a variety of one-to-five-day courses on selected topics for more experienced officers. Fifty-two daylong or half-day seminars on topics related to sexual assault or domestic violence were offered in SFY95.

The Board collaborated with ICASA on the development of guidelines for law enforcement's response to sexual assault. The guidelines includes a policy for responding to sexual assault cases that police agencies can adopt, a step-by-step manual for responding to sexual assault crimes, and a detailed curriculum for training. The Board joined with representatives of other state agencies and advocacy groups on the development of a protocol for the handling of domestic violence by law enforcement, prosecutors and the judiciary. It reconvened that task force to frame a strategy for training recruits and veteran officers in conjunction with advocates on domestic violence.

Illinois State's Attorney's Association

Following the 1995 completion of the Model Domestic Violence Protocol for Law Enforcement, Prosecutors, and the Judiciary, the Illinois State's Attorney's Association has teamed with the Illinois Attorney General and the Office of the State's Attorneys Appellate Prosecutor to develop and deliver training for state's attorneys and their assistants on the prosecution of domestic violence cases. Since prosecutors are at different skill and experience levels, both basic and advanced training courses are contemplated. To that end, the Cook County State's Attorney's Office conducted a 4-hour course on domestic violence for more than 600 assistants; the state's attorney's association has agreed that training for newly-elected state's attorneys will include sections on domestic violence and sexual assault; and two-day "basic" training for prosecutors on handling sexual assault and domestic violence cases was provided in three different regions throughout the state in 1997, with feedback from attendees used to finalize the agenda for regional training sessions.

Office of the State's Attorneys Appellate Prosecutor

For many years, the five-day trial advocacy course offered by the Appellate Prosecutor's office has been the primary training tool offered new prosecuting attorneys from the state's small and mid-sized counties. As of October 1995, the practice problem given participants is a case involving domestic violence.

Administrative Office of Illinois Courts

In 1995, the chief justice of the Illinois Supreme Court created the Illinois Family Violence Coordinating Council. Serving on the Council are the directors, or their designees, of all state agencies whose mission in some way involves family violence; representatives of local criminal justice agencies; and advocates and providers of direct services to survivors of battering, child, physical and sexual abuse, and elder abuse. One of the first undertakings of this council was to stimulate development of councils at the judicial circuit court level that are multidisciplinary and convened by chief judges. Currently, there are 14 active councils. There are twenty-one judicial circuits in Illinois and 6 municipal districts in Cook County. By the end of 1998 there will be eighteen active local coordinating councils. Another of the council's projects is to develop, collect and disseminate statistical data and other information that will further its efforts and foster effective family violence prevention and intervention activities across the state. The Administrative Office has also assisted in the development of a "benchbook" on domestic violence for judges, the development of which was being funded by the Illinois Judicial Conference.

Illinois Criminal Justice Information Authority

In addition to funding services for sexual assault and domestic violence victims through Violence Against Women Act funding, the Authority has utilized other fund sources to complement current domestic violence and sexual assault efforts:

- \$51,000 in Byrne funding for the development and printing costs associated with the domestic violence protocol and the sexual assault guidelines;
- \$72,630 in Byrne funding for the Champaign County Domestic Violence Probation Program. This program began in August 1997. It is intended to provide enhanced supervision to an increasing domestic violence caseload. Aside from strict reporting

requirements, offenders are made to attend domestic violence treatment as a condition of their probation.

- \$260,000 in Byrne to continue violent offenders prosecution units which concentrate on homicide and sexual assault cases in three of the state's metropolitan counties;
- \$161,731 in Byrne FFY96-FFY98 funding for the Domestic Violence Coordinating Council Program. This program funds domestic violence training symposia for the multidisciplinary audiences that will form the membership of the judicial circuit councils;
- The Kankakee Anti-Gang Violence Program began in July 1995, with an initial designation of \$150,000. The primary function of the Violent Crimes Task Force was to investigate older, unsolved violent crimes and to deter escalating gang violence in the community. During its second year, the Task Force expanded its investigations to include current sexual assault and abuse cases. Investigations by the Task Force have resulted in a large number of sexual perpetrators being identified;
- In April 1997, the Illinois Supreme Court issued ruling #528 that requires all offenders arrested for a domestic battery or similar violation to appear before a judge to have bail set. Prior to this ruling, offenders arrested for domestic battery and violations of orders of protection were often released on bail at local police stations. This change in bail setting procedures has had a significant impact on the volume of cases processed in Cook County and throughout the rest of the state. For example, immediately, upon enforcement of this rule, the number of domestic violence prisoners in the Cook County Court System quadrupled. As a result, the Chief Judge of Cook County opened a fourth domestic violence courtroom to help ease the burden placed on the existing domestic violence courtrooms. The Cook County State's Attorney's Office was unable to adequately staff the new courtroom and requested emergency assistance from the ICJIA. The State's Attorney's Office was awarded \$73,639 in Byrne funds to implement a Domestic Violence Prosecution Program. Under this program, two prosecutors were hired to staff the new courtroom and to assist with the bond call. The State's Attorney's Office was also awarded \$40,000 in VOCA funds to provide direct services to victims of domestic violence;
- \$400,000 in reserved Byrne funding for specialized domestic violence probation units. These programs will provide counties with specialized probation officers to handle the growing caseload of domestic violence offenders. A needs assessment for this program is currently underway;

- \$67,588 in Byrne funding for the development of a domestic violence video and prosecution protocol;
- \$3.2 million in FFY97 VOCA funding provided domestic violence advocacy and counseling services; and,
- \$2.5 million in FFY97 VOCA funding provided sexual assault advocacy and counseling services.

#### Grants to Encourage Arrest Policies

In addition to the Violence Against Women Act funding that the Illinois Criminal Justice Information Authority administers, a number of grants in Illinois were directly funded by the Violence Against Women Grants Office. The following is a brief description highlighting these efforts:

- The City of Carbondale received \$73,326 to address the disjointed manner in which victims of domestic violence are provided with services. To accomplish this, a Domestic Violence Coordinating Council was established. This council will train criminal justice system personnel on the appropriate and effective treatment of domestic violence cases, purchase equipment that will aid in the collection of evidence in domestic violence cases, inform victims of domestic violence about how they can protect themselves, and create a computerized information tracking system.
- Cook County received \$539,460 to establish a multi-disciplinary Domestic Violence Target Abuser Call (TAC) team, which will strive to meet the needs of victims of domestic violence as they proceed against their abusive partners in the criminal justice system. The TAC team will provide victims of domestic violence with enhanced investigation and prosecution of their cases, individualized support and advocacy services and assistance in obtaining civil protective orders.
- The City of Chicago Heights received \$478,213 to create a Domestic Violence Unit to follow and track domestic violence cases and provide assistance to the victim. The unit will be responsible for investigating all domestic violence cases, except cases involving sworn Chicago Heights officers and homicides that occur within the city. It will investigate each case thoroughly and in a timely manner, follow the guidelines set forth in the protocol, provide victims with information regarding the various support groups, and assist victims in obtaining orders of protection through the court system.

- Champaign County received \$195,039 to increase offender accountability through a combination of pro-arrest police practices, proper investigatory procedures, and aggressive prosecutions of every domestic violence case. A Domestic Violence Prosecution Unit within the State's Attorney's Office will be created to provide centralized management and prosecution of domestic battery cases. The unit will coordinate domestic violence education and training for all law enforcement personnel and court officers, including police officers, investigators, prosecutors, members of the judiciary, and probation officers. This project will also increase the availability of investigatory tools, such as documentation cameras and hand-held, audio tape recorders, to assist officers in recording evidence at domestic violence crime scenes. It will implement a computerized information system to track domestic violence offenders throughout the criminal justice system. Champaign County will also monitor police response to domestic violence and address inadequate or improper law enforcement behavior to ensure a consistent response to domestic violence.

## **VII. SERVICE GAPS**

To identify unserved and underserved areas of the state when the multiyear plan was first developed, the committee reviewed data, studied testimony from providers, criminal justice personnel and others interested in stopping violence against women, located sexual assault and domestic violence service providers on maps of the state and engaged in lengthy discussions about the needs of sexual assault and domestic violence victims and criminal justice agencies' responses to them. In doing so, it became obvious that victims in certain counties had no reasonable access to victim services. Harder to display visually, but also apparent, was that more victims were seeking services than could be provided with current resources. Even after providers have sought ways to make services available to more people - by working with victims in groups, by limiting the number of individual counseling sessions, and by recruiting and training volunteers - programs could not keep pace. This was particularly true in areas of the state where larger numbers of bi-lingual, bi-cultural populations reside since their needs may be somewhat different from those typically served by a particular program.

Two years after this plan was developed, it continues to be true that services have not kept pace with the need for them. Women are still being turned away from domestic violence program; sexual assault centers continue to have waiting lists – even though both Violence Against Women Act and Victims of Crime Act funds have enabled the expansion of services, particularly to underserved areas and populations. It has also become apparent – more through anecdotal reports than data – that women who seek services have more complex needs than those women who sought assistance years ago. They are more likely to have problems such as mental illness, a prior victimization, a history of substance abuse, in addition to the victimization which prompted their recent call for help.

When this plan was first written, criminal justice agencies, too, felt overwhelmed. Calls for service had increased while the number of law enforcement officers available to respond to them have not. Cases took longer to come to trial. Jails were releasing offenders on their own recognizance because of overcrowding. The Illinois General Assembly had enacted a truth-in-sentencing law because many offenders convicted for violent crime were serving relatively little time in prison.

In the last two years, considerable efforts have been made to improve the skills of “first responders” to victims and to add officers to departments which are committed to protocols which call for expanded evidence collection and interviews with victims and witnesses. Even so, training programs have reached only a fraction of police and prosecutors in Illinois and even fewer of the partners in other parts of the system and the health field. Illinois has also just begun the difficult process of integrating components of the justice system, components some say have been separate and distinct by design and for good reason. Thus the crafting of a new system, which is responsive to victims, respectful of the rights of defendants and as ethical as possible while still allowing police, prosecutors and judges to attend to their unique duties is a challenge.

Clearly, progress has been made since this plan was first prepared. Perhaps even more clear, as the problems and challenges which lie ahead are better described and understood, is that more needs to be done to expand efforts, improve efficiency and effectiveness, discourage victim-blaming, increase the accountability of offenders, and build victim supports.

## **VIII. GOALS AND OBJECTIVES**

The goals of the Illinois Violence Against Women Program are: (1) to build a responsive, accountable and effective criminal justice system that integrates criminal justice agencies and victim services and promotes safety and freedom from violence for women; and (2) to ensure that victims of sexual assault and domestic violence have access to services that are appropriate for their needs.

The program has six objectives for federal fiscal year 1998:

1. To support services to women who are victims of sexual assault and domestic violence by establishing satellite service sites in one or more counties and/or by extending services to victim groups who are underserved and/or unserved;
2. To continue the process of institutionalizing law enforcement officer training by ensuring that chiefs and sheriffs adopt and enforce protocols for handling sexual assault and domestic violence reports, modifying basic officer training and making training readily available to local departments;
3. To continue the process of institutionalizing prosecutorial training by ensuring that state's attorneys adopt and follow protocols for handling sexual assault and domestic violence cases and making basic and advanced training courses available to state's attorneys;
4. To promote multidisciplinary training programs or specialized training directed at parts of the criminal justice and health care systems with unique needs as reasons for such programs are identified;
5. To identify and implement measures that document and enable an assessment of the response of criminal justice agencies in Illinois to sexual assault and domestic violence, including ways which allow for communication of information between officers and other providers; and

6. To implement, test and evaluate, in one or more jurisdictions model protocols for sexual assault and domestic violence and offer innovative criminal justice responses to sexual assault and domestic violence.

## **IX. FEDERAL FISCAL YEAR 1998 PROGRAM PRIORITIES**

As members of the Ad Hoc Committee on Violence Against Women reviewed the comments of criminal justice practitioners and victim service providers, considered data and information about efforts to combat sexual assault and domestic violence, and reviewed programs receiving VAWA funding, it continued to be evident that Illinois' criminal justice system could be more responsive to victims of sexual assault and domestic violence. This is so even though many police and sheriff's departments have adopted protocols for handling sexual assault and domestic violence calls, sent officers to or conducted in-service training, and taken other steps to ensure appropriate responses to victims of these crimes. Problems persist despite the willingness and efforts of state's attorneys to prosecute difficult cases and keep the victims notified; clerks to assist victims; and judges to hold offenders accountable. And, institutional gaps and errors persist despite the best efforts of advocates to work with and on behalf of victims. The criminal justice system in Illinois, as a whole, cannot yet be characterized as victim-sensitive.

Better use can, and should, be made of existing resources and new technology. In some areas though, significant progress will only be made with the addition of advocates, counselors, police officers, prosecutors, judges and clerks. Unfortunately, funds are limited. This means that some needs which emerged from the data or were raised by witnesses will not be addressed with Violence Against Women Act funds at this time. Selection of some priorities over others should not be interpreted as saying that these other issues are not important or were not discussed by the committee. It does say that programs must be carefully planned and accomplished in steps, taking first those actions which will lay the foundation for others and extending services to those parts of the state which to date have not been served. Priority too must be given to strategies that can be implemented and proven effective within the life of the federal funds. Therefore, Illinois proposes to continue to use S.T.O.P. Violence Against Women funds for the following purposes in federal fiscal year 1998:

1. To expand basic and advanced training on sexual assault and domestic violence for law enforcement, state's attorneys, judges, clerks, and advocates. Action will be taken in several areas:

- Review and revision of basic law enforcement training curriculum specifically addressing sexual assault and domestic violence. Included will be a review of all handouts and visual aids. A training of trainers is necessary to develop a pool of qualified instructors and insure consistency across academies.
  - Provision of specialized seminars, in-service programs, and/or roll call training for experienced law enforcement officers. These programs make use of adult learning principals and are designed to build skills as well as communicate information. As a part of this initiative, attention has been given to the production of training tools -- computerized instruction, videos, self-guided handbooks -- which facilitate the learning process and exchange of ideas.
  - Delivery of a short course for process servers to teach them about orders of protection, how the batterer may react to service of an order of protection, and how to respond if both the victim and batterer are at home when the order is served.
  - Provision of specialized training for prosecutors relating to sexual assault and domestic violence that encompasses not only the current law, but promotes development of the skill and confidence to try to win difficult sexual assault and domestic violence cases.
  - Development of a prosecutor handbook and accompanying videos for self-guided instruction on prosecution of sexual assault and domestic violence cases.
  - Regional seminars for judges to present the new domestic violence bench book.
  - Provision of training for clerks regarding their duties as outlined in the Illinois Domestic Violence Act.
2. To implement in seven jurisdictions the model domestic violence protocol for law enforcement, prosecutors and the judiciary, and in at least two jurisdictions, the model sexual assault protocol for law enforcement. Test sites for each protocol are expected to adopt the protocol, train staff, develop and implement mechanisms to ensure participants follow the protocol, institute data collection to facilitate evaluation and serve as a model for determining the data to be collected. Purchase of special

equipment needed to implement the protocol as well as hiring and training of staff is allowed.

3. To improve and expand data collection systems by a) enabling eight prosecutors offices to track cases and automatically generate notification letters to victims and case status reports as well as other management reports (in anticipation of developing and testing such software); b) collaborating with the Illinois State Police to enable the entry of orders of protection issued in other states into the Law Enforcement Assistance Database system; and c) describing methods of collecting aggregate data to assess the system's response to sexual assault and domestic violence incidents.
4. To continue support for expanded services for victims of sexual assault and domestic violence, particularly to those in underserved areas and special populations.

FY95 funds were used primarily to support training for law enforcement, prosecutors, clerks and judges; initial efforts to develop an automated case tracking system for prosecutors and clerks; and expansion of services to underserved or unserved geographic areas and special populations. Services dollars were used to expand services for victims that are provided by not-for-profit agencies whose principal mission is assisting victims of sexual assault and/or domestic violence. Funds earmarked for domestic violence services were passed through the Illinois Coalition Against Domestic Violence. Funds earmarked for sexual assault services were passed through the Illinois Coalition Against Sexual Assault.

Federal fiscal year 1996 funds are being used to complete or continue training, new service initiatives, automation projects, and protocol implementation. In addition to completing or continuing FFY95 programs, FFY 96 and FFY97 funds are being used: to implement the domestic violence protocols in six counties, one judicial district, and the City of Chicago; to implement the sexual assault guidelines in one county and the City of Chicago; to ensure victim advocates are present to support the protocols being followed; to train hospital emergency room staff to identify and respond to victims of domestic violence; and, to establish a single domestic violence hotline in the City of Chicago. FFY

98 funds will be used: 1) to continue multiyear programs begun previously; 2) to expand training efforts and related materials; 3) to expand testing of the sexual assault guidelines; and 4) to increase use of technology to improve the efficiency and effectiveness of those in the criminal justice system.

## **X. EVALUATION OF FUNDED PROGRAMS**

Programs receiving Violence Against Women Act funds will have measurable objectives and be required to report a variety of data to the Authority on a monthly basis. Data will include information about the victims served - e.g., nature of victimization, age, sex, relationship of victim to offender, county of residence, race, ethnicity, language, and disability, and the intervention supported - e.g., type of service or number of arrests, prosecutions, convictions, orders of protection and the remedies granted. Data will also include information about training sessions, the trainees, and types of training. A narrative report describing major accomplishments, implementation problems and plans for overcoming them will also be required.

These data will be reviewed by Authority staff to determine the program's progress toward its objectives. Additionally, programs will be monitored on site to determine compliance with grant terms. Selected programs will be evaluated on a more in-depth basis, as funds become available. Additionally, the Authority looks forward to working with evaluators selected by the Violence Against Women Program Office to study the impact of the national initiative.

As part of its continuing commitment to strengthen the VAWA Program, the Office of Justice Programs, through the National Institute of Justice, has commissioned several evaluation projects to assess the impact of VAWA grant-funded programs. The Urban Institute, a private, nonprofit, policy and research organization, will conduct a national evaluation of the VAWA program.

In order to complement the national evaluation, the Authority has begun planning to conduct its own evaluation of VAWA funded programs in Illinois. The evaluation will focus on the impact of VAWA programming on domestic violence and sexual assault victims as well as the criminal justice system.

## **XI. PROCESS TO BE FOLLOWED**

The Violence Against Women Act includes several requirements that states must fulfill:

1. Give priority to areas of varying geographic size with the greatest showing of need;
2. Take into consideration the population of the geographic area to be served when determining subgrants;
3. Equitably distribute monies on a geographic basis, including non-urban and rural areas of various geographic sizes; and
4. Ensure that the needs of previously underserved populations are identified and addressed.

Given these parameters and the priorities identified in this plan, the Authority will follow a needs-based allocation process. That is, for each priority, available data will be used to identify the geographic area of greatest need for assistance. If more than one agency is available to provide services in that area, a meeting will be held to reach consensus on who should provide what services or a request for proposals will be issued.

If there is one obvious provider of a particular service, that provider will receive funding. For instance, in Illinois, the Police Training and Standards Board is responsible for certifying training of police officers. It is logical to work with the Board when delivery of police training or course certification is a major component of a project.

Once an eligible grantee is identified, terms of a grant will be negotiated and signed off on by the provider and the Authority.

***Distribution of Service Funds***

The Illinois Criminal Justice Information Authority allocated \$170,024 of FY95, \$1,091,312 of FY96, and \$1,224,788 of FY97 Violence Against Women Act funds for sexual assault and domestic violence services to each of the existing statewide networks for these services: Illinois Coalition Against Sexual Assault and Illinois Coalition Against Domestic Violence.

Each Coalition:

- Wrote funding criteria. Each funded agency has, as a service priority, delivery of sexual assault or domestic violence services to adult women. This priority is stated in the agency bylaws, mission statement or equivalent document.
- Issued and reviewed applications.
- Made funding decisions.
- Submitted summary of decisions to the Illinois Criminal Justice Information Authority for final approval. Applications were available for review.
- Issued contracts.
- Monitors programs and provides technical assistance as needed.

ICASA dedicated their funds to continue to support satellite programs in underserved areas in northern and southern Illinois. ICADV also received funds which support satellite programs in underserved areas in southern Illinois and two programs to increase services to Latinas in Cook and DuPage Counties.

In subsequent years funds may be used to support additional satellites, services for special populations or specialized services.

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