

# JUSTICE SYSTEM RESPONSE

## DOMESTIC VIOLENCE NEEDS ASSESSMENT OF CHICAGO

Domestic violence is pervasive. Approximately 1 in 3 women have experienced physical violence by an intimate partner in the United States.<sup>1</sup> It is estimated that more than 2 million Illinoisans have experienced domestic violence in their lifetime.<sup>2</sup> Domestic violence impacts individuals and communities throughout Chicago. In light of changes in service capacity and practice over the past decade, as well as the protracted state budget crisis, IMPACT carried out a needs assessment to document the existing domestic violence response system and highlight gaps that need to be filled. This factsheet presents one component of the needs assessment and is designed to be used as a stand-alone summary of the specific topic covered. For more information please see the full report, *Connecting to Safety and Stability: Domestic Violence Needs Assessment of Chicago* available at [www.heartlandalliance.org/research](http://www.heartlandalliance.org/research).

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### SUMMARY FINDINGS

1. There were 46,301 domestic incidents in Chicago in 2015; a rate of 1,704 domestic incidents per 100,000 Chicagoans.
2. On average, 24,100 orders of protection were issued each year in Cook County from 2001-2015.
3. Several stakeholders spoke of collaboration between domestic violence service providers and the justice system—both of challenges and promising new collaborative efforts.

### JUSTICE SYSTEM RECOMMENDATION

**Continually assess and improve coordinating efforts among relevant stakeholders in order to ensure a cohesive response to domestic violence.** Networks of providers and systems are critically important to the domestic violence response, and these networks have continually evolved in Chicago to meet the needs of survivors. However, continual commitment and support of these networks is necessary to ensure a healthy and comprehensive response system. Renewed effort and support of ongoing assessment and education of these networks is needed. These efforts should include systems and the diverse set of service providers that ultimately meet the needs of survivors.

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For additional information, please see the full report, [\*Connecting to Safety and Stability: Domestic Violence Needs Assessment of Chicago\*](#). This project was made possible with the generous support of Crown Family Philanthropies, Polk Bros. Foundation, and Michael Reese Health Trust.

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# DATA AND DEFINITIONS: SPECIAL CONSIDERATIONS

Understanding the scope and prevalence of domestic violence is complex. In addition to the varying definitions of domestic violence, data capturing experiences of domestic violence have limitations. Namely, individuals are only counted in domestic violence data if they self-identify as a survivor of domestic violence or if they interact with a system that both correctly recognizes their experience as domestic violence and then also captures these data. Notably, there are survivors who may never call the police, receive services, or otherwise be identified in any of the available datasets, and therefore will not be counted in rates of domestic violence or service utilization. Therefore, within data that count individuals who experience domestic violence, it should be assumed that *at least* that many individuals are experiencing domestic violence in Chicago, and of datasets that count incidents it should be understood that there may be multiple incidents that involve the same victim or abuser and also recorded incidents that are not categorized as domestic violence.

There are many factors that may contribute to a higher or lower concentration of recorded incidents of domestic violence, including, but not limited to interpersonal relationship dynamics or community-police relations. From these police data, we can see higher concentrations of domestic incidents in communities on the south and west side of Chicago. It is important to note that many of these same communities saw a significant increase in community violence in 2016, are racially segregated, and also have some of the highest rates of poverty in the city.<sup>3</sup> For an in-depth discussion of violence, poverty, race, and the role of our justice system, please see the 2017 report, [Cycle of Risk: The Intersection of Poverty, Violence, and Trauma](#).

# JUSTICE SYSTEM: WHAT IS THE RESPONSE?

Nationally, 36% of women and 29% of men have experienced intimate partner violence, including rape, physical violence, and/or stalking, at some point in their lifetime.<sup>4</sup> One in three women has experienced physical violence by an intimate partner, and approximately 24% of women in the United States have experienced severe physical violence by an intimate partner in her lifetime.<sup>5</sup> National data suggest that domestic violence is experienced by millions of Americans every year.<sup>6</sup> A point in time survey found that on one day in 2016, 2,361 survivors<sup>7</sup> were served by Illinois domestic violence programs; 1,166 survivors received emergency shelter or transitional housing services, and 1,195 survivors received other assistance and services.<sup>8</sup> It is challenging to capture the full scope of domestic violence, and there is no single dataset that comprehensively collects these data. However, there are several datasets that can point to the prevalence and scope of domestic violence in Chicago, and highlight the justice system response to domestic violence.

The domestic violence response system should continually assess and improve coordinating efforts among relevant stakeholders in order to ensure a cohesive response to domestic violence. Networks of providers and systems are critically important to the domestic violence response, and these networks have continually evolved in Chicago to meet the needs of survivors. However, continual commitment and support of these networks is necessary to ensure a healthy and comprehensive response system. Renewed effort and support of ongoing assessment and education of these networks, including those in the justice system is needed.

# JUSTICE SYSTEM: WHAT IS THE RESPONSE?

## Police Crime Data

For many cases of domestic violence, police are the first responders.<sup>9</sup> According to the Chicago Police Department, there were 46,301 domestic incidents in 2016; a rate of 1,704 domestic incidents per 100,000 Chicagoans.<sup>10</sup>

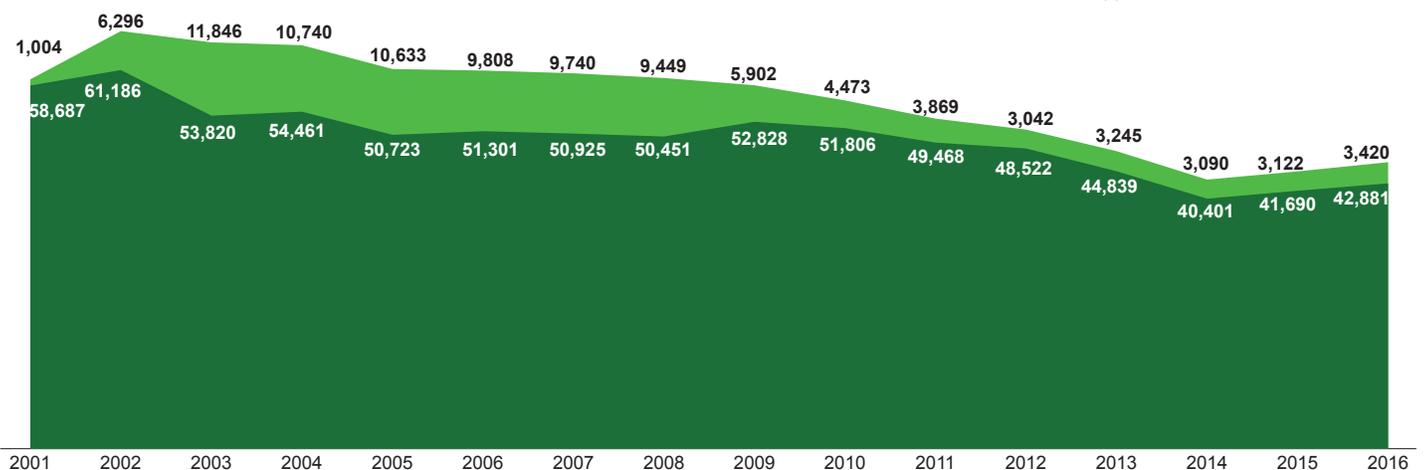
On average, the police responded to 127 incidents and made 23 arrests in response to a domestic incident per day in 2016.<sup>11</sup> In total, Chicago Police made 8,313 domestic crime arrests in 2016.

Population varies across the city of Chicago; more than absolute count, rates of domestic violence can be meaningful in understanding how different communities experience this issue.<sup>12</sup> Reported domestic crime rates in Chicago community areas ranged from 0.2% to 6.0%.<sup>13</sup> In 2016, the five community areas with the highest rate of domestic violence incidents were: Fuller Park (6.0%), North Lawndale (5.6%), West Garfield Park (5.6%), Englewood (5.5%), and East Garfield Park (5.3%).<sup>14</sup> The five community areas with the lowest rate of domestic violence incidents were: Lincoln Park (0.2%), Lakeview (0.3%), North Center (0.3%), Forest Glen (0.3%), Norwood Park (0.4%), and Edison Park (0.4%).<sup>15</sup> Reported crime data represent the number of incidents police responded to and reported as domestic. This does not reflect calls to police or cases where police determined that there was no crime.

*During the course of this study, the research team discovered a significant number of individual domestic incidents each year—3,420 in 2016 alone—that are missing the “domestic” tag in Chicago Police Department crime data. This finding suggests that it is likely that domestic violence incidents are underrepresented in the dataset. After consulting with other researchers and stakeholders we have included all domestic violence crimes, whether or not it is coded as domestic, in our analysis.*

## DOMESTIC CRIMES IN CHICAGO: 2001 - 2016

DV Crime Description Missing Domestic Tag  
Total Tagged Domestic



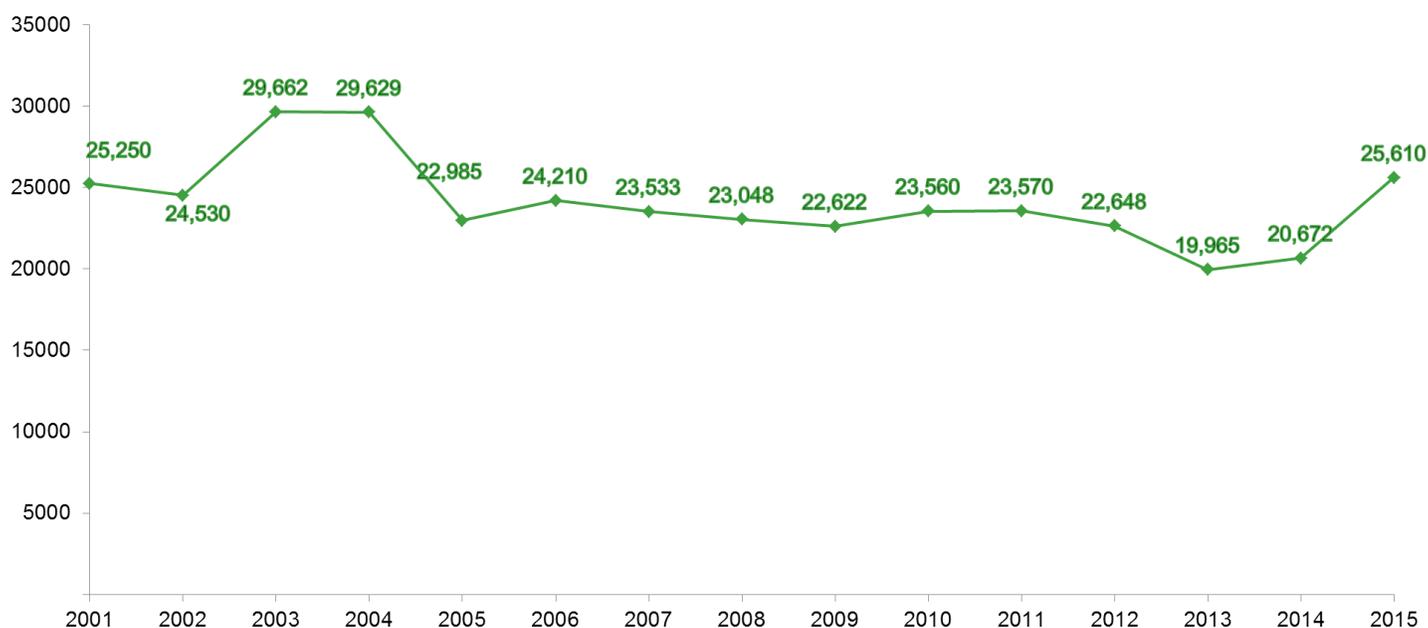
# JUSTICE SYSTEM: WHAT IS THE RESPONSE?

## Orders of Protection

An order of protection is a legal remedy available to survivors of domestic violence in Illinois; survivors can access emergency, interim and/or plenary orders.<sup>16</sup> An order of protection is a court order that requires abuse to stop and, depending on the type of order issued, can include a number of other remedies for survivors.<sup>17</sup>

Data on orders of protection is available at the county level, therefore, included data reports on issuance in Cook County, where Chicago is located. In 2015, the most recent year of available data, there were 25,610 orders of protection issued in Cook County, a rate of 489 orders per 100,000 people.<sup>18</sup> On average, 24,100 orders of protection were issued each year in Cook County from 2001-2015.<sup>19</sup> There was a sharp increase in the number of orders of protection issued in 2015; 2015 had the greatest number of orders since 2004.<sup>20</sup> An increase or decrease in the number of orders of protection does not necessarily indicate an increase or decrease in prevalence of violence; rather, an increase in orders may indicate simply that more individuals are accessing this form of assistance.

### ORDERS OF PROTECTION ISSUED IN COOK COUNTY: 2001-2015



## JUSTICE SYSTEM: WHAT IS THE RESPONSE?

Several stakeholders spoke of collaboration between the domestic violence service providers and the justice system—both of challenges and promising new collaborative efforts. Challenges were identified between service providers and the justice system, as well as among justice system actors, for example between police and the State’s Attorney.

### *Police*

Stakeholders sense that there are fewer dedicated police for domestic violence in Chicago.<sup>21</sup> However, there is a pilot project underway focused on police response to domestic violence calls in specific districts in the city.<sup>22</sup> While some stakeholders reported strong interpersonal relationships with specific police officers, several stakeholders identified mistrust or strained relationships between police and communities in Chicago. Multidisciplinary training and continued investment in formal collaborations were identified as possible strategies to improve police coordination with service providers and communities.

### *Prosecutors and Judges*

Stakeholders reported that the creation of the Domestic Violence Courthouse marked a significant change in the justice system response to domestic violence. The Domestic Violence Courthouse opened in 2005, and offers civil and criminal courts co-located in the same building, as well as victim services and childcare on-site.<sup>23</sup> Despite this marked improvement, stakeholders reported that coordination with other courts and systems is still challenging for survivors. Specifically, stakeholders reported that addressing domestic violence within a divorce can be challenging because divorce judges may be especially sensitive to a child witnessing the arrest of a parent or the perception of parents misusing the courts. Stakeholders also reported a sense of bias among divorce judges who may not have particular understating of the dynamics of domestic violence.

Several stakeholders mentioned the important role that the State’s Attorney has in building relationships between service providers, police, and the justice system.<sup>24</sup> With continual change in leadership, stakeholders recommended that education and engagement of different justice system actors is ongoing. Stakeholders repeatedly identified the need for ongoing education for justice system actors, including judges and prosecutors. However, beyond education, some stakeholders also identified an underlying misunderstanding of the dynamics of domestic violence among some justice system actors.

Several stakeholders identified additional concerns for undocumented clients reporting domestic violence to the justice system and the possibility that survivors may not seek assistance due to fear of deportation. Stakeholders also reported concerns with the training for interpreters working in the domestic violence system. Continued coordination, collaboration, and education were recommended across the justice system.

# ENDNOTES

1 Black, M.C., Basile, K.C., Breiding, M.J., Smith, S.G., Walters, M.L., Merrick, M.T., Chen, J., & Stevens, M.R. (2011). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report. Atlanta, GA: *National Center for Injury Prevention and Control, Centers for Disease Control and Prevention*.

2 National estimates measure 5 types of intimate partner violence: sexual violence, physical violence, and/or stalking by an intimate partner. Smith, S.G., Chen, J., Basile, K.C., Gilbert, L.K., Merrick, M.T., Patel, N., Walling, M., & Jain, A. (2017). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010-2012 State Report. Atlanta, GA: National Center for Injury Prevention and Control, Centers for Disease Control and Prevention.

3 Buitrago, K., Rynell, A., & Tuttle, S. (2017, March) Cycle of Risk: The Intersection of Poverty, Violence, and Trauma in Illinois. *Heartland Alliance*; [available here](#).

4 Black, M.C., Basile, K.C., Breiding, M.J., Smith, S.G., Walters, M.L., Merrick, M.T., Chen, J., & Stevens, M.R. (2011). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report. Atlanta, GA: *National Center for Injury Prevention and Control, Centers for Disease Control and Prevention*, pg. 39.

5 Black, M.C., Basile, K.C., Breiding, M.J., Smith, S.G., Walters, M.L., Merrick, M.T., Chen, J., & Stevens, M.R. (2011). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report. Atlanta, GA: *National Center for Injury Prevention and Control, Centers for Disease Control and Prevention*, pg. 43.

6 Approximately 7 million women in the United States reported experiencing IPV in the 12 months prior to taking the survey; Black, M.C., Basile, K.C., Breiding, M.J., Smith, S.G., Walters, M.L., Merrick, M.T., Chen, J., & Stevens, M.R. (2011). The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report. Atlanta, GA: *National Center for Injury Prevention and Control, Centers for Disease Control and Prevention*, pg. 39.

7 Survivors/Victims is conceptualized as both adults and children that receive services as a result of their own experience or exposure to domestic violence. National Network to End Domestic Violence, Inc. (2017). *11<sup>th</sup> Annual Domestic Violence Counts Report, Illinois Summary*. [Available here](#).

8 National Network to End Domestic Violence, Inc. (2017). *11<sup>th</sup> Annual Domestic Violence Counts Report, Illinois Summary*. [Available here](#).

9 Nationally, police responded to 64% of reported domestic violence incidents in 10 minutes or less from 2006-2015. *U.S. Department of Justice, Bureau of Justice Statistics* (2017, May). [Available here](#).

10 *Police Crime Data Portal*, 2016; Author's analysis of 2011-2015 American Community Survey 5-year estimates, *U.S. Census Fact Finder*, [available here](#).

11 Author's analysis of *Police Crime Data Portal*, 2016.

12 Police data includes the geographic coordinates for each incident of domestic violence. These geographic coordinates were used to map incidents of domestic violence and to determine rates of domestic violence within community areas. *Police Crime Data Portal*, 2016; Author's analysis of 2011-2015 American Community Survey 5-year estimates, *U.S. Census Fact Finder*, [available here](#).

13 *Police Crime Data Portal*, 2016 Author's analysis of 2011-2015 American Community Survey 5-year estimates, *U.S. Census Fact Finder*, [available here](#).

14 *Police Crime Data Portal*, 2016 Author's analysis of 2011-2015 American Community Survey 5-year estimates, *U.S. Census Fact Finder*, [available here](#).

15 Some of the specific incidents of domestic violence were missing specific geographic coordinates and were unable to be mapped. Therefore, the total number of crimes mapped in this way, and the corresponding rates associated with community area are based on the number of incidents that have associated geographic coordinates. There were 44,245 incidents with corresponding coordinates in 2016. *Police Crime Data Portal*, 2016; Author's analysis of 2011-2015 American Community Survey 5-year estimates, *U.S. Census Fact Finder*, [available here](#).

16 Women's Law, Illinois: *Orders of Protection*; [available here](#).

17 Clerk of the Circuit Court of Cook County, Order of Protection; [available here](#), and Women's Law, Orders of Protection, Illinois; [available here](#).

18A case number is assigned to an order of protection or civil no contact order that is filed separately from an existing case, Administrative Office of the Illinois Courts, *Annual Report of the Illinois Courts, Statistical Summary - 2015*, [available here](#). Author's analysis of *Illinois Criminal Justice Information Authority, Research and Analysis: Downloadable Datasets, Orders of Protection*; [available here](#).

19 Author's analysis of *Illinois Criminal Justice Information Authority, Research and Analysis: Downloadable Datasets, Orders of Protection*; [available here](#).

20 Author's analysis of *Illinois Criminal Justice Information Authority, Research and Analysis: Downloadable Datasets, Orders of Protection*; [available here](#).

21 Author's analysis of Key Informant Interview conducted on March 30, 2017.

22 Author's analysis of Key Informant Interview conducted on March 29, 2017.

23 State of Illinois, Circuit Court of Cook County, *Domestic Violence Courthouse*. [Available here](#).

24 Author's analysis of Key Informant Interviews carried out from March – June, 2017.